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E. Zhizhko
Ukraine, Kyiv

THE INNOVATIONS IN THE EDUCATIONAL MANAGEMENT OF THE NATIONAL INSTITUTE OF ADULT EDUCATION IN MEXICO

ІННОВАЦІЙНІ ПІДХОДИ ДО УПРАВЛІННЯ ОСВІТОЮ НАЦІОНАЛЬНОГО ІНСТИТУТУ ОСВІТИ ДОРΟΣЛИХ МЕКСИКИ

The article reviews the experience and innovations of management of professional education of marginalized in Mexico. The author found that innovative approaches to the management of vocational education of marginalized in Mexico are: to develop a mechanism of cooperation between state institutions that regulate adult education, with other public and private institutions, the introduction of an adequate functioning of the system of performance evaluation, the allocation of additional budget for adequate basic training of teachers working with adults and constant monitoring of resources and the results of their implementation and more.

Keywords: professional education of marginalized groups, educational management, educational system of Mexico, the National Institute of Adult Education.

Розглянуто досвід та інновації управління професійною освітою маргіналів в Мексиці. Автором встановлено, що інноваційними підходами до управління професійної освіти маргіналів у Мексиці є розробка механізму співробітництва державних інституцій, що регулюють освіту дорослих з іншими громадськими і приватними установами; запровадження адекватної дієвої системи оцінювання результатів роботи; виділення додаткового бюджету для адекватної фундаментальної підготовки вчителів, що працюють з дорослими та постійний контроль ресурсів і результатів їх втілення тощо.

Ключові слова: професійна освіта маргінальних груп населення; управління освітою; система освіти Мексики; Національний інститут освіти дорослих.

Statement of the problem

The relevance of the study. The problem of professional education of marginalized population becomes important in view of the necessity of solving tasks defined by international educational organizations, led by UNESCO, aiming at implementing education programs for socially disadvantaged adults (marginals): immigrants, refugees, unemployed, ethnic minorities, disabled, prisoners, whose number is ever increasing in all countries.

Analysis of the source database showed that over the past decades, domestic scientists actively conducted comparative educational research (N. Bidyuk, T. Desiatov, A. Kaplun, I Kovchyna, T. Koshmanova, V. Kudin, N. Lavrychenko, M. Leshchenko O. Matvienko, N. Mukan, N. Nychkalo, A. Sbruyeva, N. Seiko, L. Puhovska, T. Chuvakova, B. Shunevich etc.). Directly to topic of vocational education of marginals devoted their research N. Bidyuk, I. Sagun. However, it should be noted that Mexico's experience with the management of professional education of marginals has not been the subject of systematic scientific studies and ad hoc analysis, whereas a considerable interest and could become an important source for understanding and creative use of progressive ideas in the national educational theory and practice.

The purpose of this article was identify the innovative approaches of governance in professional education of marginalized in Mexico through the study of the educational management's experience of the National institute of adult education.

The presentation of the main material

In order to identify the mechanisms of governance in professional education of marginalized in Mexico, it was analyzed the basic activities of federal program of training of the most vulnerables. In the context of our study are of interest the

results of our analysis of the principles of the National Institute of Adult Education of Mexico (INEA), which manages the adult education.

The National Institute of Adult Education of Mexico is a decentralized body of the National Federal Administration with legal representation and private property, which set in hand by presidential decree published in the Official Gazette of the Federation (August 31, 1981). INEA was established to develop educational programs for adults; the scientific and educational research in adult education; development and distribution of teaching materials; development and implementation of evaluation of adult education; accreditation and certification at the national level of basic education of adults and young people aged 15 years and over, who were not able to obtain the elementary level of education, which is compulsory under Article 43 of the Law on General Education¹.

The programs developed by INEA provide educational services for all citizens aged 15 years and over who were unable to finish primary, secondary or vocational education. The educational programs are developed through andragogical approach based on life experience, knowledge and skills of adult learners, as well as focusing more on the process of the embodiment of knowledge by students than the teaching of that knowledge. This is explained mainly by the fact that the adult learner throughout his life has developed specific skills training, so the emphasis should be put on adult learning rather than teaching².

The objective of INEA is also the elimination of illiteracy, improving quality of life and generating new employment prospects for marginalized groups. To this end, in 1999 the National Institute of Adult Education, presented a new model for the implementation of adult education, the so-called “education for life and work”, which is based not only on learning of that part of the population that was unable to obtain timely basic education but also to provide basic vocational knowledge in

¹ Instituto Nacional para la Educación de los Adultos, INEA, 2010. - [Електронний ресурс] – Режим доступу: http://www.inea.gob.mx/index.php?option=com_content&view=article&id=53&Itemid=181

² Жижко О. Розвиток професійної освіти маргінальних верств населення Мексики [Текст] : монографія/ О.А.Жижко. – Ніжин: Видавець ПП Лисенко М.М. 2012, – 222 с.

agriculture and craft industries³. This model was introduced for the first time in the state of Aguascalientes in 1999, opening thus a new stage in the development of vocational education of adult representatives of the most vulnerable groups in Mexico. Its characteristics are as follows:

- flexibility and diversity of training programs, which is achieved by using a modular system that allows youth and adults to study subjects that match their interests, acquire knowledge and develop skills that directly assist them in working life;
- union curricula of primary and junior secondary education into a single entity and distribution of subjects into two main modules: the language and communication and in mathematics and science, and a series of additional optative modules that vary depending on the social, cultural and geographical characteristics of each area and may include topics such as agriculture, work and culture, family and youth problems and so on. For those students who successfully complete all the modules and wish to continue their studies at the preparatory school, offers training courses for admission to highschool;
- recognition of prior knowledge and skills of the adult learner, which can be accredited by examination and not examined during the study, the use during the study of contemporary teaching materials and textbooks developed by prestigious national publishers⁴.

Accomplished our scientific-pedagogical research has shown that INEA as the federal agency that manages adult education, based on innovative management system developed on the principle of decentralization, federalism system of adult education. Thus, for accreditation to national level of basic education received by adults, not in the schools states whose governments are responsible for the provision of educational level, management INEA in coordination with the Board

³ Hernández, G. E. Situación presente de la educación de las personas jóvenes y adultas en México. México: CREFAL, 2008. - 170 p.

⁴ Canales A., Ibarrola M., Latapí Sarre P. at all. La educación de adultos en búsqueda de un nuevo modelo, 2000. - [Електронний ресурс] – Режим доступу: http://www.observatorio.org/comunicados/comun029_2.html

of Directors and the National Development Plan for 2001-2006, (Plan Nacional de Desarrollo 2001-2006 - PND), signed a coordination agreement with the governments of almost all the states of Mexico to decentralize educational institutions for adults from the regional government and transfer them INEA management (the federalization of the national system of adult education).

Under these agreements, the Institute is recognized technical regulatory organization which manages adult education in the country, and accredits the level of basic education. Now, INEA offices in the states are the Institutes of Adult Education of States (Institutos Estatales de Educación para Adultos IEEA), which are bodies, decentralized of the states administration, that have their own validity, ownership, self-governance, funded by the federal and state governments and must comply with regulatory requirements exploitation of resources and to provide periodic financial report.

INEA empowers institutions and governments to manage and dispose of adult education financial resources for the development of adult education, in compliance with national law and taking into account the geographical, social and cultural characteristics of the area in which are provided the services to adult learning. INEA is obliged to distribute at the national level the information about the IEEA. State governments authorized to plan, organize, manage, operate and monitor the adult education, following the requirements of federal programs. However, they may also make additions or develop their own programs based on regional characteristics that affect directly the adult education⁵.

The federal budget for the Institutes of Adult Education of 33 states released through the General Office of the Federal contribution to the staffing and resources of municipals and 11 Departments of Education, and received through the Ministry of Education. This budget is intended to cover the administrative costs of the central offices of institutions, development and distribution of teaching materials,

⁵ Instituto Nacional para la Educación de los Adultos, INEA, 2010. - [Электронный ресурс] – Режим доступа: http://www.inea.gob.mx/index.php?option=com_content&view=article&id=53&Itemid=181

books, etc. and for branches of the Federal District and the State of Nuevo Leon, which is not yet agreement on decentralization⁶.

Thus, through the creation of almost all the states of local institutes of adult education, adult education federalization in Mexico is currently in its final stage. In states where the process of federalization is not over INEA operates, there are realized through its subsidiaries offers distance learning the courses to prepare for exams and get the certificate of adult basic education, literacy courses and courses to obtain the necessary knowledge for life and work (vocational and craft-training)⁷.

Thus, based on our analysis, we have every reason to conclude that thanks to the process of decentralization, national system of adult education in Mexico facilitates innovation management model, the principle of which is that coordination of adult education was carried out on the ground with the involvement of state governments and municipalities and local public and private institutions, while funding and accreditation of educational levels - through a centralized federal agency management - INEA. With decentralization, the responsibility of adult education in the country have the federal government, state governments and NGOs.

Another innovation of the management of system of adult education in Mexico can call the introduction of controls over the financing of training programs. Thus, to ensure the quality and equality of adult education, transparency in the use of national funds set aside for this INEA develops operating rules for each year. The States Adult Education Institutes must submit every three months INEA report on the use of the budget, explaining the objectives and outputs achieved. These reports should be submitted within the first 15 days after the end of each trimester.

⁶ Жижко О. Розвиток професійної освіти маргінальних верств населення Мексики [Текст] : монографія / О.А.Жижко. – Ніжин: Видавець ПП Лисенко М.М. 2012, – 222 с.

⁷ Instituto Nacional para la Educación de los Adultos, INEA, 2010. - [Електронний ресурс] – Режим доступу: http://www.inea.gob.mx/index.php?option=com_content&view=article&id=53&Itemid=181

As part of our research interest is the experience of monitoring and evaluation of national training programs and projects of the States Institutes of Adult Education that periodically implement national and international educational and research institutions and experts in adult education, specialist organizations working closely with the Ministry of Finance of Mexico (Secretaría de Hacienda y Crédito Público SHCP) and the Ministry of public functions (Secretaría de la Función Pública SFP), in order to improve planning of the annual federal budget for adult education, transparency in the use of finances that are meant for adult education programs, and prevent diversion of the basic needs of budget institutions⁸.

Committed us pedagogical research and analysis has shown that due to national policies in the field of adult education and measures of decentralization, federalism undertaken by INEA in the development of vocational education in Mexico reached significant changes. However, it is important to note that, despite the positive results of INEA, the work of the institution, there are some problems related to various aspects. For example, not all training programs INEA are important, they are not in the interests of all adults (there are courses that are recorded very few people, and even those that are recorded, interrupted education). Another problem is that the programs are matched to the so-called average adult, however, research has shown that students who attend the courses have very different characteristics, skills, training, interests, etc., so training programs need to be reviewed and adapted to different groups of adults⁹.

On the other hand, there are questions about the quality of adult learning, as for the learning process relies on INEA instructors are recruited from volunteers prepared by short-term courses. Many of them have no previous teacher training, the more are not specialized on training in adult education. You should also

⁸ Hernández, G. E. Situación presente de la educación de las personas jóvenes y adultas en México. México: CREFAL, 2008. - 170 p.

⁹ Canales A., Ibarrola M., Latapí Sarre P. at all. La educación de adultos en búsqueda de un nuevo modelo, 2000. - [Электронный ресурс] – Режим доступа: http://www.observatorio.org/comunicados/comun029_2.html

include a note of the fact that not all institutions of adult education in the states have their own building for training. Training is held in temporary rented premises which do not always meet the requirements of the student's classes. Generally, for the purposes of adult education is not allocated sufficient funds¹⁰.

Another problem is the low rates of positive results in the eradication of illiteracy. It turns out that the number of illiterate adults and adults who have not completed basic education is increasing much faster than predicted, and plans to serve the education INEA. This is, in turn, the problems of basic school education that having age 6-14 years, the population ignores or does not finish. Thus, reaching 15 years, teenagers go to the category "illiterate youth and adults" and should be served by INEA. The project "Education for Life and Work", is designed by INEA for solving this problem. But, its have "old" difficulties, namely, age diversity of students, the inequality of their previous training, interests, social and regional origin and so on. Remain as a problem with the teaching staff, whose training is poor, and the federal budget deficit, which stands for Adult Education.

To address the issue of increasing training instructors volunteer INEA introduced a new system of financial assistance to teachers whose students successfully pass the course exam or individual objects or modules (paid from 50 to 150 Mexican pesos for each student). Financial assistance is provided to the directors of schools, pupils are successfully pass accreditation. In many states, these measures yield positive results: the preparation of teachers has increased. However, studies have shown that in some cases this educational innovation leading to corruption and can significantly affect the good image of public institutions of adult education in society and the level of confidence in their quality.

It is important to note that one of the innovative approaches to education management of the National Institute of Adult Education of Mexico is

¹⁰ Hernández, G. E. Situación presente de la educación de las personas jóvenes y adultas en México. México: CREFAL, 2008. - 170 p.

collaboration with government social development programs that are implemented by the Government of Mexico from the 70's of the twentieth century as part of an overall plan to combat poverty. Among them should be singled out Public investment program for rural development (Programa de Inversiones Públicas para el Desarrollo Rural – PIDER), the General Directorate of the National Plan assistance to the poor and marginal regions (Coordinación General del Plan Nacional de Zonas Deprimidas y Grupos Marginados - COPLAMAR), Mexican food system (Sistema Alimentario Mexicano - SAM).

It is important to note that the national policy of social development of Mexico was developed by the recommendations of international institutions such as the United Nations, World Bank, Inter-American Development Bank, the International Monetary Fund and others. Measures to help marginalized sections of the population were included in the overall National Development Plan and started giving positive results at the end of 90's years of the twentieth century and early twenty-first century. They have a legal basis through the General Law of Social Development (2004) and became an administrative arrangement by creating of the Ministry of Social Development.

Today social public policy of Mexico is a major tool to combat poverty in the country. Its main strategy is to provide marginalized not only financial assistance but also vocational education. Thus, in 1988 launched the National Solidarity Programme – PRONASOL, – which aim was to fight poverty in the regions habited by Native American ethnic groups in the semi-rural areas and in poor neighborhoods of cities. Measures to help marginal groups were conducted in the following areas: food security, health, housing, vocational education, industrial projects and job creation¹¹.

One of the projects of this program was aimed at developing of production, creating jobs and providing opportunities for marginal adults giving them

¹¹ Consejo consultivo del Programa Nacional de Solidaridad. El programa nacional de solidaridad: una visión de modernización de México. México: FCE, 1994. – 65 p.

vocational skills in agriculture, mining and small business. Our research has shown that an innovative approach to the management of this state program of social development was the creation of so-called local *solidarity committees* that have studied the real situation of poor families, organized social events with help poor families, were intermediaries between government projects finance and rural population that needed help. We believe that these committees have been institutionalized a new type of social organization, which eliminated the cumbersome government bureaucracy that characterized previous social programs, and signify the emergence of an innovative approach to the organization of local government action to address the problem of poverty.

It should be emphasized that the National Solidarity Program has initiated a series of public programs to fight poverty, as well as set new standards in this activity, attracted to its implementation of the community. The program is considered “compensation”, it was created to offset the effects of the economic structural adjustment, which was carried out in Mexico in the mid 80-ies of XX century.

In the mid-90’s of the twentieth century Mexican government changes the strategy of social policy on poverty reduction, developed new programs to combat poverty through the implementation of measures aimed at improving the lives of marginal people through education in adults skills for prevention of diseases, hygiene, health, organizing their own micro business etc.; creating new jobs, providing vocational training.

Thus, under this new scheme in 1997, begins its work Program on Education, Health and Healthy eating called PROGRESA (Programa de Educación, Salud y Alimentación – PROGRESA), which management was carried out under the supervision of the government to achieve full transparency in the allocation of funds for marginalized groups.

PROGRESA has overall management coordination of the Department of National Programme for Education, Health and Healthy eating (Coordinación

Nacional de PROGRESA – CONPROGRESA), which was subordinate to the Ministry of Social Development. This body was established to guide the development, coordination and evaluation activities that carried this program. The project also involved the Ministry of Education, Ministry of Health, Mexican Institute of Social Security, National Institute of Adult Education. Responsibility for the provision of basic education and health care the regional governments¹².

One of the objectives of PROGRESA was to provide middle and professional education of adults; provide education of the younger generation, involving of parents, family members and the entire community to participate actively in the organization of education; responsibility for the importance of education of the younger generation. Strategic principles of management of this Program were: 1) the transparency of reporting on resources used; 2) shared responsibility for all of the objectives of public, private and civil society organizations that participated in the program; 3) community involvement and local authorities to implement the program; 4) implementing the program based on an integrated approach; 5) coordination and complementarity of the program with other projects to combat poverty; 6) effective management of the program and its ongoing monitoring¹³.

Conclusions

So, the results of the analysis show that National Institute of Adult Education is the federal agency that manages adult education in Mexico, based on innovative management system developed on the principles of decentralization-federalization of adults' education system. It was found out, that the innovative approach to education management of INEA has the following trends:

¹² CONPROGRESA. Reglas generales para la operación del programa de educación, salud y alimentación. México, 2000. – 78 p.

¹³ CONPROGRESA. Lineamientos generales para la operación del Progreso. México, 1999. – 80 p.

- federalization of adult education through the creation in almost all of the states of local institutes of adult education;
- decentralization through the involvement to coordination of adult education of state governments and municipalities, local public and private institutions;
- realization of the accreditation of educational levels through the centralized federal agency management;
- introduction of controls over the financing of training programs;
- developing of mechanisms of cooperation between state institutions of adult education with other public and private institutions involved in adult education;
- paying special attention to education for healthy living, vocational training for agriculture and industry;
- persecution of not only quantitative but also qualitative results of literacy and education for life;
- implementation of an effective system of evaluating of the results of state institutions;
- allocate adequate budget for basic training of instructors who work with adults.

The innovative approach to education management of the National Institute of Adult Education of Mexico is also created in collaboration with the government social development programs through creation of so-called local *solidarity committees* that have studied the real situation of poor families, organized social events with help poor families, were intermediaries between government projects finance and rural population that needed help. These committees have been institutionalized a new type of social organization, which eliminated the cumbersome government bureaucracy, and signify the emergence of an innovative approach to the organization of local government action to resolve adults' education problems.

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1. Прізвище, ім'я, по батькові автора:

Жижко Олена Анатоліївна

2. Вчене звання:

3. Науковий ступінь:

кандидат педагогічних наук

4. Місце роботи, посада:

**Інститут педагогічної освіти і
освіти дорослих НАПН України,
докторант відділу андрагогіки**

5. Робоча адреса: 04060, м. Київ, вул. М. Берлинського, 9.

6. Службовий телефон та e-mail: 440-62-86; ipood2008@ukr.net

7. Домашня адреса: 04073, м. Київ, в. Петропавлівська, 11, кв. 12.

8. Домашній та мобільний телефони, e-mail: тел. дом. 468-39-59; e-mail:
eanatoli@yahoo.com

9. Сфера досліджень й наукові інтереси: професійна освіта маргінальних груп населення.

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