

Reforma educativa y necesidades de formación de los directores de educación primaria en el Estado de México

*Educational reform and primary education principals' training needs in
Estado de México*

*Reforma educacional e necessidades de treinamento de diretores de
educação primária no Estado do México*

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Resumen

Diversas investigaciones realizadas en el contexto internacional han mostrado que las reformas educativas, cuyo propósito es formar a los directores, no consideran sus necesidades de formación; además, a causa de que son importados del ámbito empresarial, la efectividad de los contenidos en la práctica es débil y deficiente. Bajo este contexto, esta investigación tuvo como objetivo recuperar y analizar las necesidades de formación de los directores de educación primaria ascendidos mediante la aprobación de un examen estandarizado en 2015.

La metodología utilizada fue mixta con una muestra criterial; para ahondar en las voces de los directores se aplicó la técnica Team Kawakita Jiro (TKJ) a 18 directores en la región educativa de Naucalpan, Estado de México. Los principales resultados mostraron que los directores necesitan más conocimientos y habilidades respecto a la legislación educativa vigente (19 %) y menos en cuanto a las bases teóricas del plan y programas de estudios (2 %).

A partir de esos resultados, se concluyó que es insuficiente que los directores hayan sido ascendidos mediante un proceso de evaluación y sean presentados con grandilocuencia ante la sociedad como “idóneos”, pues su formación se lleva a cabo sólo en la práctica, sin

referentes teóricos propios para la función. También, ante la resistencia de muchos profesores hacia la reforma educativa, signada en 2012, los directores han puesto en el cenit de sus necesidades formativas aquellas que apacigüen los malestares docentes y generen una cultura laboral armónica, adecuada para la mejora de los aprendizajes de los alumnos.

Palabras clave: directores de educación primaria, necesidades de formación, reforma educativa.

Abstract

Several studies carried out in the international context have shown that educational reforms, whose purpose is to train primary principals, do not consider their training needs; besides, the contents are imported from the business world; that is why its effectiveness in practice is weak and deficient. In this context, this research aimed to recover and analyze primary principals' training needs, promoted through the approval of a standardized test, in 2015.

The methodology used was mixed with a criterial sample; to delve into the voices of the directors, Team Kawakita Jiro technique was applied to 18 principals in Naucalpan (México) educational area. The main results showed that the principals need more knowledge and skills in current educational legislation (19%) and less in theoretical bases of the plan and programs of studies (2%).

Based on these results, it was concluded that it is insufficient to have been promoted the principals through an evaluation process and presented with grandiloquence to society as suitable, because their training is carried out only in practice, without theoretical references. Also, because many teachers show apathy toward educational reform, signed in 2012, principals have in the first-place training needs for appease teacher's discomforts and generate a harmonious work culture, suitable for the improvement of student learning.

Keywords: primary education principals, training needs, educational reform.

Resumo

Diversas investigações realizadas no contexto internacional mostraram que as reformas educacionais, cujo objetivo é treinar os diretores, não consideram suas necessidades de treinamento; Além disso, como são importados do ambiente de negócios, a eficácia do conteúdo na prática é fraca e deficiente. Nesse contexto, esta pesquisa teve como objetivo recuperar e analisar as necessidades de formação de diretores do ensino fundamental promovidos por meio da aprovação de um teste padronizado em 2015.

A metodologia utilizada foi misturada com uma amostra criterial; Para aprofundar as vozes dos diretores, a técnica da Equipe Kawakita Jiro (TKJ) foi aplicada a 18 diretores da região educacional de Naucalpan, Estado do México. Os principais resultados mostraram que os diretores precisam de mais conhecimento e habilidades em relação à legislação educacional atual (19%) e menos em termos da base teórica dos programas de plano e estudo (2%).

Com base nesses resultados, concluiu-se que é insuficiente que os diretores tenham sido promovidos através de um processo de avaliação e sejam apresentados com grandiloquência diante da sociedade como "ideal", uma vez que sua formação é realizada apenas na prática, sem referências teóricas adequado para a função. Além disso, diante da resistência de muitos professores em relação à reforma educacional, assinada em 2012, os diretores colocaram no auge de suas necessidades de formação aqueles que apaziguem os desconfortos do professor e geram uma cultura de trabalho harmoniosa, apta ao aprimoramento do aprendizado dos professores. alunos

Palavras-chave: princípios do ensino primário, necessidades de formação, reforma educacional.

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Introduction

In Mexico, starting with the announcement of a new educational reform in 2012, it began a different path for the selection and training of primary school principals. However, the construction of the scaffolding for both purposes had already been taking place since the 1990s, when the various governments implemented in-service training programs for the directors of that educational level as part of the educational reforms aimed at improving the quality; a pruritus and a new generalized tendency in education that was beginning to spread throughout the Americas (Braslavsky, 2001, Ezpeleta, 1996, Poggi, 2001, Wise, 2002).

However, as in the other countries of the region, in Mexico these educational reforms -which conceptual proposals point to as a set of decisions, actions and processes of change that aim to move from an undesirable educational state to another with better results. (Bresser et al., 1998, Ornelas, 1995, Reimers, 1995) - in many cases they were only translated into the sanction and implementation of new general education laws (Gorostiaga and Tello, 2011). That is to say: the actions and processes of change did not always go beyond the normative border. Consequently, the training schemes for the directors were not accompanied by substantial proposals; They were also ephemeral, since they began and ended with each sexennium (Braslavsky, 2001).

Another additional situation, according to Gairín and Castro (2011), is that the reforms implemented with the objective of training principals accentuated more in the labor than in the educational; also, the training processes were designed more from a standard usually decided by experts, because they are cheaper and faster, than from a diagnosis, which resulted in a distancing between real needs and those raised; finally, they emphasized more in the functions but not in the development of the competences.

Other studies, conducted in the international context, profess the same conclusions of Gairín and Castro (2011): the educational reforms implemented, with the aim of providing initial training and in service to managers, did not consider the training needs (Fredua, 2013 ; Gómez, 2010; Gómez, 2011; González, 2015). Fredua (2013) has also added that the training offered to the directors feeds on theoretical contributions from the business sector and little of the disciplines related to education; likewise, they are detached from the needs of the context.

A further sequel: when the training of the directors is implemented based on proposals from the ministries of education or other particular interests -and without considering the needs-, because they are not very articulated with the training needs, "their effectiveness in practice is weak, deficient" (Molina and Contreras, 2007, p.79). This is why all the training processes - Molina and Contreras (2007) - have to contemplate an initial phase and complement it with a permanent one, as well as starting from an evaluation of needs from a holistic dimension.

Recent conclusions point out that in Mexico, as one more country in the Latin American region that has promoted the training of directors, even as a further requirement to obtain ownership, training does not distinguish the different needs and many of the actions are being taken. giving "blind" (Regional Office of Education for Latin America and the Caribbean of the United Nations Organization for Education, Science and Culture [Orealc / Unesco], 2014, 2015).

In this context, this article aims to recover and analyze the training needs of primary education directors promoted for the first time in the history of Mexico through the approval of a standardized test. As an exploratory study, because others have not germinated about the training needs of the directors promoted through examination, their greatest contribution is that they not only constrain themselves to the training needs heard from their voices, but go further, as they are contrasted with the Components of the Profiles, Parameters and Indicators (PPI) for principals of primary education, which, according to the Ministry of Public Education (SEP), are the knowledge, skills and attitudes needed in the "ideal" director to contribute to achieving the mission of the school organizations: the improvement of the learning of the students enrolled in them, or what in the current educational jargon is known as the promotion of a better educational quality (SEP, 2016). The comparison between the knowledge and skills set out in the PPI and the expressed training needs can contribute, as a final goal, to reorienting the training of directors in Mexico; reorientation based on the inclusion of expert knowledge and the voices of those who receive this training.

The article is structured in five parts. The second part presents the contextual and normative framework for the training of directors in Mexico; in the third, the theoretical

framework on training needs; in the fourth, the methodology; in the fifth, the results, followed by the discussion and conclusions.

Contextual and normative framework for the training of directors in Mexico

After two months of negotiations and agreements between the three main political parties, in December 2012, and under the aegis of the Pact for Mexico, a new educational reform was signed. As part of other previous reforms, he struggles with meritocracy as a precedent for promotions and permanence in managerial positions. Thus, in addition to attacking the active political-union participation of professors within the National Union of Education Workers (SNTE) -promoted by the Mexican corporate state since the post-revolutionary period in these teachers' ranks- as a fast track In order to become a school director, the professors who are candidates for a managerial position are obliged to participate in the annual evaluation processes convened by the SEP and obtain a passing score. Otherwise, they have to wait another year to participate and, if the result is favorable, obtain the promotion during a trial period.

The dynamics of substantive changes for promotions and permanence were not recent approaches. For several decades now, the Economic Commission for Latin America and the Caribbean (ECLAC), together with Orealc, had recommended to the countries of Latin America to modify the promotion processes and "carry out extensive training programs for school principals in exercise. to start them in the modern techniques of management of educational establishments, organization and management of systems and public relations "(Cepal-Unesco, 1992, p.187). In 2010, neoliberal policies sponsored by the Organization for Economic Co-operation and Development (OECD) had issued those same proposals to Mexico; in its recommendation number 10, it suggested that the country encourage initial training, induction and guarantee the in-service training of the directors; also to assign promotions to cohorts of candidates who prove to be qualified for these functions (OECD, 2010).

Although in Mexico the reform put into effect the paradigm of meritocracy emanated from the new public management and the strengthening of management and autonomy of schools (Arellano and Cabrero, 2005, Del Castillo, 2012, Ezpeleta, 1998), It eliminated the lack of initial training of primary education directors who, as Martinez and Murillo (2015) have stated, is the one that has been forgotten in educational reforms. Notwithstanding this obstacle, the federal legislative body undertook, in February 2013, extensive reforms to articles 3 and 73 of the Mexican Constitution to give practical effect to the meritocracy through the enactment in September of that same year of the General Law of the Service. Professional Teaching (LGSPD) (Arnaut, 2014).

The LGSPD constitutes a body of norms that has two main objectives in itself. In its political dimension, give the Mexican State the rectory on income, permanence and promotions of teachers, managers and staff with other functions of basic education and higher education; in its educational or technical dimension, which is the axis of the reform, according to all its pronouncements and laws, to offer a quality education to all the inhabitants of the country (Del Castillo, 2013). Both aspirations, however, had been brewing since 1992 with educational decentralization, and its two previous six years with the administrative deconcentration that sought to split the power of the SNTE.

To fulfill part of its political dimension, the LGSPD determines, in its article 27, that the directors with favorable results and in possession of the appointment become part of an induction process that consists of taking, for two years, topics on leadership and school management, determined by the local educational authority (AEL), that is, by each of the states of the federation (Chamber of Deputies of the Congress of the Union, 2013). Although this last point of article 27 is praiseworthy, because it co-responsible to the federal entities to take the necessary measures to achieve the technical dimension indicated, in another aspect it left certain gaps because it did not delimit in a specific way what knowledge and skills on leadership and school management have to be included in the training process.

In contrast to the LGSPD, the PPI document, which is also regulated in article 2, section II, of the LGSPD -and is the reference for the General Framework of Quality Education, as section XVII of article 4 points out. of the same law (Chamber of Deputies of

the H. Congress of the Union, 2013) - they do expressly express the professional characteristics, in terms of knowledge, skills and "suitable" attitudes required of the directors:

The profile considers that managers must have solid knowledge about the content of plans and programs of study, the learning processes of students, teaching practices, school management autonomy, professional development, legal and philosophical principles that support the public educational service, attention to the sociocultural and linguistic diversity of the students, as well as the relationship between the school and the community (SEP, 2016, p. 13).

This "ideal" profile contemplates all the variety of actors and intervening factors in the improvement of the academic results of the students, which go from the punctual observance of the school norm, going through the knowledge of the plan and study programs, the heterogeneity of learning from students and the school as an organization immersed in a larger one, even a personal domain, which, in the words of Senge (2015, p.20), "allows us to continuously deepen our personal vision" and is achieved through learning unceasing and continuous of own knowledge for the managerial function; although, it is not necessary to ignore the dimension, promoted from a formal process and not from trial and error.

Although the PPIs do not constitute a training program sponsored by any university in Mexico, it is, according to the SEP, a benchmark for continuous training and the design of policies aimed at strengthening the knowledge and skills of the directors (SEP, 2016). That is why the SEP gathered the "ideal" profile in five dimensions that give meaning to the parameters and indicators (see table 1). On the other hand, the PPI can be considered as a study guide for the aspiring professors to participate in the open processes of selection to the managerial position, because the evaluation deals with that knowledge and skills.

Tabla 1. Dimensiones del perfil, parámetros e indicadores

Dimensiones	Aspectos
1	Un director que conoce a la escuela y el trabajo en el aula, así como las formas de organización y funcionamiento de la escuela para lograr que todos los alumnos aprendan.
2	Un director que ejerce una gestión escolar eficaz para la mejora del trabajo en el aula y los resultados educativos de la escuela.
3	Un director que se reconoce como profesional que mejora continuamente para asegurar un servicio educativo de calidad.
4	Un director que asume y promueve los principios legales y éticos inherentes a su función y al trabajo educativo, a fin de asegurar el derecho de los alumnos a una educación de calidad.
5	Un director que conoce el contexto social y cultural de la escuela y establece relaciones de colaboración con la comunidad, la zona escolar y otras instancias, para enriquecer la tarea educativa.

Fuente: SEP (2016, pp. 27-29)

In order to specify the desired profile, based on what is regulated in the PPI dimensions and through a continuous training program, the SEP -according to the powers that the LGSPD itself has granted it in Article 10, section IX-, a Through the General Directorate of Continuing Education, Updating and Professional Development of Teachers of Basic Education, proposed in the General Guidelines for Continuing Education Programs, Capacity Development and Development of Leadership and Management to regulate the training offer for directors. To simplify, universities or other institutions of higher education interested in providing training, the AEL suggests considering the following priorities, as part of the common framework required in the induction phase to obtain definitive title tenure:

- a) Improvement of reading, writing and math skills.
- b) Minimum normality of school operation.
- c) Decrease of the lag and school dropout.
- d) Access, permanence and graduation in basic education.
- e) Development of a good school coexistence.
- f) Strengthening social participation.
- g) Strengthening of school supervision.

h) Strengthening of school and area technical councils (SEP, 2017, pp. 9-10).

In addition to the knowledge and skills suggested in article 8 of the guidelines, this same document specifies that the educational institutions that offer the training programs may be chosen by the SEP or the AEL if their proposals meet the following criteria: be based on the principles and purposes of Article 3 of the Constitution, the LGSPD, the National Development Plan, the Education Sector Plan, the Plan and Programs of Studies in force and oriented to PPIs (SEP, 2017).

Although in Mexico, with the announced changes in education in 2012, initial training for primary school principals was relegated from the reform, permanent training had new foundations and became a substantive element for permanence and obtaining of the definitive ownership of managerial positions. These new pilasters, which meant first reforming articles of the political constitution and then creating other secondary laws, gave life to a set of documents in which an ideal profile of the director has been captured.

A conceptual look at the training needs

When the theoretical contributions on the concept of formative needs are reviewed, a diverse range of analogous words can be seen to refer to them: desires, demands, opinions, among others. Also the conformation of subsets, derived from the discipline of study from where several authors approach it.

One of the first conceptual proposals on training needs is proposed by Antúnez, Silva, González and Carnicero (2013). According to these authors, there are two approaches, the result of their intentionality, to conceptualize and address needs: "he who conceives need as a lack and who understands it as the result of a reflective process of social construction aimed at improvement" (p.86) In the first case, the needs that the authors have called them as normative are determined from an educational ideal; that is, from the demands of a standard, pattern or theory that managers have to cover; In this sense, the needs are the distance between what exists in individuals and the approach of a norm. In the second case, "they are not identified by comparison but are 'constructed' through group, reflective and deliberative processes" (Antúnez et al., 2013, p.87). In this second meaning, the directors admit that their knowledge and skills are insufficient to give an optimal response to the tasks of the school

organization, either because new educational changes promoted by the State or by the changing circumstances of the same society have arisen.

Beyond its intentionality, in both conceptions of needs lies the notion of lack. That is, it is assumed that the director possesses managerial knowledge and skills, appropriate under various circumstances; but by virtue of the daily vicissitudes of the school organization it is necessary to integrate new ones, in a permanent formative process, to improve the directive functions or because the norm or the medium demands it.

For Benedito, Imbernón and Félez (2001) the training needs have a polysemic conception. And this conceptual situation is associated with the use that is given to each discipline, therefore, according to Benedito et al. (2002), acquires different meanings when used by educators, politicians, sociologists or economists. Given this, and taking as a reference the typology that Moroney proposed in 1977 (cited in Tejedor, 1990), they propose a conceptual framework of needs from three perspectives:

The normative need: group or individual lack with respect to an institutionally established pattern.

The perceived need: the need felt by the subjects.

The expressed need: the demand that refers to the expression of the need on the part of the person who claims to perceive it (Benedito *et al.*, 2001, p. 3).

Faced with this triple typology, which brings with it other operational dilemmas, the authors propose a dual and dialectical conception: "a set of aspects that are considered inherent in the development of the new teaching staff without which it can be affirmed that they have a formative lack such as the one that the professors manifest as necessary and from which you want to obtain training to be able to do it" (Benedito et al., 2001, p.3).

However, Gairín (1992), in a wide contribution, assures that the training needs do not have a polysemic conception, as Benedito et al (2001) propose. It is more: it argues that the other suggested terms -demands, demand, opinions, etc.- have a different meaning. Therefore, although his conceptual proposal takes the contributions of other authors, clarifies later that training needs, from a more operational option than theoretical, are: "the lack of something that is considered inevitable or desirable" (p.86) .

In sum, beyond the conceptual proposal, which is undoubtedly valuable, the important contribution of Gairín (1992) is the indistinction that can be given to the three perspectives of training needs raised by Benedito et al (2001). It matters, to clarify this part, to bring a new appointment of Gairín (1992):

It does not have to (sic) stop considering that some needs of the education system correspond to needs that people also feel and that they express, or think about other combinations. On the other hand, an existing need may cease to be so with time or new needs may appear (p. 89).

From this perspective, the training needs expressed are a consequence of educational reforms. In another order of ideas, the directors, not being prepared for the announced educational changes, request that the State provide them with the cognitive ingredients, aligned with the provisions of the norm; even, the petition would not have to be present, because if an educational reform does not precede it, or accompany it in parallel, a formation the normed needs remain fragmented.

On the other hand, according to González and Raposo (2008), the training needs can be conceptually equated with interests, desires, shortcomings or deficiencies between a current situation and another, as Benedito et al (2001) has pointed out. However, when the conceptual framework is intended to inquire about perceived needs-argue Gonzalez and Raposo (2008) - the best option is to use the word interests, because in any context managers are lacking in professionalism. Thus, the training needs from the perspective of these last mentioned authors are a scarcity, rather than absence, of managerial knowledge and skills.

In a theoretical and practical perspective, meanwhile, Sandoval et al. (2008) understand training needs as "the possibilities of development and improvement in the exercise of their managerial task" (p.13). That is why they suggest that these can be addressed, considering the manager as an individual, based on the dimensions of personal and social development and professional development; that is, to moral and attitudinal skills towards others; also to the technical capacities for the tasks of management: pedagogical management, administrative and social management.

Although they dispense with the citation, Sandoval et al. (2008) take notes on the skills that Katz (1974) pointed out as necessary in managers: human and conceptual. In other

words, the former allow them to relate to others and, together with them, achieve the mission of the organization; the second ones refer to knowledge and abstract concepts about the discipline of formation; in this case to the address.

In a contribution made by Tejedor (1990), training needs are understood "as the discrepancy between the current situation and the desired situation of educational development, which emphasizes educational equality and adequate practical development and which can be eventually improved. in the short or long term as a result of a systematic study "(p.16). However, after the theoretical approach, Tejedor (1990) warns that it is not always possible to design a concept acceptable to all, as well as grant an operational value when evaluating them. This is the result, according to the same author, of the diversity of alternatives for its study and assessment, since each need must be analyzed in its context.

From this range of concepts it is important to note that the directors of primary basic education in Mexico, however, lack initial training for the specific functions that come to formalize in school organizations -documented widely-, have certain knowledge and skills on the managerial function ; these, it can be argued, are acquired by the daily observation made to the activities of their previous directors, in other words, by the daily criticisms of good and bad directing practices; also by reading some texts on the topic as part of a self-taught training process. For that reason, with the immediate previous note and the theoretical notes proposed by González and Raposo (2008) and Sandoval et al. (2008), here we understand the concept of training needs as a shortage, rather than a total lack, of knowledge and skills to perform in a different way the exercise of the directive task.

In this conceptual adoption, the two-sided nature of the training needs is also considered, argued by Benedito et al. (2001). Although the starting point is the needs expressed, that is, those that the directors can make known through their voices - if there are spaces or forums for that purpose - the normed ones are also important, since their impression on the official documents of the educational reform configured a profile of suitable director. In addition, according to Gairín (1992), some needs raised in the PPI may correspond to those expressed by the directors.

Research method

With the objective of recovering and analyzing the training needs of primary education directors in the State of Mexico promoted through an open opposition examination, a mixed methodological strategy was implemented. To paraphrase Hernández, Fernández and Baptista (2003), the benefits of both approaches (qualitative and quantitative) were retaken before being a purist and opting for only one. Thus, as an exploratory study, the process was divided into four parts: the first was to carry out a bibliographical research on articles and thesis of degree, among other works, to create the framework of theories and the categories of analysis; the second, identify the sample; the third, the application of the Team Kawakita Jiro technique (TKJ), and the fourth, the recovery and analysis of the training needs of the directors.

Analysis categories

For purposes of the proposed objective, two categories were considered: expressed training needs and their indicator was the oral expression, or the voices, of the directors before a generating question in the fieldwork session. The second category was regulated training needs and its considered indicators were the aspects of each of the dimensions of the PPI. The test allowed to analyze if they are congruent with each other or orbit in different spaces.

For the construction of the analysis categories, the theoretical notes of Benedito et al. (2001) and Gairín (1992).

The sample

The study sample was criterial (Hernández et al., 2003). For this purpose, the directors who participated in the open opposition process for the management positions that the SEP convened in June 2015 and whose result was favorable to obtain the promotion were selected (see table 2).

The identity of the participants was recovered in the Subdirectorate of Primary Education, Naucalpan Region - upon request to that dependency attached to the Educational Services Integrated to the State of Mexico (SEIEM) -; Subsequently, the Subdirectorate of

Education invited them to participate, voluntarily, in the exercise of recovering their training needs through the application of the TKJ technique. Of the 30 directors promoted by examination, only 18 could attend.

Tabla 2. Población y muestra

Sujetos de investigación	Directores de educación básica primaria
Región/País	Naucalpan, Estado de México, México
Población	527 directores
Muestra	30 directores ascendidos mediante examen. Solo asistieron 18

Fuente: Subdirección de Educación Primaria, Región Naucalpan

Thus, the sample was formed with 11 directors of the male sex and 7 of the female. In the men's group, five have a bachelor's degree, five with a master's degree and one with a doctorate; in the opposite sex, three have a bachelor's degree and four have a master's degree.

Application of the Team Kawakita Jiro technique

The TKJ, as a technique used in organizations with the purpose of "gathering the opinion and feelings of all the members of an organization and agreeing different perspectives to define the issues that affect the community" (Hernández, 2010, p.41) and created by the Japanese anthropologist Jiro Kawakita in 1953 (Ohiwa, Kawai and Koyama, 1990), was applied with the sample directors on July 4, 2017.

However, it has an ultimate goal, namely to define action commitments in an organization, in this research only one of its phases was used, which is to group and regroup diverse ideas to build a broad and orderly perspective of training needs, since that does not seek to raise a model of training for directors.

The process was planned and applied according to a script in a systematic way in two parts (table 3).

Tabla 3. Guion para la recolección de la información

Planteamiento del objetivo a los directores: Identificar y analizar las necesidades de formación de los directores de educación básica primaria.	
Primera parte	Presentación (en Power Point) y explicación sobre las nociones teóricas de las necesidades formativas (Antúnez <i>et al.</i> , 2013; Benedito <i>et al.</i> , 2001; Gairín, 1992; González y Raposo, 2008; Sandoval <i>et al.</i> , 2008 y Tejedor, 1990).
Pregunta detonante	¿Qué conocimientos y habilidades necesita adquirir como director para promover un mejor aprovechamiento académico de los alumnos?
Segunda parte	Aplicación de la técnica TKJ (grabar sesión).
Cierre	Agradecimiento a los directores participantes.

Fuente: Elaboración propia

In the first part, in the meeting space with the subjects of the sample, a presentation and explanation in Power Point was carried out on the theoretical notions about the training needs, with the arguments and proposals of the authors consulted.

In the second, once the presentation was over, to gather the voices of the directors, the following question was posed: "What knowledge and skills do you need to acquire as a director to promote better academic achievement of the students?". Then the technique was applied with the procedure indicated by Hernández (2010), characteristic of the TKJ:

1. Each director was given three white cards.
2. At the request of the coordinator, in each of the cards they wrote, clearly, a knowledge or skill necessary to promote a better academic use of the students, from their new function.
3. Next, selected at random, a subject in the sample read aloud a need: the one with the highest priority for him. The needs written by others, similar to the one read, were grouped in a work table.
4. Grouped all the training needs into different work tables, the most frequent was selected. Based on that result, the directors who also chose the same need met to expose, in front of the others, their arguments of that first selection.
5. For the other training needs, the process was the same as indicated in the previous point.

Processing and analysis of information

Once the TKJ technique was applied, the information was processed. For the quantitative part, the results were gathered in a worksheet in Excel (absolute frequencies); in the later, for their analysis, they were grouped into relative frequencies with the use of central tendency measures. For the qualitative part, the session was transcribed without modifying what the directors expressed and the voices were rescued in the needs with the highest frequencies.

When transcribing the expressed needs, the prefix "DIR1", "DIR2", etc., was appended to each participation, within each group, to differentiate the contributions made and avoid entering names. Each prefix indicates director or director 1 and so on. In the training needs expressed with double prefix means the participation, more than once, of the same director.

Results

Once the information has been processed, the results are presented in two parts: the first one shows the hard data about the training needs, that is, the quantitative part; the second, which accompanies the first, are the voices of the directors promoted through examination but without initial training.

Table 4 shows the quantitative results of the training needs of the directors of primary basic education in the educational region of Naucalpan, State of Mexico.

Tabla 4. Necesidades formativas expresadas

<i>Necesidad formativa</i>	<i>Frecuencias</i>	<i>%</i>
Legislación educativa vigente	10	19
Técnicas y estrategias para solucionar conflictos	10	19
Liderazgo compartido	07	13
Acompañamiento técnico pedagógico	06	11
Administración o gestión de recursos	05	09
Toma de decisiones	04	07
Comunicación	03	06
Evaluación de alumnos y profesores	03	06
Planeación	03	06
Negociación	02	04
Bases teóricas del plan y programas de estudios	01	02
Total	54	100 %

Fuente: Elaboración propia

As can be observed in table 4, the directors of primary basic education in the educational region of Naucalpan need, in the first place, knowledge and skills about the current educational legislation. The *raison d'être* of this need is the deficient knowledge of the mechanisms or instances to channel the irregularities that some professors manifest during their stay in the school and classroom. Also for a labor culture that resists to die and that, for many decades, was promoted by a corporate state and a complacent union. The voice of a director says so:

Why does not the director apply the rule? Because he knows that behind there is an organization that supports and defends the rights of others, and I believe that what we have to know is the whole fabric of union formation; In other words, what will the union do when I make available to a teacher who has already disenfranchised the instructions on different occasions, has he failed to fulfill his responsibilities? I am going to apply the rule and that part will come to me that will require me to have a legal [sic] comprehension of what I am doing. Normally we do not apply the rule because the union is going to come and maybe it reverses me (DIR₁).

It is observed, with the expressed need, that while the SEP bets because the "ideal" directors take to the school organizations towards better scenarios to improve the educational quality, they dedicate more time and efforts in alleviating an entrenched organizational culture.

The second need, techniques and strategies to solve conflicts, is directly related to the first. However, it has one more addition, since the directors promoted through an open opposition examination have been pointed out, by their professors adverse to the educational reform announced in 2012, as supporters of labor and educational changes that broke with traditional hiring schemes and promotions within the Mexican teaching profession. The voice of a director says so:

In our case it is the solution of conflicts. Because I think we all arrived and everyone said: "We're going to put you to the test". Even at the first school I arrived they told me: "Spurious (...), spurious! -With screaming, eh- Tyrant!". In the first school I arrived. Why? Because they are people who do not believe in the evaluation, who are people who do not evaluate themselves as they go, and seedlings and everything;

because they do not believe that evaluation is a figure that can continue to shape us; is in order to improve (DIR₁).

If the contributions of Gairín and Castro (2011) are considered again, for Mexican teachers the reform that began with the 2012-2018 sexennium is labor rather than education; Therefore, the directors who were participants in the new modality for promotions, identified in the LGSPD, have become a target for the demands of the changes promoted in their political and educational or technical dimensions, in the words of Del Castillo (2013).

With similar arguments, the directors said they needed skills in shared leadership. The reasons are that in some school organizations an authoritarian direction predominates, where the director is still seen as a monolith, expert from whom emanate bright ideas to transform the school. An expression like this stated:

I arrived at a very large school where they had a foreman; Then when I came up with that idea, the comments from everyone were: "it's that the director told me he was white, and he was white"; then that part, well maybe it is not the time or the space to say it, but it has cost me to transform (DIR₁).

Another voice said it this way: "On another occasion they said to me: 'Let's see, but if you are the director. Yes, yes, but let's do it together'" (DIR₃).

If a comparison is made, this need expressed, in the words of Benedito et al. (2001), is also a need regulated in the PPI (dimension 2).

In the case of the fourth need for training, namely, technical-pedagogical accompaniment, the directors need to develop the human and conceptual skills that Katz (1974) proposes for the achievement of the organization's mission. A voice, partial conclusion of the field work, indicated it:

We decided pedagogical technical support because we need to know how to guide the teaching team towards the improvement of educational achievement. Why? Because it seems that in our schools they know it; however, it is not like that. What I realized is that the previous director was autocratic and all the activities were already programmed; but they were those like "May 10", "the inns", etc, that is, activities that are socially competent (...) That is why, when one arrives in the classroom to accompany the teacher to see why the child continues having "six", what is happening

and investigating, there is a resistance; The teacher resists because they are accustomed to the social. Then they say: "if you know, go teach or tell me how to solve this problem" (DIR₁).

As can be seen, the directive activities within many school organizations orbit within a bureaucratic cosmos that is not very substantial for the improvement of student learning; but also the set of routine activities are the result of a vision other than what is proposed by dimensions one and two of the PPI (SEP, 2016) for the directors: 1) "A director who knows the school and the work in the classroom , as well as the forms of organization and operation of the school to ensure that all students learn "and 2)" A director who exercises an effective school management for the improvement of work in the classroom and the educational results of the school ".

Therefore, faced with the cleavage of the normative approach and the labor reality in schools, the recently promoted directors show themselves to be disadvantaged.

However, in spite of the fact that the Mexican State does not directly provide financial resources to principals and schools, one more need in order of importance was precisely that of administration or management of resources (9%). However, the manifest arguments of the directors before the training need provide a clearer picture of what the reason for their selection is:

This need arises because we saw our directors who fought a lot with PEC. That takes a lot of time and to not suffer the same it is necessary to have knowledge of how to manage those resources and deliver accounts (DIR₁).

And another opinion was the following:

Yes, since I arrived at school, it was my fortune, or misfortune, to be in PEC and that was exhausting due to the requirements of Toluca [referring to the documentation requested by the SEIEM based in Toluca, Mexico]. Sometimes my teachers helped me carry out many administrative activities; and that delegation of activities took time away from the classes (DIR₂).

More than resource management, as the sample directors stated, their training need is posed in terms of the timely and full delivery of proof of the resource received by the Quality Schools Program (PEC), whose birth in the sexennium 2000- 2006 provided financial resources to some schools that voluntarily participated in it, among other actions, strengthen teaching and management skills (SEP, 2005). The directors, to say the results of an evaluation made to the PEC by experts in education at Harvard University, were more dedicated to filling official documents to justify the use of the resources received (Reimers, 2006).

In another order of ideas, as can be seen in table 4, the directors also said they needed knowledge and skills for decision making (7%). Those who formed this cohort involved several factors for their selection; just read their voices:

One of them we mark Decision making, because in situations of different types: verbal quarrels between parents, fights between students, tasks that are connected and both are from official instances, etc. It is necessary to give an answer. The problem is that they send you from one moment to another and you have to give an answer at that time (DIR₁).

Decision-making is an expressed need but also regulated, as can be seen in dimension two of table 1. On the other hand, this need also has its meaning in the academic background of the directors: the teacher of students. The change of this function -which did not require making major decisions, although very important for the students- for another required a new floor of knowledge and skills, since their relationship, treatment and work will be carried out with students, professors, parents, higher educational authorities, union and municipal.

In another section, 6% of the directors selected communication as a training need. When reading the arguments given for the selection of the need, it can be observed that it responds to a fundamental stance to advance towards the improvement of the students' learning: to communicate with certainty to others the particular mission of the school.

We believe that the comrades will carry out the activities because the director said it, but sometimes we fail to convey the true purpose of our school. For administrative issues yes; they just run. (DIR₁).

Based on this argument, the educational reform implemented in Mexico does not have to forget these substantial aspects, because, as Molina and Contreras (2007) documented in other countries, the effectiveness of training can become weak and deficient in practice.

Regarding the evaluation of students and professors and planning, which had a lower number of votes, they seem to respond to the immediate academic and work history of the directors already mentioned. In this tenor, managers have outstanding theoretical notions in both training needs, since their passage through a normal school and by various groups as teachers of students allowed them to acquire and develop the knowledge and skills mentioned.

Here the advantage for us is that we have gone from being a teacher or teacher to a manager. We were trained in these skills and in the course of some years we put it into practice, not only with the students but also with our classmates (DIR₁).

So is. If they tell me: How do I do it here? I can recommend some activities to evaluate in different ways (DIR₂).

When the arguments were directed towards planning, the arguments of the directors were similar to the need related to the evaluation of students and teachers:

When we were teachers we carried out a planning that helped us teach; with that planning we could follow a route (DIR₁).

However, when planning focuses on the activities of the school organization, which tend to be different and more complex than those required for the students' learning processes, those knowledge and skills that the managers of the sample possess have acquired. through experience and the good or bad practices carried out by their previous directors. This was stated, in conclusion, by the team that selected this training need:

The knowledge we need is to plan activities at a school. For example, I arrived at my school and the first thing I did was remember the planning that my director did. From that I made mine. The problem was that when they reviewed it they said in the supervision that it was missing; that anguished me because all the reflectors came to me; I want to imagine what they thought of me (DIR₂).

As has happened with the training needs of shared leadership and technical pedagogical support, the directors promoted through examination, and not by the traditional way, are considered experts in planning of and for the activities demanded by the school; However, the reality is totally different: they, like others not promoted through examination, need training on this element for the successful conduct of a school organization.

In penultimate place of preferences, knowledge and skills about negotiation were also present in the directors. The meager arguments issued by their constituents reveal that within the school teachers meet the minimum labor standards that provide an adequate environment for the improvement of student learning.

In this sense, the role of the director is to appease difficulties between teachers and parents or agree on adverse arguments between teachers. However, this situation has as a condition a distinct institutional work culture, where the actors of the educational community cohesion - their attitudes and aptitudes - towards the same end.

Now, it is evident that for the improvement of students' learning, knowledge about the theoretical basis of the plan and study programs is necessary; but in a numerical sense it was the formative need with less preferences.

To point out once again that the directors, before all, have been teachers of students with initial training with emphasis on the plan and study programs, in addition to other disciplines, is a good reason for their last place in selection. However, for some there is always a new opportunity to delve into that knowledge for expert advice to teachers. This was stated by a director:

To me in particular it has cost me to advise on the Plan and the programs. You want to get into the classroom and I started doing what I have to do: review planning and make recommendations. I soon realized that I had to know about the programs because the teachers asked me: "How do I do it?" They require me to make specific observations according to the Plan and study programs; then I soon realized that I do not do it and I have to prepare (DIR₁).

In other words, this director recognizes himself as a professional who needs to continually improve his knowledge and skills to ensure a quality educational service, in accordance with dimension three of the PPI. Thus, despite his initial training provided him

with certain theoretical elements about this expressed need, the door remains open for continuous improvement.

Discussion

As some empirical studies have suggested in the international context, the training needs of primary school principals are not always considered in educational reforms whose purpose, among others, is to provide initial or ongoing training to those educational actors (Gairín and Castro, 2011). The most common process is to start from the expertise of the formulators of educational reforms, or what theorists call normative needs, than from the expressed needs (Benedito et al., 2001, Fredua, 2013, Gómez, 2010, Gómez, 2011 González, 2015), because it is more economical.

In the Mexican context, specifically in the educational region of Naucalpan, the situation is no different. For this reason, the scarcity of knowledge and skills to carry out the exercise of the directive task in a different way (González and Raposo, 2008; Sandoval et al., 2008) that have been seen in the results of the research, contrast with the manifest proposals in PPIs even orbit in different constellations and rarely meet. It seems necessary, as stated by Molina and Contreras (2007), that the training processes in the so-called educational reform, in its initial and permanent phases, start from an evaluation of needs from a holistic dimension.

On the other hand, and in consideration of the objective of the research, to recover and analyze the training needs of the primary education directors promoted through the approval of a standardized test, the arguments heard indicate that, beyond the noble educational or technical purpose indicated by Del Castillo (2013), the directors are at a crossroads because the State has trusted that they will take school organizations to better educational paths, since, being considered "suitable" directors, they have relevant knowledge about school management; nevertheless, the daily and particular reality requires them to put into action other knowledge and skills, rather than because of the heterogeneity of the schools, because of the manifest disdain of teachers towards the educational reform undertaken since 2012.

Recovering voices, rather than stratifying training needs in quantitative terms -which is the main contribution of research to the methodology used- has to point to another, more ambitious purpose: to consider them in the implementation of initial and ongoing training actions for Directors, which has already been recommended by the Organization for Economic Cooperation and Development [OECD] (2010), so that they are not "blind" acts (Orealc / Unesco, 2014, 2015) and in the long run their effectiveness in practice be weak and especially deficient (Molina y Contreras, 2007).

But also for the eternally forgotten formation (Martínez and Murillo, 2015) has to consider the voices of the directors of other spaces of the Mexican territory. This aspect not contemplated in the investigation, and is the weakest point, because it was only enclosed to an educational region of the State of Mexico, would allow to gather the voices of the directors of the different regions; but most importantly, their training needs according to their particular context and reality.

Conclusions

Mexico has materialized in its so-called educational reform some recommendations sponsored, for years, by international organizations. However, these are still incomplete because they ignore key aspects such as the initial training of the directors of primary basic education; In addition, in the complementary part, in the permanent formation, the contents are designed from a single norm, as if the school organizations were presented homogeneous throughout the country.

Research on training needs, within the framework of the reform announced in 2012, is particularly important because, beyond the fact that directors are promoted through an open opposition examination and are considered by the SEP to be "suitable", in practice they form as did their other colleagues promoted by other mechanisms. That is, they appropriate knowledge and skills through trial and error or by emulating the good practices of their predecessors. Likewise, these skills are used to solve varied situations subject to a specific context, many times unconnected to normative approaches. In this context, it is not enough that the directors have been promoted through an evaluation process and, moreover, they are

presented with grandiloquence before society as "suitable" if their training is carried out only in practice, without theoretical referents of their own. the function, like his other colleagues.

If we intend to move towards a better educational quality, as the most used argument in the technical part of the reform preaches, it is imperative to provide initial training to the directors with actions that respond to the normed and expressed training needs. Thus, the former would respond to the Mexican educational ideal that has been expressed in official normative documents; whereas the second ones to the situations that appear to him in the daily life.

The results of field research require educational authorities not to forget that a majority cohort of elementary school teachers show attitudes of resistance towards the so-called educational reform; For this reason, the "suitable" directors have put at the top of their training needs those that appease the teacher's discomforts and generate a harmonious work culture, suitable for the improvement of the students' learning: Current educational legislation, very distant from the approaches of the PPI. It is not enough - and it is even foolish to think that the changes will come as an immediate consequence - that some dimensions of the "ideal" profile of the director have been established if the training needs are left out of a training process that is also absent in the reform.

The pending task for the Mexican State, within the framework of the actions of the educational reform, is to integrate training processes initially and permanently for all the directors from a perspective of the normed and expressed needs. This task, however, requires greater human and economic inputs, political will and thoughtful strategies, as well as a body of theories specific to the educational field, not the business sector, since school organizations have the mission to educate, in a sense integral, to the students who enroll in them.

Recommendations for future research projects are to propose models of initial training for the directors, based on the documentary review of international experiences with proven success, in which the expressed and regulated training needs can be included; its results can provide guidelines for solving the aforementioned problems. Another is to assess the level of performance of "ideal" directors considering the opinions of teachers and parents, as well as the PPI dimensions of the analysis.

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