

Descentralización educativa y desarrollo en el estado de Oaxaca

Educational decentralization and development in the State of Oaxaca

Descentralização da educação e do desenvolvimento no estado de Oaxaca

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Resumen

El presente trabajo tiene como objetivo analizar si la descentralización de la educación básica ha sido un medio para disminuir la marginación y las desigualdades educativas en el estado de Oaxaca. La discusión teórica permitió establecer con precisión los conceptos de descentralización, ya que con regularidad se pretende explicarla de la misma manera a pesar de las diferencias. En cuanto a la marginación, esta se explica como la ausencia de desarrollo económico en los grupos o pueblos que independientemente de haber generado riqueza quedan al margen de ella. El análisis descriptivo en el periodo 1990-2005 mostró incrementos en los índices de escolaridad y eficiencia terminal, y una disminución en los de reprobación, deserción y analfabetismo. Estos cambios no tuvieron mayor trascendencia pues la brecha de las desigualdades se amplió al ser solamente los municipios conurbados de la capital de Oaxaca los que lograron mejorar sensiblemente. En cuanto a los cambios en la marginación, estos fueron desfavorables en todos los ámbitos, ya que aumentó más el porcentaje de los municipios que viven en marginación en comparación con aquellos donde disminuyó. Lo anterior indica que la educación por sí sola no puede reducir la marginación y las desigualdades educativas, pues estas tienen que ver sobre todo con factores económicos.

Palabras clave: descentralización, educación, desarrollo.

Abstract

The present work has as objective analyze if the decentralization of the basic education has been a medium for marginalization decrease and the educational inequalities in the State of Oaxaca. The theoretical discussion allowed to establish with precision the concepts of decentralization, since regularity is tried to be explained in the same way despite differences. With regard to the marginalization, this is explained as the absence of economic development in the groups or towns that regardless of having generated wealth are at the margin of it. The descriptive analysis in the period 1990-2005 showed increases in the rates of schooling and terminal efficiency, and a decrease in those of reproach, desertion and illiteracy. These changes had no greater significance as the inequality gap widened being only those municipalities outlying of the capital of Oaxaca who managed to improve significantly. With regard to the changes in the marginalization, these were unfavourable in all the areas, since most increased the percentage of municipalities who live marginalized compared with those where decreased. The previous case indicates that it education by itself cannot reduce the marginalization and the educational inequalities, since these have to do with economic factors.

Key words: decentralization, education, development.

Resumo

Este trabalho tem por objetivo analisar se a descentralização da educação básica tem sido um meio para reduzir as desigualdades educacionais e marginalização no estado de Oaxaca. A discussão teórica permitiu estabelecer com precisão os conceitos de descentralização, com a regularidade é explicar da mesma maneira, apesar das diferenças. Quanto à marginalização, isto é explicado como a ausência de desenvolvimento económico em grupos ou aldeias que têm gerado independentemente da riqueza permanecem fora dela. A análise descritiva no período 1990-2005 mostrou aumentos nas taxas de matrícula escolar e as taxas de conclusão, e uma diminuição da reprovação, abandono e analfabetismo. Estas mudanças não tinha maior importância como a diferença aumentou as desigualdades de ser apenas os municípios vizinhos da capital de Oaxaca que foram capazes de melhorar significativamente. Quanto às mudanças na marginalização, estes foram desfavoráveis em todas as áreas, desde então, aumentou mais do que o percentual de municípios que vivem em marginalizados em comparação com aqueles onde caiu. Isto

sugere que a educação por si só não pode reduzir a marginalização e desigualdades educacionais, uma vez que estes têm a ver principalmente com fatores econômicos.

Palavras-chave: descentralização, educação, desenvolvimento.

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Introduction

The present research makes an analysis of the educational indicators of basic level, the total population and the educational decentralization to municipal level of the State of Oaxaca, establishing the relations of these with the development as well as with its possible changes in the period of study (1990-2005).

It aims to find out if once implemented decentralized administration (1992) municipalities improved, retained, or dropped their rates of marginalization. This implies implementing a model that allows to demonstrate if them municipalities with greater average of schooling, educational level, terminal efficiency, total population and decentralization are which have lower index of marginalization or, on the contrary, if the municipalities with greater reproach, desertion and illiteracy are those who have higher indexes of marginalization. The general objective is to detect if the educational decentralization has been a crucial means for reducing educational inequalities and marginalization in the 570 municipalities of the State of Oaxaca or, on the contrary, if still persists the educational imbalances and the low development levels.

Therefore, the work has been divided into three parts, in the first is described the reference frame, in the second is found the methodology used and that describes the model and the research hypothesis: “Educational decentralization has not been a decisive instrument in reducing marginalization and educational inequalities in the municipalities of the State of Oaxaca, due to the persistence of Centralism”, and finally, the third part presents the conclusions and recommendations.

Framework

In the eighties, Mexico had to face the weakening of the welfare state, the demands of globalization, questioning the nation-state, the weakening of the legitimacy of the state, the social crisis, the demand for greater and better distribution spending, the beginnings of social self-management and self reforms of the State; also he had to face the exhaustion of the development model on which it relied to structure its economy for decades. During this period events and changes that led to a restoration of world order built up, so some consider witnessing a new era. Economically, these changes, as a result of the new times, lead to bear two directions: on the one hand, rationality and reduced state role in the economy and, secondly, the redefinition of relations between economies national and the market in favor of greater integration through the configuration of different blocks.

Against this background, education becomes important as central to solving the above problems and achieve the much desired development of the country, but the usefulness of education, subject it to economic needs, it adversely since we can not expect the economy improve education if it does not. In the government's agenda as part of the modernization of the country, the government recognizes the need to pay attention to the educational organization and school that trains citizens and future workers. Thus, the issue of education decentralization appears, so the question arises: why and what education was decentralized in Mexico ?, what are the arguments in favor of educational decentralization ?, What factors limit the decentralization of education ?, what it is the structure that operates educational decentralization ?, what are the objectives of decentralization are ?, what progress or setbacks of decentralization are ?, what is the role of the state in decentralization ?, what is the project that supports decentralization ?, what is the centralization and decentralization ?, what is economic development ?, has been evaluated educational decentralization?

The education crisis was perceived by many countries, at least since the second half of the decade of the sixties, as a particular phenomenon in each country, although in reality it was not. It was Coombs (1971) who proposed that education was a global crisis and therefore extended it to all levels of education. From that moment it was no longer easy to recognize that the problems only obeyed learning, so that the framework of analysis and resolutions at the institutional level was included, because although the problems surfaced in the classroom, these correspond to a logic performance of the structure of the organization as a whole.

In this regard, Coombs rushed not only knowledge of a true world crisis in education, but also became obsolete, abruptly, the previous ways of seeing education and diagnostics evaluation. The educational system ceased to be seen as an arithmetic sum of individual parts, and began to be seen as a true system in which each party issues its own signals, which account for the performance of the whole. On the other hand, diagnoses, which were a purely quantitative assessment of the strengths and weaknesses of each system, became partial products in which clearly the lack of a more qualitative description in the order of institutional functioning appreciated.

The education crisis was revealed as ironic as it appeared at the time had more demand, in a context of widespread expansion of knowledge. But despite that education is the most appropriate means for creating and transmitting knowledge, he had severe disabilities to resolve its internal dynamics, not only in the area of research but also in teaching.

In many countries, especially Latinos, the educational crisis is due to the administrative complexity that has to do with the organizational structural model has been assumed. A phenomenal level, the vertical structure is pyramidal. There at the top a minister, secretary, or rector, as appropriate. The levels of strategic decision taken at the central level, while tactical and operational decisions are made at the level of middle management. The structure has a variety of substructures for specialized functions and activities. national, regional and local with directors in each of the instances substructures. The organization has a set of operating rules that everyone must follow; in organizations attempting to delegate but regarding tasks and responsibilities, not in terms of decisions.

Mexico is a federal country, so characterized, in terms of political and concentration of resources, being also highly centralized, which dates back to its formation as a nation; if anything is there to match that being a federal republic, Mexico for its development historically has used the concentration of public actions. Public education throughout history has been seen as the means by which the functioning of a democratic system, as well as a resource to dispel social inequalities. For that reason, it has resorted to the centralist practice. The consolidation of the centralization of the education system dates back to the very creation of the Ministry of Education in 1921. He argued concentrate operations because of the need to promote national unity and prevent a triumphant Mexican revolution fragmented; It emphasizes the respect shown to the member states of the federation and municipalities, but also the inability of these to maintain and develop education in their regions due to lack of financial resources. This can also be a political and

administrative habit of member states of a federation or even provinces. This almost always comes a certain nationalism, patent or covert promoted or permitted part of the power exercised such centralization. Like other educational systems, centralization expanded. But, contrary to what was expected, given its pyramidal configuration, there was a departure from the foundations, so the decisions that have been taken have nothing to do with the educational reality.

Juan Prawda (1985) considers the history of centralism was due to historical circumstances, ie, the loss of more than half the national territory in the 1848 war with the United States, the French intervention and the war of reform, among others , which led the federation to strengthen centralization through, economic and administrative, mainly in an effort to ensure national unity policy decisions. In addition to this it states that due to the "model of economic growth" adopted by previous administrations to the Second World War, the country's industrialization was favored, but also resulted in the concentration of wealth, power and profits in major areas of the country, especially the capital of the republic.

Due to the centralized model that had to be adopted, the quantitative expansion of educational services are not developed in the levels of efficiency and quality required; educational problems have become larger and more complicated each time, to the extent of becoming unmanageable at central level. In addition, educational opportunities remain unequal and discriminatory.

In the model of educational centralization, organization of education is from the central government.

The concept of centralized authority means focusing on a central authority (vertex), which makes decisions on a wide range of issues, and leaves the implementation of the routine closely scheduled in the hands of the lower levels of the organization. Thus, in regard to education, a ministry can take very detailed decisions about goals and objectives, structure and location of assignments (J. Lauglo, 1996).

Often in centralized educational systems, organic ministries at the local level units, the function is reduced to implement and monitor the decisions of the central system are carried out. In this educational model, local and regional authorities have no competence in education.

In addition to this, centralism generated excessive concentration of functions and decisions in the SEP and the huge bureaucratic apparatus that duplication of functions was inefficient and poor, not to mention that although there was communication with state secretariats, this caused in the United multiplication of functions and efforts that could have been used to improve educational practices. Another effect of centralization is an accelerated urban growth seen in the exodus of poor or marginalized areas to more developed areas; this phenomenon concentrated in the population and the greatest benefits, encouraging a feedback effect of economic activities in these centers and in parallel an inhibitory effect in areas of exodus. The concentration of economic activity generates a substrate to political and social institutions and strengthens the bargaining power of the region at the state and national level, and that complements and reinforces the centralization box appears today.

The federal government understood that the advantages of political control which represented the centralism had finished, so that within the framework of administrative reform to transform the structure of public administration, deconcentration starts. The SEP formulated a project for the creation of nine regional units decentralized administrative services, which covered four regions of the country; subunits also were established in each of the Mexican states responding to a regional unit. These first attempts intended to coordinate federal and state educational services in different states; and first appears the approach of the need to solve educational problems at the local level and decision-making. In practice, the direct dependence of these units from the SEP did not materialize to not be delegated decision-making powers, as such operations in 1978 it had disappeared. The decentralization process continued from 1978 with a strategy that "administrative decentralization" was called and it was only a deconcentration.

It is necessary to clarify the difference in the concept decentralization from the point of view of the Mexican administrative law by stating that this is delegated both the power and the functions of a higher to a lower level, which is associated with the concept of autonomy for decision decisions on important issues. In the second meaning, deconcentration refers to the representativeness of the central authority in a local region or municipality.

During this period also it uses the term delegation, whose role focuses on small units but with very region marked by a central unit, which was also the case that prevailed during this period limits. In this he can be considered the beginning of the transition from centralized to a decentralized education system. According to the drivers, deconcentration was aimed at improving the quality of education according to the needs of the regions without giving up the national character. efficiency of the education system is also sought by streamlining human and financial resources, and expand coverage and developing regions of the states.

The approach is decentralization is between the years 1983-1988 and is reflected in political discourse that seeks to rescue the essence of a federal system and a decentralized education as a means of democratizing the political and social life of the country, as as foreshadowed in the Development Plan presidency of Miguel de la Madrid Hurtado: "the educational decentralization will be crucial instrument in the reduction and eventual elimination of persistent inequalities between regions and humans. Thus it strengthens federalism and regional development will be encouraged. " One of the first steps, the result of speech allows a modification of regulations into the SEP to make way for the creation of the Education Service Units to Decentralize, which aimed induction community participation that could give rise to regional and cultural development.

In the month of May 1992 and the signing of the National Agreement for the Modernization of Basic Education, decentralization as a global strategy and closely related to socioeconomic and cultural programs that transform and develop the national education system arises. This fact indicates that any attempt to make decentralization must be accompanied by a strategic mechanism and programs to avoid increasing inequalities between states and municipalities in Mexico.

With the National Agreement for the Modernization of Basic Education (signed in Mexico City on May 18, 1992 and enacted the May 23, 1992), certainly the starting point for the current transformation of education in the country the reform of Article 3. Constitution and the General Law of education, where the legal structure of education is based: changes as generated. Curriculum reform prioritizes new content and changes in teaching methodology for basic education, improved teacher education, from initial to permanent, and a joint at different levels of basic education. Advances in education during the decade of the nineties have been encouraged by the commitments that Mexico acquired, like most Latin American countries at the World Conference on Education for All, held in Jomtien, Thailand, March 1990. the agreements reached during conferences, despite the criticisms

that specialists in the field made the concepts of "quality" and "efficiency" significantly influenced the educational modernization project of the country, as well as joining the Organization for Economic Cooperation and Development (OECD) in 1994, a situation that forced the Mexican government to raise policy objectives of modernization. In that sense the need for a less centralized state rethinks; therefore, decentralization appears as an alternative that may help to overcome the crisis.

The national agreement for the modernization of basic education was signed in the context of the review and reform of the education system and took account some of the recommendations of international organizations (OECD) made about it.

This document is a political-administrative instrument proposed to modernize public education in the country. To do so, the agreement establishes a new education policy, whose core strategy is decentralization of the education system.

Decentralization as a priority in the modernization of education, suggests that it is vital to solve the structural problems of the education system first. If these problems are not resolved, improving other aspects of education is not justified; the centralist system manifests serious structural problems that hinder the improvement of educational quality.

The implementation of educational decentralization was also defined as a process aimed at improving educational equity and create better conditions for society. This meant shifting responsibilities from central to local contexts, initiate evaluation forms where the schools themselves take responsibility for the results.

A feature that decentralization entails, is the idea of increasing the autonomy of administration, lay your hands on decisions about the processes of education, control over inputs and internal organization.

Educational decentralization is also understood as a long-term process. It is mainly the challenge of adapting to contextual requirements; There are traditions and customs that hamper their implementation.

new learning to perfect structures, processes and methodologies that have a positive impact on improving educational quality in response to the needs posed by society and the individuals that comprise required.

It is important to emphasize that decentralization politically motivated and political impacts. It also has political requirements. Without adequate political conditions and without a shared vision between different power centers, educational decentralization can not succeed. Ignore the politics is a recipe for failure. Hence the importance of reaching agreements on regulatory criteria for decentralization.

Therefore, Librado (2003) mentions that "the national agreement for the modernization of basic education constitutes an event in the recent history of Mexican education system. Itself and its effects on the country and the states, has become a point of reference to understand the evolution of basic education in Mexico. The design, implementation and evaluation of educational reform in the last ten years can not be understood if the 1992 agreement is minimized. Similarly, the present and the immediate future can not be addressed effectively if the fundamental successes are ignored the process of decentralization and reorganization that is generated into state educational systems. "

Decentralization is one of the tools of administrative and political character are taken into account to try to achieve the levels of efficiency and quality, not only in educational tasks, but at all levels of the administrative life of a state. With the addition to the OECD (Organisation for Economic Co-operation and Development), in Mexico itself not only common but project outputs, through the adoption of "open educational systems" to the evaluation and exchange.

With this framework was proposed as the "reviews of national education policies" were initiated by the OECD, which have led to progress in the recognition of educational realities at regional level. In these tests recommendations to resolve some of the problems detected in each regional or national educational system or have even been the subject of criticism from some sectors who argue that this chain of dependency is reinforced in education regarding include the dictates of these foreign bodies.

After performing some tests OECD for the Mexican education system, the results were published and finally a series of actions that from his point of view would allow the education system out of their critical condition suggested. A first aspect highlighted is the fact that no set outputs are proposed, but these are made by level.

In the recommendations made by the OECD it must be emphasized that relate to terms used for many decades in education, such as documentation: equity, relevance and quality; however, they refer to an interpretation that does not look anything like the traditional interpretation. This, firstly, is a point that must be taken into account, because it is not talking exactly the same educational symbols that have been coined in Mexico. And duplication of functions, variety of service types, levels: decentralized, centralized and decentralized, incongruity of concepts, excessive concentration of functions and decisions, excessive bureaucracy and poor communication.

Like other developed and developing, in recent years the government of Mexico has been concerned with promoting economic development activities and has taken a more active

role on the issue. Motivated by economic problems therefore inequalities between states and the presence of acute unemployment, at such a stage begins the implementation of the process of decentralization, which "give greater political and financial state governments autonomy" with a vision of economic development in relation to educational decentralization.

The decentralization process is of a centralized nature because the central government is the one who designs, implements and decides when and to what extent delegated authority. As Guevara Niebla (1997) points out, according to information gathered during the six years from 1982 to 1988, "the decentralization process not only not advanced than expected, but somehow fell or was complicated."

The origin and the framework in which educational decentralization arises, include the following aspects:

- The decentralization of educational administration is often associated with the phenomena of excessive bureaucracy, slowness of procedures, regional disparities in educational development, inefficiency, atrophy of the capacity and resources capacity and system resources.
- The centralization is seen as an obstacle to generalize basic education and make equal educational opportunities.
- Decentralization, however, is considered a necessary condition for implementing profound changes, to ensure effective generalization of basic education and greater equality of educational opportunities.

Although the physical, socioeconomic and cultural context varies from country to country, in all the need to establish legal rules or laws governing the decentralization process is observed.

On the other hand, the aims and objectives of decentralization vary from one country to another, depending on the degree of progress that has achieved the process; but will observe matches in the following purposes:

- Transferring powers administrative decision or delegate certain functions of the central or regional, state or local units;
- Achieving effective universalization of education;
- Increase the efficiency and quality of educational services;

- Ensure the democratization of education, seeking to establish alternatives to achieve equal opportunities;
- Contribute to regional and national development through more balanced regional educational development;
- Make better use of local and regional resources;
- Encourage regional and local levels, training and updating qualified to support the development of education at these levels personnel;
- Foster intersectoral collaboration and participation of all stakeholders.

Meanwhile, Guevara Niebla (1997a) argues that decentralization is aimed at the following objectives:

- To democratize the country through an equitable distribution of opportunities for public education and develop compensatory policies to unprotected sectors.
- Reorder and educational powers of the federation, states and municipalities.
- Establish criteria from which civil society will participate in education.
- Make efficient resources available at different levels of government in order to avoid squandering the development of education.
- Strengthen collaboration and coordination between different sectors of administration that relate to education.
- Modernize and modify the structure and management of the education system.
- Basing the country's development in linking education with the economy and the socio-cultural aspect of context.
- Preserving culture to recognize the diversity of it and promoting its development.
- Ensure access to education for citizens to broaden and diversify alternative education and
- Develop alternatives in secondary and higher education and link it to the economic processes that demand the new reality, and promote the development of science and technology.

But for Martinez Assad and Alicia Ziccardi (1992) decentralization due to the combination of several factors:

- A large number of bureaucrats in the Ministry of Education.
- The severe shortage of resources
- The growth of the population

Added to this must be added the low quality, inequalities in the services provided and the low efficiency of the system, a situation that prompted the federal government in turn understand that the political advantages of centralism were over and that far from favor them were reversed ; so they opted for decentralization before reaching a political collapse.

Education policy has shown a particular tendency toward conflict. Few political issues cause as much controversy as education, especially when it comes to changes in education policy. Just the tension established in many countries when it comes to setting changes in education policy, or education from primary school to higher education, especially in our country where it is felt the magisterium review by demonstrations in opposition to any change, so it is considered that education is a minefield for any educational project and in its drive many efforts are made without achieving its objectives.

The conflict is a constant in the development of educational policy in many countries and especially in Mexico, where it tends to intensify in the implementation of reforms and structural changes (Weiler, 1985).

The practice of settling disputes by decree has shown its ineffectiveness, since more than resolve conflicts, as says Weiler (1986), "generate an opposite effect, the higher the tenacity with which different and conflicting positions on key issues defend education policy, the more likely that exercise central control generate sufficient strength to further threaten the viability of the political system. "

Decentralization has tested the ability of the state to contain conflicts or move to the periphery. Just mention the Ministry of Education and the National Union of Education Workers, as said Carlos Ornelas (1998): "The depletion of corporate pact between government and the SNTE (National Union of Education Workers) demanded reforms; finding ways to resolve conflicts with the magisterial dissidence ". There is a relationship between the State and the National Union of Education Workers, who in principle were the biggest opponents to decentralization of education was established, and they saw in this decision a loss of power of control over the unions in inside the country, some of which already were signs of unease towards education policy in some other a hotbed of dissent that threatened its hegemony in the country as a single union.

The most extreme case occurred in Oaxaca, where mentors were felt with demonstrations against educational decentralization in 1999, when it was raised in the Development Plan 1998-2004 the following: to undertake a decentralization of educational functions municipalities, reorganize the administration and expand the regional decentralization of management and direct decision-making, delegate to the municipal authorities part of the planning and supervision of infrastructure and supply of educational services and promote institutional restructuring and implement legal mechanisms - administrativos. They continue to receive education systems largely influence the general model of organization of state and society (Federal State, centralized state). In fact, beyond national differences and levels of development of countries, the issue of decentralization appears as a key to respond to the problems faced by civil servants of education factors. The reasons or justification in this regard are many and can be up extraordinary. They may be ideological, financial or political.

The issue of decentralization is more complex than it seems at first glance because many countries that could initially presented as centralized have in fact forms of local administration, while others preferably regionalized tradition or local have substantial forces pushing for centralization (Fransesc, 1993).

In fact, the concept of decentralization of powers of decision and management, as mentioned above, it was already present since the eighties in both the business world and in certain sectors managers of public services. As usual, the education sector was found behind this change in depth. The implementation has involved a series of political difficulties and increasingly complex strategies, but ultimately the state has finally decided to redistribute power between the center and the periphery in favor of the effectiveness of educational activities, this may not be only for sharing power but rather reduce economic burdens that fell on central governments.

The critical current is made to the central government and the state, it arises mainly from positions that support the new liberalism. These coincide with the weakening of the so-called welfare state, which is criticized for its gigantism and bureaucracy, the effectiveness of its administration and the high cost of. It also exerted how politics, inspired by corporate interests rather than guide their decisions based on citizen representation to which they owe their rationale laments. There are many who believe that the state's credibility is in doubt, and today is no longer in their hands protecting social achievements of citizenship, such as employment, health and education.

In this situation talk about the need to rethink what are the tasks to be assumed. In this regard, Fernandez (1999) comments that "The crisis of the welfare state rethinks the role of state, which is beset by budget constraints and governance crisis threatening its legitimacy". In addition, associated with the crisis, the welfare state presence the collapse of ties it became a safe place. All this generated largely by the emergence of new supranational structures.

It is considered that the State through decentralization which seeks above all is the legitimization:

Redistribute education to protect social equity through prior concentration, depending on the state, precisely to avoid the accumulation of education in people favored by fortune, what would happen if education is left to market rules. Social citizenship can not be a result of the interplay of supply and demand, but the educational society, an uncommon public education system overcomes the private as particular space (Juan Manuel Fernández, 1999).

In other words, the legitimacy of the state through education finds its support in the state does not give the educator.

The state has tried to redefine its role, but he has done more often is a role given to the educational community, a large agency, which resulted in a decentralization process through social and political ferment of the sixties and early seventies.

In the model of federal decentralization is a tension between the central government that caters towards uniformity and diversity system established is observed when decentralization has transferred power to local authorities. However, within different territorial communities concerns may arise among members of society, who see diversity different educational systems that may hinder ultimately free movement within the same territory, and even in the future put in risk the cohesion of the nation. The State, as guarantor of equality of all citizens, can not remain indifferent to the difficulties manifest disparate educational systems.

Decentralization of education has collided with the harsh reality of insufficient local resources. If the municipalities of Latin countries were to effectively assume educational spending would have to spend all of their budgets. In addition to their administrative resources they are not prepared to take on this task.

The education crisis is related to social classes; the crisis is starting to appear new requirements on which the cultural and social world imposed by the ruling class do not solve problems but in many cases complicated because so far no substantial and structural changes manifest because the organizational models have not been able to overcome their educational pyramid since the essence of this organization is the rationality in the form of bureaucracy. This rationality is what defines modern society, which is based on the belief that man is an absolutely logical to be able to bring to its logical conclusion their right to organize and systematize his life, where regulations reason is clear and bureaucratic imposed in social systems and / or organizational, bureaucracy as the most rational form of social organization, where rational action takes place under certain purposes (Weber, 1977) with.

But deep that rationality is to dominate others, hence the instrumental rationality. Who wields power can dominate and impose on others their model of values and behaviors. social control then appears because it was not historically accepted social diversity as the basis of human society, but as a basis of stratification of power.

Bureaucratic rationality consume all the attention and energy of the world of officials, but never solves anything significantly. The problems reappear, officials after education officials try to overcome the problems, but keep intact the assumptions of this rationality. Bureaucratic rationality only serves to control, but not for academic development, much less widespread human development. This always appears as status within the social structure and not as a rational being possessing various problems and needs, rationality and emotion, with different aspirations and ideals that rule. It is considered that developing countries have failed in their educational reforms because they have been with the bureaucratic and populist optics in order to play a certain social status. The pyramidal organization designed for the system is dysfunctional marche rationally because time does not solve problems and educational needs. The bureaucracy in many countries is incompatible with the educational ideal of nations, because it neglects the potential of the master and reduces it to an official who must apply and obey rules and plans previously developed by the ruling elite.

Another part of the debate on the bureaucracy is the part that has to do with the management and distribution of human, financial and material resources continue to run with traditional structures that have promoted inequalities when these have been added in recent decades several factors: the effects of macroeconomic adjustment programs, especially during the crisis of the decade of the sixties, which resulted in several countries

the heightening of capacity gaps and productive integration as a result of the reforms and backlogs and stratifications education in the new era of globalization, which supposedly privileged knowledge as a source of income generation and general welfare. Currently, global competition is another factor that countries, especially underdeveloped, who will have a double challenge because internally they struggle to adapt their situation and, in turn, must do so within a world will face where competition training also is globalized, so that competition will no longer be among the higher education institutions of a country, but will be increasingly a "global competition".

Responsible for implementing decentralization strategies refer to the need to reach agreements balances and revolve around the responsibilities to be shared in the organization and management of the education system. Such is the case of Mexico, where the central government reserved for itself the competition in the development of plans and programs for basic and normal education throughout the republic. Power arrangements are essential to the success of any decentralization, and this is most effective when it is negotiated and not imposed; It is also important to take into account the expectations of society.

The promoters of decentralization excessively weigh its benefits regarding it as a panacea, while many consider it irrelevant or even negative. Decentralization faces two enemies: the fearful conformism supposed conflicts conservative pragmatism that rejects any possibility of rising above "possible" are avoided not talking about them, and,

formalized decentralization without deconcentration meet its objectives because it failed to fully coordinate the educational agencies of the federal sector. Guevara Niebla (1997) in his book *The silent catastrophe* refers to the decentralizing measures have been largely illusory part. The main decisions are still taken at the center of the country with frequent absence of will or opinion of the states. On the one hand, states have no control over the financial resources or the establishment and allocation of seats magisterial. On the other hand, decisions made under political criteria have led to the SEP (Ministry of Education) to bow to pressure the union and give, in the absence of other benefits (salary, for example), the control addresses education federal states or their equivalents.

The effect has been to a partial decentralization via the union and not the decentralization sought by way of state autonomies in the field. So, can hardly surprising that the State and Municipal Education Councils have an almost ghostly existence in all states where there was formerly a state educational tradition.

On the other hand, most state laws are kind of examples "Dimension" of the General Law, so that in the states major changes to the order established at the federal level is not raised, this is particularly interesting especially when they can be identify regions showing strong differences between them, so they have specific needs pulse at a relatively autonomous model in education, but does not arise for not incite the wrath of the federal or power as a simple continuation of the culture of "compliment" permanent central structure represented by the president of the republic but played down with each of the portfolios of the presidential cabinet, in this case with the figure of the secretary of education. In the states, it inched normal education and secondary education sector was not integrated coordination; the major limitation of the devolution process was that almost no steps of rapprochement between the structure of the delegations of the SEP and state systems of education were given.

Significantly, this is due to the program to devolve and decentralize the SEP was not the result of a previous design, since according to the drivers there was no time to make a technical, rigorous and precise design to guide this task, but only the exchange of views and experience on their march through central officials and general delegates entities, as put Reyes Heroics in his speech as secretary of public education speech in consultation forum of the National Development Plan in the city of Queretaro, Qro., on Feb. 18, 1983, notebooks / SEP (1983). A fragment says: "Decentralization that we will do will be done gradually, thought and thoughtful, unhurried that would be dangerous; but, however, that we will make mistakes it should be clarified. I reiterate that act requires err, but also allows hit; it is not possible to test decentralization, as we will try, in a laboratory or in a test tube, we rehearse the making and making mistakes. "

That is, he learned to decentralize decentralizing, characteristic of research, innovative action or planning; it was learning by doing and learning progress.

Thus, in its application many mistakes were made and, therefore, the results have been poor, and to date remain: excessive bureaucracy, slowness of procedures, regional imbalances, inequities in offering educational opportunities, oblivion to the remotest city, multiplication of the lines of authority between officials at national and state level, duplication of functions and, above all, lack of adequate specific planning for the organization, lack of development of plans and curricula, poor supervision, structure organic anarchic and outdated, and excessive centralism.

While states or governments are not able to generate and manage their own laws and resources to meet their needs and play learning by doing is followed, existing to date

problems tend to worsen and can not talk about real decentralization. A national and state level has been very incipient decentralization process despite 36 years of onset of devolution and decentralization 23. It is still at the stage of deconcentration of basic and normal education because secondary education and higher education do not fall under decentralization plans.

With the National Agreement for Modernization Basic was supposed to be going to decentralize education, but resulted in greater centralization; is aberrant reduction of authority and the centralization of power, more than the union bureaucracy. It seems that the current situation of the administration does not respond but the need for central power to control the entire country only federally instruments, by distrust of allowing any democratic game entities that do emerge new values, contrary to supporting the central power. Maybe it's just the fear of entering a different structure to cancel privileges and review the conduct of public officials from a new social and political morality, so that while decentralization not only appear as a decree, a mere role of State, an application of rationality and dominance over others, decentralization via union, its concept will remain a good purpose or as a mere simulation and not an actual practice, therefore continue with centralism establishes a solid structure of commitments and handouts, which drown promote regional development and a huge waste of productive resources.

Methodology

This investigation was like the beginning of an approach to reality through ordinary observation, as well as the experience of the charges within the education system, which allowed select the topic and research problem, then a timetable designed own research (problem statement, delimitation of the topic, problem definition, objectives, assumptions, theoretical framework, hypothesis testing) that allowed setting goals and commitments of time that will conclude each activities but finally it became more of a procedural guide to meet the stipulated dates, because as progress was made in the aforementioned reasons emerged new ideas or information were improving and enriching or adjusting approaches.

In collecting the information it was found that the presentation of information from censuses (1990-2005) has the same structure or presentation of information. To make some calculations was necessary to collect and capture information manually for processing because they do not exist in electronic form. Regarding the management of information, it represented the calculation of Terminal Efficiency 1990 some difficulty, since it was

necessary to capture statistical concentrates of the new students to first grade in the 1984-1985 cycle and cycle graduates 1989- 1990. To determine the educational level, it was necessary to take three different volumes of INEGI maximum degree achieved by the inhabitants of each municipality, representing develop concentrated to meet the educational attainment in each municipality; on the other hand, it was necessary to standardize the data by region and district, as the Digepo (Directorate General Population Oaxaca) and INEGI use the following order of region: Canada, Costa, Istmo, Mixteca, Papaloapan, Sierra Norte, Sierra South and Central Valleys; meanwhile, the IEEPO (State Institute of Public Education of Oaxaca), manages the name instead of Tuxtepec Papaloapan which varies the alphabetical order; regarding the keys IEEPO district Digepo and differ in only 29 districts and the Mixe district agree.

Finally, it is worth mentioning that the specific timing in this study has no rules or scientific restriction because there is no limitation on the subject and also various versed authors on the subject, as Roberto Hernandez Sampieri (2006), in his book *Methodology research*, mentioned only in the temporal delimitation in scientific research, internal and external information must be provable. For his part, Raul Rojas Soriano (1982) in his book *Guide for social research on "delimitation and location of the problem and field research"* suggests that it is necessary to determine the period of study without specifying the time presentation. It added that the basic information used in this paper is generated every five years by the INEGI and Digepo.

The date could be added to this work is the information of 2010, although it is noteworthy that the rate and extent of marginalization of the aforementioned year and 2005 are equal (2.14623732, very high grade); respect to other variables your changes are unnoticeable, so when running the program will yield the same result in 2005 and 2010.

Hypothesis testing method

SPSS for Windows version 20 was used, involving variables for the quantitative analysis of information: marginalization, average schooling, education level, terminal efficiency, reproof, desertion, illiteracy, total population and decentralization for the year of degree 1990 and 2005, and the correlation coefficient and its significance and the regression coefficient and its significance is assessed to determine if there is a change in the marginalization of the 570 municipalities in the state of Oaxaca, in order to establish statistical models to adjust the equation and obtain information to test the research

hypotheses. This series of correlations and regressions were performed with stepwise regression analysis (forward-backward). The Enter method presents in detail all independent variables to display the selected variables in the equation and the variables that are outside. The inclusion criteria or not the variables are set by the user. In the regression analysis steps forward (forward, stepwise), an independent variable is added to the model at each step of selection for inclusion in the final model. In the regression analysis steps back (remove, backward, stepwise), you start with all variables considered in the model, and then possibly a variable is eliminated in each step. Here are some methods available to choose the best set of independent variables for the model. This is available for SPSS for Windows program which allowed for the stepwise regression analysis either forward or backward. For this project, the methods were run: Enter, Forward, Remove, Backward and Stepwise, although it is clear that for testing the hypothesis is based centrally on the results of the Enter and Stepwise methods as B. (Visaeta Vinacua, (1997). The first method presents all the results of the variables as well as the explanation of the rejected and the second method shows the variables that are considered at each step to enter or leave the model according to prespecified criteria (probability-of-F -to-enter ≤ 0.05 and probability-of-F-to-remove > 0.100). It is a combination therefore forward (criterion: probability-of-F-to-enter for ≤ 0.050) and Backword (criterion: probability-of-F-to-remove > 0.100).

Where the first variable is selected as in the Forward and if it exceeds the entry criteria is selected. Possible input of the second variable on the model performed according to the coefficients of partial correlation highest absolute values and criteria with PIN or END. The difference from the previous two is that before proceeding with the second step, the stepwise checks whether the input variable in the model, in the first step, you can exit thereof according to the criteria specified output, ie according to the POUT or the FOUT. In short, in successive steps variables are examined to see if they enter the model according to the criteria of entry and exit thereof according to the output.

This is the way to prevent the same variable can enter and exit $\ll \gg$ model in the same way the PIN \langle POUT and FIN \rangle FOUT. The procedure ends when no more variables that enter or leave the model and theoretically the maximum number of steps must be twice the number of independent variables in the model.

Mathematical model for hypothesis testing

According to the equation presented the model that relates the dependent variable and independent variables is constructed; considering the above equation, the following

equation as a mathematical model is proposed to examine the influence of independent variables on the dependent variable.

Proposed mathematical model:

$$Y_i = B_0 + B_1X_1 + B_2X_2 + B_3X_3 + B_4X_4 + B_5X_5 + B_6X_6 + B_7X_7 + B_8X_8 + e_i$$

Where:

- Y_i = Marginación
- B_p = Valores de las Betas (coeficientes de variables independientes)
- X₁ = Grado Promedio de Escolaridad
- X₂ = Nivel Educativo
- X₃ = Eficiencia Terminal
- X₄ = Reprobación
- X₅ = Deserción
- X₆ = Analfabetismo
- X₇ = Población Total
- X₈ = Descentralización
- e_i = Son errores, de media igual a cero y varianza constante

Conclusions and recommendations

The results of the XI General Census of Population and Housing and the General Census of Population and Housing 2005 INEGI, as well as information marginalization of Digepo and educational nature of the DGPPyP of the SEP of 1990 and 2005, they allowed to determine and detect the marked inequalities both educational and marginalization, as well as the progress made in the fifteen years in question.

According to mathematical models obtained by the process operated multiple regression with SPSS version 20 statistical information from 1990 and 2005 (Annexes 1 and 2), the following models were obtained:

Multiple regression model 1990

$$\begin{aligned} Margina = & 1.690 - .442GPE + 1.93 \times 10^{-2} REPROB + 6.919 \times 10 \\ & - 3 ANALFAB \end{aligned}$$

Multiple regression model 2005

$$Margina = 1.274 - 0.284GPE + 2.6 \times 10^{-2} REPROB + 2.6 \times 10^{-2} ANALFAB$$

In models shows that the signs were the same as they were raised in the scheme of research hypotheses and operation, negative sign for the average schooling and positive sign degree for variables reproof and illiteracy also models show that both in 1990 as in 2005, there are three predictor variables: average level of schooling, failure and illiteracy. It is also noted that retained signs (-, +, +), and their behavior as linear equations are held in the years in question; It addition to this it was found that the degrees of explanation have very little variation, because while in 1990 it had an adjusted R2 equal to 77.5% for 2005 found R2 set equal to 76.2%, so it is concluded that these models are equivalent.

Regarding the predictive variables it is concluded that the average level of education is very sensitive with respect to variables: failure and illiteracy, since a decrease of 10.52% in the average education level, reprobation decreased by -29.72%. Meanwhile, illiteracy has a variation of 169.22%, which means that the slightest variation in the average education level, reprobation illiteracy decreases and increases faster.

Regarding the levels of marginalization, average level of education, illiteracy and reprobation of the municipalities of very high and very low marginalization, we can see that is checked explained in the problem statement and depicted in the graph model for hypothesis testing , that centralism promotes educational inequalities and economic development in rural or withdrawals of Oaxaca city areas, which has caused the most developed municipalities achieve achieve better conditions, higher average level of schooling, less failure and lower illiteracy case otherwise happens to the municipalities that are not near the city or near the poles of development, since these are the highest levels of marginalization, grades lowest average schooling and the highest rates of failure and illiteracy.

This shows that persists centralism and to date has not met the objectives of decentralization (balanced development between regions, elimination of inequalities, greater democracy, greater citizen participation and evaluation of government programs).

This represents those who enjoy better living conditions, improved or maintained their close proximity to the state indexes and national, the opposite occurred municipalities with the highest rates of marginalization, which moved away from state and national indicators. It is also noted that municipalities with lower levels of marginalization, higher levels of schooling, educational level and terminal efficiency, lower dropout, failure and illiteracy are a minority and are conurbados to cities or very close to the poles of development. By contrast, the highest percentage of municipalities with the highest degree of marginalization, with lower average level of education, educational level and terminal efficiency and more failure, dropout and illiteracy, are rural and are removed from the cities or the development poles .

As described above indicates the persistence of centralism it is clear that there remains an excessive concentration of: population, services, resources, productive activities and infrastructure in cities, and therefore rural areas remain neglected and marginalized, so that they are They are less developed or higher levels of marginalization.

This shows that in Oaxaca is far from finding an accelerated satisfactions and economic, political and social benefits for all state residents increase as advances and setbacks are due to have not established mechanisms decreased marginalization intentional since it is planning persists full of improvisations, conditional reserves of power. Moreover, education is far from generating abilities, skills, talent, ability and knowledge in all people to have the ability to generate structural, economic, social and political changes for the benefit of the whole society.

Final conclusion. It can be determined that the generated model is consistent for the 15-year study (1990-2005), this means that there is enough empirical evidence to the hypothesis: "Education decentralization has not been a critical tool in reducing educational inequalities and marginalization in the municipalities of Oaxaca state, due to the persistence of centralism ". To reinforce the above it can be stated that the above proposal is strengthened by the degree of explanation, since while in 1990 it had an adjusted R2 equal to 77.5% for 2005 equal to 76.2% was found adjusted R2, which meant a decreased 1.1%, this indicates that the model holds for this five-year period. It should also consider that the deterioration of living standards is not reflected in marginalization. In addition,

decentralization alone can not bring about changes in the development and marginalization as these are due more to economic factors.

It seems that the administration does not respond more to the needs of the central government to control the country only with federal instruments, by distrust of allowing any democratic game in the entities that make emerge new values, contrary to supporting the central government. Perhaps it is only the fear of entering a different structure canceling privileges and reviews the conduct of public officials from a new social and political morality, which makes the concept of decentralization only be reduced to a handful of good wishes by rulers in turn. If you do not take actual practice, we will continue with centralism establishes a solid structure of personal commitments and gifts, which choke the quest for equality and more balanced development, thereby causing a huge waste of human resources, materials and financial.

Therefore, the following recommendations are made:

- Redirect decentralization with a project that indicate precisely the organizational structure, necessary to propel resources, state rules and laws required for its operation.
- Create coordination of educational planning by district and region, with the specific role of research and educational planning according to the needs of municipal, district and regional levels. The need to create these centers stems from the fact that programs for marginalized rural areas require timely previous studies measuring to see its effects as well as being close to problems and give alternative solutions more quickly. So you must have the following characteristics: a) have institutional permanence to ensure a close vision and understanding of the problems and the correct determination of actions to reduce risks; b) there is institutional competition, ie the simultaneous and permanent presence of institutions operating in underserved areas in the same locality as well as the unification of their geographical area or range; c) coordination and intersectoral action.
- Establish decentralization within the territory of each district, especially in the most deprived areas.
- Hire staff for their ability to perform the job and not by political commitments.

- Do not base calculations based educational planning unit operating expenses in the allocation, but, on the contrary, make an allocation from the reduction of marginalization, illiteracy, failure and desertion.
- Determine unique development projects, avoiding political patronage, duplication of services and wastage of resources.
- Create a promoter research center that allows prepare or train teachers for projects that clearly explain the main problems of education, both administrative and academic (for staking on new conceptual and methodological bases, reduction and care education) lag.
- Examine thoroughly normalista formation mechanisms professionalization of teachers, supervisory practices and systems to assess the administrative and academic functioning, in order to ensure the relevance of educational content and deviations that have undergone the process decentralization and define the major areas of autonomy and decision where state, municipal and local levels are expressed.
- Establish a system of teacher professionalization which has priority both wages and scientific research.
- Homogenize salaries at all levels of basic education (equal payments to teachers of basic education), and to date has not been shown that the primary teacher is less important than a secondary teacher education, since both work for the same purpose.
- Hire a group of experts to conduct an educational diagnosis with all the methodological rigor and at the same time trace the educational development plan to avoid improvisations.
- Develop a system of adult education a major and unprecedented quality in the history of Oaxaca, for which it requires widespread competition teachers, educational authorities, political leaders and social organizations to create the institutional political conditions inside and outside the attend educational system enable the adult population behind.
- Think of scholarships for farmers in marginal areas in order to complete their primary, secondary or to be literate.
- Allocate resources to municipalities to diminish illiteracy directly (allocation should be done according to the illiteracy rate).

- Implement the Law on Control and Accountability of the Federation, so it is suggested that administrators of education are audited not only financially but also to know if they met the goals and targets set for education .
- Conduct projects adequacy of the organizational structure (schools, supervisions and sector heads) of the primary and secondary levels in order to reduce the educational gap.
- Include by the General Directorate of Population in the state of Oaxaca, marginalization calculations, indicators of failure and the average level of schooling.
- Develop by the Ministry of Education to calculate a more reliable instrument terminal efficiency, since it is possible that the education system in schools or municipalities have an efficiency of 100% or more.
- Review by the National Institute of Statistics, Geography and Informatics in calculating the average level of schooling, unspecified level and grade (NE) as to subtract the population aged 15 and converts the result into fictional.
- Contemplating by the National Institute of Statistics, Geography and Informatics in its publications grades completed in master's and doctorate because by concentrating in one category does not accurately calculates the average schooling and education level degree.
- Inducing by this same institute institutions to use the names and unique key districts and regions in the state of Oaxaca.
- Having consistency by the CONAPO and Digepo in their calculations of rates and degrees of marginalization.
- Conduct by the federal government an assessment of the objectives, goals, regulations, progress and impact of educational decentralization at national level to refocus the project.

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