



# **The trap of Education policy in Colombia: can the system be transformed?**

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## ***List of Acronyms***

BID	Banco Interamericano de Desarrollo
CDA	Critical Discourse Analysis
FARC	Revolutionary armed forces of Colombia <i>Fuerzas Revolucionarias de Colombia</i>
ICERSCR	International Covenant on Economic, Social and Cultural Rights
MEN	Ministry of Education <i>Ministerio de Educación Nacional</i>
MDGs	Millennium Development Goals
OECD	Organisation for Economic Co-operation and Development
PNDE	National Decennial Plan of Education <i>Plan Nacional Decenal de Educación</i>
PND 2014	National Development Plan 2014-2018 <i>Plan Nacional de Desarrollo 2014-2018</i>
PND 2018	National Development Plan 2018-2022 <i>Plan Nacional de Desarrollo 2018-2022</i>
SDGs	Sustainable development goals
UNESCO	United Nations Educational, Scientific and Cultural Organization
UN	United Nations

## Education policy in Colombia: Would the system transformation succeed?

### *-Introduction-*

In the next ten years, **the Colombian government plan to transform the vision of education in the country**. They have used the education policy as an instrument to outline a proposal and promote it. In November 2017, the government signed a new national education policy plan for 2016 to 2026- and presented the document as the Decennial Plan for Colombian Education 2016-2016. In the document, ten main challenges were prioritized, according to the Colombian Ministry of Education, for improvement within the national education system of Colombia. The number five challenge states that Colombia wants to ‘promote an education that transforms the paradigm that has dominated education so far (Gobierno de Colombia & Ministerio de Educación Nacional 2017).’

Since the seventeenth century, a dominant vision of education extends worldwide; also, to Colombia. This vision conceived education as a formative process within the school, which is led by the teacher as the authority. Here, the students have the role of learning and follow the school’s curriculums. This paradigm also focuses on education within an educative system manage by a nation-state. Also, it is prioritizing the idea of education as an instrument for achieving goals like peace, equity, and democracy. Moreover, the discourses of development and modernity impact the education vision, and historically the international organization gets more and more involved in education dialogues.

Nevertheless, this paradigm expanded as fast as the critiques of it. Authors suggest that the dominant paradigm, in which also Colombian education is based, is problematic. There are two principal reasons: (1) a narrow vision of education as a consequence of an instrumental approach to education ,that have triggered a crisis, (2) A lack of recognition of social groups in the education process and the production of knowledge; that caused a decontextualization of education . Especially children and youth’s perspectives are missing in education, so it is a cross-curricular subject in this text. Therefore, the exposing of these critiques is a starting point to explore education concepts beyond the dominant vision. In any case, it is evident across the literature is the extent to which the concept of education is embedded in world dynamics and everyday social life as well as social norms. As a result, any educational paradigm-shift implies profound changes in the social, economic, and cultural structures.

Nowadays, in Colombia, there are favorable conditions to make changes proposed in the **Decennial Plan of Education 2016-2016**. Mainly because education has been a priority in the Colombian national agenda, and plenty of decisions have been executed in its regard. Indeed, the Colombian government announced for 2019 and 2020 a historical increase investment in education - \$41.1 billion of Colombian pesos-<sup>1</sup> which surpasses the budget of war and defense. In the meantime, there the Colombian student promotes a social mobilization requesting a better education and a more budget increase in the educational system<sup>2</sup>. At the same time, it is a political moment to pose education as a priority in the regional agendas. Because of, in October of 2019, the Colombian regional elections are taking place. So, the candidates to the regional and local administrations will present their proposals for the education sector<sup>3</sup>. In addition, the country has committed to tackling education improvement. For instance, one of the points of the peace agreement with the FARC, which put an end to the biggest armed conflict in Colombia, emphasizes the priority of improving education, with special emphasis on rural areas. **Nevertheless, the opportunity to transform the Colombian vision of education be missed.**

Broadly speaking, Education policy in Colombia has not been fully considered or have present issues with the implementation. In the poetic words of the writer García Marquéz: “**Colombia is two countries at the same time: one in the narrative and another in reality** (1996: 29) “. Therefore, I am concern about the progress of the country regarding this education paradigm-shift proposal presented in the PNDE, and its success. Indeed, I recognize education policy exercise is full of ambiguities and tensions. But I am especially concern about those that emerge from the language and narrative of the policy. Due to, discourses are the departure for policy exercise and practices -will refer broadly in chapter two-. The reason why, in this paper, **I would explore the extent to which education policy in Colombia allows conceptual space to set alternative education paradigms. Therefore, I will analyze using discourse analysis three documents of the social policy.**

Even before policymakers could notice, Colombian education policy turned into a trap for themselves. Indeed, in this paper, I show the reader that there is a tension between policymakers’ ambition for transformation and their discursive exercise in policy documents. My main argument is that, because of that tension, the Colombian education policies do not allow enough conceptual space

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<sup>1</sup> Data from <https://id.presidencia.gov.co/Paginas/prensa/2018/181018-Aprobado-Presupuesto-General-de-la-Nacion-2019-enfocado-en-una-mayor-equidad.aspx> - Accessed on 25-10-2019.

<sup>2</sup> Informed by the International media. Accessed on 28-10-2019 in <https://www.dw.com/es/nuevas-movilizaciones-de-estudiantes-en-colombia-por-el-presupuesto-para-educaci%C3%B3n/a-50787614>

<sup>3</sup> Informed by the Colombian media. Accessed on 24-10-2019 in <https://www.semana.com/educacion/articulo/elecciones-2019-que-proponen-en-materia-de-educacion-los-aspirantes-a-las-alcaldias-y-gobernaciones/636882>

to establish alternative education paradigms. policymakers are limiting the space for innovation in which they can address the education complexity; by relying on education as a tool, ignoring children's and youth's perspectives, and being timid to explore alternatives of education. In doing so, policymakers also make harder the education paradigms initiative to succeed.

To summarize, **this paper**, I will explore, first, the central critiques towards the need to move beyond the mainstream paradigm of education, including critiques and points of departure to sighting conceptual and reflective alternative paths for education. Here, I will elaborate on the concept of education and to what extent its mainstream paradigm has been considered problematic. **Given that**, this paper will take those critiques as an analytical framework to review three documents that are part of the Colombian education policies using discourse analysis as a primary methodology and approach. Next, in chapter 3, I will present the findings of this research, as well as the analysis of it. **Finally**, I will draw on the conclusions.

# Chapter 1

## The necessity of education alternative paradigms.

*-Literature review and Framework-*

Colombia wants to promote an education paradigm-shift and have used policy documents to present its proposal. Here I share with the reader a literature review and some concepts useful to build an understanding of this Colombian initiative. First, I examine the concept of education and how its complexity has been left behind to lock education in a dominant paradigm. Also, I review the contribution of some authors who explored education from an alternative point of view. Afterward, I refer to Colombian education policy documents and the outline of the paradigm-shift proposal.

Then, by presenting crosswise some historical facts in this chapter, I situate the conceptual review of education in the reality of the country. Likewise, I address children's and youth's situations concerning education's dominant and alternative paradigms. Due to, authors refer to children and youth as a social group impacted by education's dynamics consistently.

Also, because this paper is an exploration education from different paradigms, I will not set a definition of it. Instead, I encourage readers to be aware of the different notions of education that can pop up during this research process, as well as those that will be an outcome of it (Bryman 2016: p6).

### 1.1 Education locked in the dominant paradigm box

First, education is a complex concept with a polysemic character (Sacristan 1994); This is, education has multiple meanings. Similarly, Álvarez emphasizes the idea of education's density, meaning that education involves a deep relation to the world's dynamics and flows (Álvarez González 2016:2)<sup>1</sup>. Thus, education can be as complex and diverse as the world is. But this complexity of education can lead to confusion and "distortions in communication" (Sacristan 1994) because there is not a fixed meaning of education.

Nevertheless, it is possible to set common understandings about education. Indeed the Colombian education policy documents state there is a shared understanding of education (Gobierno de Colombia & Ministerio de Educación Nacional 2017:18). Specifically, the Colombian government refers to this common understanding of education as a paradigm (2017: 18). By a paradigm, they mean a model or a conceptual framework setting the boundaries of education practices and dynamics. Therefore, this paper understands a paradigm as a shared conception about the concept, practices,

and interactions that society constructed historically (Perez 2009; Hernandez 2018; Government of Colombia & Ministry of National Education 2017).

Besides, the Colombian government refers that this paradigm has dominated the exercise of education so far (2017:18). Thus, I understand the paradigm, Colombia refers to, outstand and imposed over others, and involved social power<sup>4</sup>. Also, the dominance remarker means there are other paradigms possible. Thus, I will mention to the "dominant education paradigm" to refer to this shared logic that the policies and government have imposed over other views. Similarly, I will refer *alternative education paradigm* to allude those paradigms that differ or challenge the dominant one. Consequently, below, I identify the critical characteristics of this *dominant education paradigm* in Colombia and re-construct it through the literature.

### **1.1.1 A sight to education from the dominant paradigm.**

The dominant education paradigm has been massively accepted by society worldwide since the seventeenth century. This model contains multiple characteristics, with the first one focusing on the institutionalization of education in the education or schooling system, and usually applies to the government of a nation-state. The emergence of this institutionalization was born with a public school in Europe in the seventeenth century; it works based on a "selected knowledge, trimmed and directed to different intention (Vasco et al. 1994:110)". Quickly, these public schools spread throughout the world. Therefore, education focused on the development of evaluation standards and the homogenization of the curriculum worldwide.

Another characteristic of the dominant education paradigm focuses on the new ties and relationships developed in a hierarchical structure within the schooling system. For instance, relations between teacher-student, state-schooling system, families-students ( Vasco et al. 1994:110) are part of the education dynamics. Also, in each of those dynamics, each actor has a role, such as: learn and listen (the student), teach and speak (the professor), coordinate and set rules (state), and follow of the process (family and others). Puiggrós (1994) has defined this dynamic as a modern pedagogy. In more detail, it is characterized for an instruction that forced students -who are commonly children and youth- to follow a routine and behavior in dealing with adults, accept a particular history's version, memorize information, and solve mathematical equations(1994:4).

Historically this paradigm has been reinforced and received additional characteristics, especially during the and twenty-first century. The emergence of the Neoliberalism, Capitalism, Modernity, and

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<sup>4</sup> Social power is defined by Van Dijk as the 'control exercised by one group or organisation (or its'members) over the actions and/or the minds of (the members of) another group, thus limiting the freedom of action of the others, or influencing their knowledge, attitudes or ideologies (1996:p85)'.

Development's speechless put a marked in quantification, monitoring, and measurement of the outcomes of education, based on international standards. Besides, these speeches categorized countries according to their success and the level of economic growth (EG), modernization, or population living in urban areas. For instance, countries were label countries as development (low EG), developing and developed countries (Alassutari 2010:73). Due to those concepts are out of the scope of this research but are essential to contextualize it, I will briefly mention them later.

So, the 2000 year closed with the commitment of 191 United Nations (UN) member states to achieve the Millenium Development Goals<sup>5</sup> (MDGs). This objective, number two, targets the necessity of 'achieve universal primary education' for the year 2015. By the end of the evaluation of the 60 indicators -or markers of progress-(United Nations 2015:700) showed the objective was unfinished: 'Primary school enrolment figures have shown an impressive rise, but the goal of achieving universal primary education has just been missed (World Vision 2015)'. Later, the same states committed with the new Sustainable Development Goals (SDGs), which goal four refers to quality education (United Nations n.d). Here the goal mention that:

Obtaining a quality education is the foundation for creating sustainable development... Over 265 million children are currently out of school, and 22% of them are of primary school require. Additionally, even the children who are attending schools are lacking basic skills in reading and math... By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and Goal-4 effective learning outcomes (United Nations n.d)

Colombia- a South American country with 48.258.494 million inhabitants<sup>6</sup>- was one of the stated signed the MDGs and SDGs. Indeed, Colombia set a roadmap call CONPES 3918 to accomplish indicators such as percentage of children in the satisfactory and advanced level in the *Pruebas Saber*<sup>7</sup>-language and mathematics, enrollment rates, or enrollment rural-urban disparity rate (DNP n.d).

The Pruebas Saber is a National test to evaluates education's performance of institutions by measuring students' knowledge. Therefore, this test, applied only to the 9<sup>th</sup> and 11<sup>th</sup>-grade students, based on a standard curriculum, focuses on Mathematics, Science, Literacy, citizenship culture, and English skills. Also, the final score should be present for the students to the universities as a requirement to be accepted or not in it.

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<sup>5</sup> Data accessed 30-10-2019 in [https://www.who.int/topics/millennium\\_development\\_goals/about/en/](https://www.who.int/topics/millennium_development_goals/about/en/)

<sup>6</sup> Data accessed 30-10-2019 in <https://www.dane.gov.co/index.php/estadisticas-por-tema/demografia-y-poblacion/censo-nacional-de-poblacion-y-vivenda-2018/donde-estamos>

<sup>7</sup> The Pruebas Saber is a Colombian National Test to evaluate and measure the education progress and quality.

The previous two paragraphs are a departure to identify elements from the dominant education paradigm in Colombia. In Addition to the commitment to the measurements based on international standards, others are visible. For instance, education in Colombia is organized in a **schooling system** in which around 9.916.546<sup>8</sup> students are enrolled -no counting the high education-. Furthermore, the Colombian education system makes a distinction between public and private schools. With around 7.968.080 million students enrolled in public schools and 1.948.466 in the private one, in which fees are required. This is, 80.4% of the system correspond to public educational offer and 19.6% to the private one. However, these rates of student enrollment in private and public schools vary in urban and rural areas, where enrollment represents 76.3% and 23.7%, respectively (Departamento Administrativo Nacional de Estadística, DANE. n.d). Also, these students in urban and rural schools received instruction from teachers, about 447.855 professors working on the schools<sup>9</sup>.

Another distinction is that the indigenous groups have a certain level of autonomy in their system of education (In Spanish *Sistema Educativo Indígena Propio or SEIP* ). In contrast, other ethnic groups in Colombia do not have their education system but participated in an ethnic education model managed by the MEN.

Moreover, this education system – managed by the government on duty trough the National Ministry of Education (MEN)- is divided into levels. First, (1) the formal education which includes basic education -from primary education to 5<sup>th</sup> grade-; secondary education - from 6<sup>th</sup> to 11<sup>th</sup> grade-; tertiary education- technical programs, bachelors, specializations, masters and doctorates. Thus, the Colombian government declared education is compulsory until 9<sup>th</sup> grade, and free until 11<sup>th</sup> grade in the public schools – I will refer to this below-. Second, (2) education for human development, which includes training modalities to improve job skills. However, I mainly refer to formal education's primary and secondary levels because they work as a bridge to tertiary education, and in general, to the labor market.

### **1.1.2 The blossom of the dominant education paradigm's problematics.**

Nevertheless, the Colombian government's desire to move beyond this dominant paradigm suggests this paradigm is problematic (Gobierno de Colombia & Ministerio de Educación Nacional 2017:18). Indeed, twenty-five years ago, authors mainly from Latin America emphasis some problems about this dominant paradigm. Neoliberalism, Capitalism, Modernity, and Development's speechless promised to responses to it, but Latin America society was not satisfied. Therefore, Santos (2017)

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<sup>8</sup> Data accesed on 30-10-2019 in <https://www.dane.gov.co/index.php/estadisticas-por-tema/educacion/poblacion-escolarizada/educacion-formal>

<sup>9</sup> Data accesed on 30-10-2019 in <https://www.dane.gov.co/index.php/estadisticas-por-tema/educacion/poblacion-escolarizada/educacion-formal>

identifies there is an urgent call for human being survival and the necessity to make great changes. Too, Santos noticed a disconnection between the knowledge generated in academia and practical aspects of life (2017:96).

Across the literature, I identified the dominant education paradigm was problematic due to **(A)** the narrow vision of education promoted caused by an instrumental and technical approach to education. This approach refers mainly to education as a tool to support the achievement of national or international's interests; **(B)** the lack of recognition of particular social groups and forms of knowledge. Subsequently, education turned out to be decontextualized. So, in the following paragraphs, I elaborate on these problematics and some theoretical and practical implications.

**(A)**The first group of critiques emphasized education turn out to be a tool for the service of governments, economic models, and international interest. In doing so, the education concept has been bargained with objectives and goals. And, children and youth have been a target as the leading group for the educational process. This vision of education has been called an instrumental or technocratic vision. Nevertheless, worldwide, there is a list of unfinished objectives and a gap between society's expectations and education outcomes. This situation triggers a crisis of education, as well as confusion within scholars.

After 1940 a series of international conflicts- second world war, cold war- promote push governments to use education to promote peace and prevent conflict (Lerch and Bucker 2018:28). Due to this, the education system was useful to reach people massively and transmit global values and ideologies. Consequently, education became a tool on behalf of other government interests: strengthen democracy, the formation of model citizens, create human-capital to push economic growth. Therefore, education divided into sub-fields (Lerch and Bucker 2018: 27), E.g. *Peace Education, Education for Conflict Resolution, Education for citizenship, Education for Human Rights, and education for emergencies*. Lerch and Buckner (2018) monitored the Unesco publications during 1945 and 2015 and noticed this education subs-division. In fact, they showed education move parallel to the global contextual situation:

One educational priority at that time was to combat excessively nationalist messages diffused through national education systems. Another was to create educational activities and collaborations that would teach children (and adults) shared global values, such as human rights, global interdependence, and the richness of international diversity – in short, to socialize them for international understanding (Reardon 2000; see also the papers in Bajaj 2008 cited in Lerch and Buckner 2018:28-29). This broad theme continued during the cold war years, although peace educators' priorities evolved to include concerns about nuclear

disarmament, democracy, and education (Reardon 1982; Marks 1983; Markusen and Harris 1984; Brock-Utne 1985 cited by Lerch and Buckner 2018:28-29) (Lerch and Buckner 2018:28-29).

This tracking of education shows how close the concept is to the world dynamics and its flexibility to take various facets. However, the education diversification in sub-field does not mean a change in the dominant paradigm; because education branches remain rooted in it. In fact, Alasuutari explains the Finland Global and Development Education Program attempted to generate values for a better global understanding, but its approach was uncritical (2010:66). In Alasuutari's words, "it is an education that does not engage with historical analyses of power relations, for example, between North and South (2010:65)". Therefore, he suggested incorporating in education a critical approach and an ethical of intercultural, which is the willingness to learn from other cultures.

Furthermore, during 80 and '90s, during the peak of the development and modernity's speeches, education became a priority in the government's agendas, the reason why is education could support economic growth, competitiveness, and development. The MDGs and the SDGs regarding education were launched as international commitments. However, these ideas were rooted in a neoliberal model that promotes the competition between capitals on the bases of identical capacities competition (Tobón Sanín 2018:13). But, not all the countries had equal capacities, so some countries transferred a significant amount of economic and physical aid to others under the idea of helping the other and the "poor" (Alasuutari 2010:73). This offer was usually contained to make other reforms within the receiving countries.

Colombia was the target of this foreign aid. The author Duque explained: "the neoliberal reforms imposed by an international organization, exacerbated the problems of inequity and caused a break in educational structures (Duque 2016:236)". Similarly, Hilker Rwanda failed to build peace through education, as a result of an instrumental approach. The country's determination to evaluate education progress to fulfill the Millennium Development Goals (MDG's) distracts them from building peace and social cohesion (Hilker 2011:273-279). Thus, there was an overlapping of global and national objectives, the reason why Hilker suggests Rwanda avoids and overly technocratic approach (2011: 279). In other words, the government's eagerness to integrate into global competition produced a national disintegration (Robinson 2008:232).

Then, the instrumentalization of education leads to a crisis. **First**, it is because there is was a gap between the social expectations about education and the outcomes. Well, despite decades of 'development' – and of putting education in the international and national agendas – society can hardly see themselves living in on a peaceful, secure, equal and sustainable planet "in which social,

economic and cultural prospects and freedoms are expanding for a majority of its human population (Clammer 2014:1)".

**Second**, because of the use of education as a governmentality tool exacerbate the double-edged aspect of education: it can transform societies or exacerbate tensions and discrimination. In the case of Rwanda (Previous paragraphs), "despite the progress, education policy, and practices may continue to exacerbate tensions between social groups (Hilker 2011:267)". In contrast, in Colombia, the author Jaime Usma (2009, no page) identified a stratification of languages, groups, and cultures as a side effect of this instrumental vision of education regarding the National Bilingual Program within the Colombian schools. For him, the instrumental vision of education generates the exclusion of those groups that are less powerful. A perfect illustration of this situation is that because English is a more 'competitive' language in the global market, the education system in Colombia gives little space for teaching indigenous languages (Usma Wilches 2009 no page).

The National Census (DANE, 2008) indicates that out of the 44 million people in the country, 1.435.575 inhabitants identify themselves as members of the indigenous, African descendant, or Rom communities. Nevertheless, only 44% of them speak their native language (Usma Wilches 2009, no page).

**Third**, education went into a crisis because of the multiplicity of brands triggered discussions within the scholars around the type of problems education must cover. Also, for them, the real objective of education is still on question marks. Then scholars began to go in circles seeking answers. Nevertheless, in a previous reflection about peace education, I also identified this problem; I noticed that peace education was conceptualization was full of divergences (Durán 2019a no page). By then, I argued that the researchers must move towards a more comprehensive view of the diversity and variety of education. Now, I consider my approach to the matter is still valid, because in general is not about Peace Education, but also education that is full of divergences, and researchers should pay attention to those divergences and take advantage of it.

On the other hand, for Brown, this crisis is caused by different reasons. For him, an educational crisis has its roots in alarming negligence and a lack of imagination about education potentialities. Therefore, he asked: "**what kind of resources or inspiration can be used to reinvent education?**" (Brown and McCowan 2018:317)". Despite there is some existing exploration of alternative education visions, he considers that more extensive work is needed (Brown and McCowan 2018:322).

Indeed,

**That is not to say that we should not support the empowering potential of education,** and even promote its role in achieving other goals, but we require a far broader conception of what this might look like than the one current international agenda promote. Education should offer more than training for 'employability,' which is so deeply embedded in human capital approaches to development. Occidental notions of education are difficult to extricate from the drive for salary, consumption, and status or neoliberal assumptions about its form and purpose, and decolonizing these logics in the context of a global market is not easy (Brown and McCowan 2018: 320).

In other words, the instrumental vision of education caused a narrow vision of the potentialities of education. Due to education have been reduced to be the achievements of some goals and to a certain measurement and form of progress.

**(B)** This group of critiques emphasizes education's lack of recognition of particular social groups, their knowledge, culture, and contexts. In other words, regarding education, these groups have been historically invisible, excluded, or pushed away to the background in everyday interactions and decision- making processes. By social groups, I broadly mean a group of people with common characteristics such as ethnical heritage, age, geographic locations, a role, or other similar. Here, I focus on children and youth in relation to education. Partly I made this decision because of personal interest and partly because through history, they became the population education target- which will be mention later-.

In the first place, Freire (1993) addresses the lack of student and community recognition during the learning process and their position of power in relation to teachers. Freire's work had different moments, but I would like to concentrate the book *Pedagogy of Hope* (1993) since, in this text, he reflects on previous works. In the book, Freire relates his personal experience as a lecturer in different Chilean and Brazilian communities. In one talk, a farmer asked Freire: "*doctor, do you know where I live?* (1993:43-45)", because a negative answer, the farmer itself described his house, family, and territory. In contrast, the farmer also gave an approximate description of Freire's life (Freire 1993: 45); in some minutes, he offered Freire in an accessible and non-academic language- an integral vision about social structure and class.

That day, Freire made some reflections that distanced him from the vision of what he called "*Banking Education*" -*Educación Bancaria*- (1970:53), characterized by a professor imparting a monotone knowledge and the student, receiving deposits of information (Vasco et al. 1994:117, Freire 1970:57 ). So, ""he teacher's task is to fill the student...And knowledge is a gift bestowed by those who consider themselves knowledgeable upon those whom they consider to know nothing (1970:52-53)". So, the

dominant paradigm implies a hierarchical structure where professors are on top, holding the power of knowledge. Meanwhile, the student, at the bottom, depends on the teachers' instructions.

In my perspective, in "*Banking Education*" children and youth are passive instead of active subjects (Bastien and Holmarsdottir 2015:11). Even though another position suggests that children and youth are not subjects but have been perceived as object historically:

That is as a person acted upon by others, rather than as a subject acting in the world. This approach more or less neglects the understanding of children as social persons in their own right. It is based on the assumption of children's dependency (Christensen and Prout 2002:480).

So, in the case of education, children would be object dependent on the teacher's instruction.

Then, Freire (1993) realized there is a gap between the pedagogue and the community – or students- as a result of disregard learners' knowledge. Therefore, he recognizes the students- children and youth-as knowledgeable subjects that bring school a previous understanding of the world (Freire 1993:66-80-110). From that on, Freire re-think the pedagogue role as a guide and a learner in itself. That is, knowledge should flow in two directions instead of coming from one person, similar to dialogue. In my view, it should be stressed that Freire's vision does not displace the teacher value, but it implies a re-structuration of the teacher and students' position breaking the hierarchical form.

Moreover, in my interpretation of Freire, the recognition of the students as knowledgeable subjects must also be in both directions: from the professor and from the student itself (1993:66-80-94). By recognition, in my view, Freire means that the professor and the students should be able to gather, filter, and put together the historical pieces of their individual, territories, communities, and share it. In other words, they should understand the contextual situation surrounding each other. This process described above is what Freire denominated a Critical Pedagogy.

In my perspective, this Critical pedagogy implies an ethical awareness about other realities and the position of the actors on it. It also implies a kind of a spiritual attitude to displace the ego of having masterfully '*the knowledge*.' And, it is required a opened a creative attitude to understand the context of others, their languages, and knowledge. Even though Freire emphasized pedagogy as a central feature for educational improvement, their reflections did much more and were not limited to it (Giroux 2010:720).

Certainly, through his reflections, Freire challenges the social organization and the distribution of power proposed by the neoliberal, capitalism, modernity, and development's speechless. These discourses are not interested in putting an end to social classes and with it to the conflicts and the fights between them (Freire 1993:144). Therefore, now, for me, education looks like a way to connect

and explore the world, being aware of the social relations and structure, the connections that are possible, and the options available in different contexts.

Then, I think Freire's ideas are related to some new studies around children and youth. Indeed, new approaches emphasize children as subjects, and even beyond as social actors with a personal understanding of the world (Christensen and Prout 2002:481). So, "Children are seen to act, take part in, change, and become changed by the social and cultural world they live in (Ibid)". This previous statement leads to consider what Christensen and Prout refer to 'ethical symmetry' between adults and children and youth. By "ethical symmetry" (2015:482) they mean children and youth points of view is considered as important as adults' opinion and inputs.

In addition, I think Freire moved towards a new paradigm in which the complex nature of education can be explored through the dialogue. And, the inclusion of students in the circulation of knowledge can bring up new approaches to education. Also, in addressing the necessity of engaging in critical dialogues with others, Freire gives one a tool to join the pieces and link education.

Similarly, Santos tackles the invisibility and non-validity of particular knowledge productions in education (2007). There, he focused on relations North-South instead of teacher-student relations. That is, the 'North' and the 'South,' more than a geographical location, remind a virtual hierarchical distribution according to the countries' influence in the economic and political worldwide decision-making. E.g. The North includes the United States and some countries in Europe, and the South includes countries in Latin America and Africa. Also, Modernity and Development's speeches promote this categorization. Thus, Santos (2017, and 2014/2016) emphasized that society prioritized the production and circulation of knowledge from the North and left behind the knowledge from the south or "Epistemologies of the South" -knowledge from the south (Santos 2017:76-107).

This situation is a manifestation of a "Abyssal Thinking" (2014/2016:118-119), predominant in society, sustenance on a logical division of the real and the nonexistence. By nonexistence, Santos refers to those irrelevant or illogical knowledge for the North (2014/2016:118). So, the result of the Abyssal Thinking is that society thinks mostly on dichotomies distinctions: true or false, good or bad, North and South (2014/2016:119-123-124).

In my view, some consequences derived from this way of thinking. One, the homogenization of the curriculums in the schooling system; due to there is only one type of knowledge that is valuable and reliable. Another consequence is the invisibilities of social groups knowledges that result in a social and cultural injustice (Santos 2014/2016:123-124 ). As I see, this is applicable for children and youth have not been enough recognized in the education process (See paragraphs above). Consequently,

society in the north and the south should assume the responsibility for justice and recognition of each other. Precisely the same, adults -including teachers- should do it with children and youth.

Furthermore, It can be said the dominant education paradigm blocked the production of knowledge because of its limited vision. Therefore, Santos proposes that society should move from Abyssal Thinking to an Ecology of the Knowledge that recognizes the existence of plural knowledge.

To some extent, Santos contemplates the acceptance of knowledge's heterogeneity as a requirement to transit new education paradigms. Indeed, Santos (2014/2016:133-134-135) considers society is already in a transitional face to alternative ways of thinking. Nonetheless, there are leftover pieces of Abyssal Thinking. Therefore, the mention of alternatives thought may sound counter-hegemonic and challenging for today's social, political, and economic dynamics. Due to it involves a "radical break with modern Western ways of thinking and acting (2014/2016:134)".

So, as I reflected in previous works, Santos' analysis represents an opportunity to rethink the political and academical positions south-north and south-south (Durán 2019b no page), professor-student, or between social classes. Likewise, it is a chance to amplify the voices of children and youth who have been leaving behind the Abyssal Line. Besides, "the Abyssal Thinking" and "Epistemologies of the South" concepts are useful to review Colombian education; to identify the historical dynamics regarding the productions of knowledge and the left behind knowledge" (Durán 2019b no page).

Similarly, the Colombian neuroscientific Rodolfo Llinas and the writer Gabriel García Maquéz claimed education in Colombia is not relevant and appropriate for children and youth (Llinas 1996:10-11, García 1996:28). The Colombian education system promotes a way of thinking that does not link the knowledge to the context. Instead, it is "characterized by fragmented teaching, uncritical, outdated, which does not allow conceptual integration (Llinas 1996:10-11)". In doing so, children and youth have been isolated from the world and forced to be adapted to a country they don't know. And, this can leads adults to block children and youth roles within the school dynamics, not beyond.

Therefore, Llinas (1996) explicitly mentioned that one of the improvements Colombia can do is to move from pedagogy to know -merely a transmission of information and data- to a *pedagogy of understanding*. So, "it required students not only memorize but situated the knowledge in a context (Llinas 1996:10-11)". This pedagogy allows students to integrate the knowledge into a mental-map and use it in their lives. So, Even if Llinas's ideas coexist with the schooling system, he claimed there is space for improvement within it. For this reason, Llinas participated in the design of the Decennial National Plan of Education for Colombia -1996 to 2006 -. This plan was the first social policy document to guide the improvement of education in the long term. Since then other two plans have been

published, one of them the object of interest of this paper. Nevertheless, in a television interview<sup>10</sup> in 2018, Llinas exposed that the improvements proposed in that first Decennial Plan have not been made yet. Following Llinas, if Colombian education remains in the dominant education paradigm, will be some implications. One is students' interest in education would vanish because it is not useful. Also, it can create some resistance in people's lives to enroll in the education system. Another is education would become a naïve concept because it loses social relevance.

I noticed, both Llinas and Freire referred to pedagogy as an essential feature for education transformation. But education should not be confused with pedagogy, because it is much more complex (Vasco et al. 1994:122-124). For instance, Vasco et al. (1994:122-124) rescue education as a social practice that is undertaken in all cultures, and to adapt to the world. A Social Practice can be understood as routines, acts, or activities people execute according to a common objective, or according to their role in the society (Rogers 2004:33). Meanwhile, pedagogy is focused mostly on the knowledge's production and reproduction dynamics, ways of teaching, and methods or dynamics.

To sum, the mainstream education paradigm is problematic and blocked education in a limited vision. In the paragraph above, the authors suggested some changes in education should be made. Freire and Llinas mainly focused on the pedagogical proposal. Others, like Santos, focused on new models of thinking. Nevertheless, any educational paradigm-shift implies profound changes in the social, economic, and cultural structures because the change in education goes beyond the school and will impact the social position of groups like the children and youth. What is more, a quick view of the current worldwide-paranormal will allows one to claim that these previous critiques are still valid (Giroux 2010:720).

Today, more than ever, it is necessary to rethink the vision that exists of education and delve into the substantive factors that may constitute an educational proposal alternative. Efforts directed towards social transformation must revolve around the philosophical, political, and pedagogical foundations of a new educational paradigm<sup>ii</sup> (Duque 2016: 237).

## **1.2 Breaking the box: education from alternative paradigms.**

In this section, I explore education from an alternative education paradigm point of view. Considering the question presented by Brown (See section 1.1.2, - group of critics A-), I review the resources authors used to configured an image of education from an alternative view. Notably, the exploration's departure point is the ethnic groups' experiences or philosophies, in which the role of children and youth concerning education is also reflected. Nevertheless, there is a lack of literature

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<sup>10</sup> Accessed on <https://www.youtube.com/watch?v=xeHTHaQ3LI8>.

focus on the children or youth's perspective as a departure point to generate new visions of education. In this regard, more research can be done. Also, in doing this exploration, the majority of the authors go back to some of the critiques exposed before (Section 1.1.2 -a group of critics B-).

### **1.2.1 Education for the *Buen Vivir***

In 2016, Álvarez explored the paradigm or philosophy Sumak Kawsay - Buen Vivir in Spanish and Good Living in English- a model from the indigenous communities in Ecuador and Bolivia. According to the Ministry of Education in Ecuador, *Buen Vivir* is :

The satisfaction of needs and the achievement of a quality of life and dignified death. It is love and being loved, the blooming blossom of all, in peace and harmony with nature and the indefinite prolongation of human cultures<sup>11</sup> (Ministerio de Educación de Ecuador n.d ).

From Álvarez (2016), *Buen Vivir's* vision of education, somehow, questions the transformative education's role. Due to education from Buen Vivir emphasizing the joy of free time for contemplation and emancipation (Álvarez 2016), it puts aside the set of future goals to transform society. Instead, *Buen Vivir* is a concern with the present act of living. However, it is an advantage of this vision that demands more care about the relationship between society's way of living and education. Also, it implies a constant try and error to discover the world, which contrasts with the logic of effectivity and efficiency (Álvarez 2016:2-13-14). In doing so, Education also is separated from the idea of forming "educated people" who know information and are ready to be employed.

Especially for Álvarez, the idea of Buen Vivir contributes to the formation of new principles to build education over it (2016:12). Some of them are cooperation – instead of competition-, similitude – persons are similar to those around them-, correspondence -what persons do to others impacts themselves- and inclusion (Álvarez 2016:7). For instance, Buen Vivir emphasizes human beings' autonomy and abilities to understand their society, territories, and communities, being aware it is one with the world (Ministerio de Educación de Ecuador n.d). It is remarkable that, by promoting these values, *Buen Vivir* recognizes children as autonomous and similar persons to adults. Also, these values rescue a sense of responsibility for society's action out of the school. However, this does not mean that Álvarez denied the survival of the school because he recognizes the school "might play an important role in anticipating, imagining, and building the world" (Alvaréz 2016:2).

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<sup>11</sup> Accessed on <https://educacion.gob.ec/que-es-el-buen-vivir/>

### 1.2.2 Education from the community

Likewise, in the book *Luchas Muy Otras*, the experience of *Zapatista education* – the education model of some indigenous groups in México- illustrated another education concept. There it is mentioned that the mainstream paradigm educated children to be individualistic, competitive, and uprooted (Baronnet et al. 2011). Nevertheless, the *Zapatista Education* is one that link subjects to the political and decision-making processes within their communities. For instance, part of the education process is that children and youth attend the communal board and participate in the discussion around crucial topics for the community. Because children are an essential part of the orchestra, the community would not work the same without them (Baronnet et al. 2011:195 to 235), as well, children are critical subjects in advance to their participation in the education system. Then, this Zapatista vision of education challenges the hierarchical structures of power part of the dominant paradigm of education. Besides, the Zapatista education claims recognition of the community and political process as part of education.

In addition, there are some commonalities among the authors I review so far. One is that everyone encourages a conversation with other knowledge, those that usually come from ethnic groups. Even though the role of children and youth emerge during the authors' exploration, there is a lack of conversation with the children and youth's perspective about education.

### 1.2.3 Breaking the box of the dominant education paradigm.

To summarize, there is a need to have a wider vision of education and recognize other groups and knowledge. Therefore, it is necessary to move beyond the dominant paradigm of education. Nevertheless, to do a transition to alternative paradigms can be challenging because it implies to break society principles, behavior, and economic structures. Also, it implies society should engage critically with the distribution of power within and outside schools. Moreover, it is a process that requires going beyond learning-teaching dynamics. Instead, a new education should include contemplation and joyless, the symmetry of relations, the communal experience of decision-making, and the world critical exploration and its diversity.

In my perspective, to tackle education and its reinvention requires what I call *the politics of the imagination*. That is an approach that considers the implications of moving to a new education paradigm as political exercise, that requires: (1) bravery and creativity to re-imagine and re-construct the world being aware of the multiple options available (2) an ethical-critical-position to recognize others as similar as ones and break the injustice structures (3) a joyful attitude and a willingness to engage in a conversation and a negotiation process with others.

### **1.3 Colombian policies: a proposal to promote education paradigm-shift.**

Some Latin American countries have used social policy to push up a change in the vision of education, including Colombia. For this paper, social policy is a mean to - in this case- define the boundaries of educational practices and actors' roles. Also, Policy impacts people's access to education and their social status regarding knowledge production, or within the hegemonic structures of schooling (Jomo et al. 2007:328). Moreover, a social policy included a series of documents that support its exercise. In addition, "how policies are generated, and whether they take root, depends to an extent on the contours of the contemporary political and policy environment (Little 2011:502)". Therefore, to some extent, the role of policymakers and politicians is essential to a design policy plan and make policy succeed in the implementation. So, in these paragraphs, I refer to Colombian education policy documents and the outline of the paradigm-shift proposal.

#### **1.3.1 Education and social policy in Colombia.**

In 1994 the government of president César Gaviria pushed the improvement of the education system. During his presidential term, he set the bases to create law 115 of 1994 to legislate education. This law established the construction of Decennial National Plans for Education, which would be a guideline to improve education in the long-term, specifically ten years. After the end of this period a new National Decennial Plan should be designed. Therefore, in 1996, the first Decennial Plan of education was published; Colombian scientists, writers, and experts on education contribute to its creation. However, in 2018 Llinas mentioned (see previous section 1.1.2) many of the guidelines of that plan were not implemented or taking into consideration by the following governments. Also, the Colombian government mentioned: "event though there are achievement especially in terms of enrollment, the recommendations made in the first decennial plan remain valid ( Departamento Nacional de Planeación 2015:29)."

Both the national law and the Decennial Plan of Education (PNDE) are part of the Colombian education policy. Also, the Colombian Education Policy included other official international and national documents, reports, law and statutes, and other legal frameworks (See annex A). Eventually, the MEN lead the selection or design, and implementation of these documents as guidelines for national practices.

Since the '90s, there was an advocacy process for the modernization of the system. For instance, during the government of the Alvaro Uribe, significant reform to the General system of participation was made seeking the improvement of education management. This modernization process has followed the international standards (See section 1.1.1).

Later, in 2012, during the peace-agreement dialogues between Colombia and the FARC, other necessities regarding education came up. Those dialogues were around the main points commitments to put an end to the historically armed conflict in Colombia. There, the FARC and other actors involved in the process claim for more attention to education in the rural areas. These areas were the most affected by the armed conflict in Colombia. Consequently, the government – by then whit Juan Manuel Santos, not the head- committed to design and implement an Especial Plan for Rural Education, which would nurture the exercise of the policy (Alto Comisionado para la Paz 2016). Three years after, in 2015 the government lead by Juan Manuel Santos presented the National Development Plan 2014-2018, which also inform the education decision in the country. In this Plan, the government claimed Colombia would be “the most educated country in Latin America by 2015 (Departamento Nacional de Planeación 2015:67)”.

### **1.3.2 The Education Decennial Plan’s challenge five: a paradigm shift.**

In November 2017, the Colombian Government signed a new education policy plan for the upcoming ten years -2016-2026- and presented the document as Third Decennial Plan for Colombian Education 2016-2026. By the time the PNDE 2016-2016 was presented, Yaneth Giha was leading the Ministry of Education; as part of the ministry board of former President Santos. In the document, ten main challenges were formed as a point of interest that was, accordingly to the Colombian Ministry of Education, up for improvement. One of the challenges, number five, stated that Colombia wants to “promote an education that transforms the paradigm that has dominates education so far (Gobierno de Colombia & Ministerio de Educación Nacional 2017:18)”.

According to the government, the construction of a new paradigm requires to build new ties and relationships and explore new ways of thinking, as well as promote collective process and critical thinking (2017:18). Moreover, in this proposal, the government states the new paradigm should be oriented:

beyond a pedagogy based on the transmission of information, but towards human development and the formation of citizens who contribute to the nation in a context of cultural and social diversity and growing internationalization (ibid).

Based on this ambition, the PNDE 2016-2026 included a section (pages 49 to 52) whit the guidelines suggested by the government to make a transition to a new paradigm of education. These guidelines are created with the intention of building a national agreement and expand the dialogue (2017:18). Also, one year after the publication of this plan, the newly elected government National OF Iván Duque presented the Development Plan (PND) for 2018-2022. This plan replaces the PND 2014 and enters to be part of the social education policy. There, education was also addressed.

### 1.3.2 A window of opportunity to move beyond the dominant paradigm.

Nowadays, in Colombia, **there are favorable conditions to make changes proposed** in the Decennial Plan. So, there is a window of opportunity to move to a new education paradigm. Mainly because education has been a priority in the Colombian national agenda, and plenty of decisions have been executed in its regard. As an example, the Colombian government announced for 2019 and 2020 a historical increase investment in education - \$41.1 billion of Colombian pesos<sup>12</sup> which surpasses the budget of war and defense. In the meantime, there have been student social mobilization requesting better education and a more budget increase in the educational system<sup>13</sup>, mostly in higher education. At the same time, it is a political moment to pose education as a priority in the regional agendas. Because of, in October of 2019, the Colombian regional elections are taking place. So, the candidates to the regional and local administrations will present their proposals for the education sector<sup>14</sup>. In addition, the country compromised on tackling education (See paragraphs 1.3.1 and 1.3.2) **Nevertheless, the opportunity to transform the Colombian vision of education can be missed.**

Broadly speaking, Education policy in Colombia has not been fully considered or have present issues with the implementation (See paragraphs 1.3.1). In the poetic words of the writer García Marquez: **"Colombia is two countries at the same time: on in the paper and another one in the reality** (1996:29) ". Therefore, I am concern about the progress of the country regarding this education paradigm-shift proposal presented in the PNDE, and it succeeds. Indeed, I recognize education policy exercise is full of ambiguities and tensions. But I am especially concern about those that emerge from the language and narrative of the policy. Due to, discourses are the departure for policy exercise and practices -will refer broadly in chapter two-. **The reason why, in this paper, I would explore the extent to which education policy in Colombia allows conceptual space to set alternative education paradigms.** Furthermore, I would like to know to what extent education policy documents are acknowledging the complexity of education.

Moreover, a review of the education policy in Colombia can provide insights to policymakers and sustain- sustenance - reflections about its exercise (Brownson et al. 2006:170-171). So, I hope, this

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<sup>12</sup> Data from <https://id.presidencia.gov.co/Paginas/prensa/2018/181018-Aprobado-Presupuesto-General-de-la-Nacion-2019-enfocado-en-una-mayor-equidad.aspx> - Acceded on 25-10-2019.

<sup>13</sup> Informed by the International media. Accessed on 28-10-2019 in <https://www.dw.com/es/nuevas-movilizaciones-de-estudiantes-en-colombia-por-el-presupuesto-para-educaci%C3%B3n/a-50787614>

<sup>14</sup> Informed by the Colombian media. Accessed on 24-10-2019 in <https://www.semana.com/educacion/articulo/elecciones-2019-que-proponen-en-materia-de-educacion-los-aspirantes-a-las-alcaldias-y-gobernaciones/636882>

kind of research that I aim to do would contribute with insights to support policymakers in Colombia in making inform decisions about education.

In the following chapter, I will provide the details about the methodological decisions I made to support this research process and find an answer to my inquiries.

## Chapter 2

### **An exploration of social policies through discourse analysis.**

#### *-Methodology-*

In this section, I elaborate on the approach and methods I used to investigate the Colombian education policy documents. Next, I present a reflection about my personal journey researching education in Colombia. Also, I want to acknowledge the reader that the application of the research methods and the complete findings would be annexed at the end of this paper.

The Education policy in Colombia is formed by a variety of documents (See paragraphs 1.3). Nevertheless, I choose three of them, which will form the central point of this research. First, I choose the PNDE 2016-2026 because contain the government's proposal of a paradigm shift, and it has long-term validity. Second, I will pay attention to the National Plan of Development 2014-2018 and, 2018-1022, because they can give me hints about the context and conceptualizations about education, before and after the emergence of the paradigm-shift initiative.

#### **2.1 Education policies and discourse**

**I analyzed education policy in Colombia from a *Critical Discourse Analysis (CDA)* approach.** This approach focusses on understanding discourses as a central tool to explain how political actions are constituted, from multidisciplinary perspectives (Rogers 2004:19-20, Tanner et al. 2015). Discourse is the package of language, means, and underlying factors -ideology, intention, contextual situations- which through ideas take form. Then, discourse is a way to make sense and construct the world (Bacchi 2000). Moreover, discourses have implications for the conceptual and material beings, but also involves social power – it is a property of control over other actions or minds- (Van Dijk 2013:85).

If the public policy has an impact on social dynamics, the conceptual frameworks for their design are essential. In turn, public policy has an impact on social dynamics. Thus, these frameworks may either bring benefits or exacerbate tensions. Because "social policies not only define the boundaries of social communities and the position of individuals in the social order of things but also affects people's access to material well 'being and social status (Jomo et al. 2007:328)".

Because CDA supports my interpretation of the education policy documents from a multidisciplinary perspective (Strauss and Feiz 2014:312), it allows me to mix the linguistic analysis while keeping an eye on the political and economic situation around education in Colombia. It also means that trough

CDA, I can correlate my background knowledge on social communication and journalism in Colombia, with the one I got on my Social Policy Master. For me, this is essential because - as I refer to the previous section- the recognition of previous knowledge can enrich the educational -and research process-.

Furthermore, CDA supports my understanding of the constitution of education and the idea of a transition to new paradigms in the policies. Because it allows me to do a micro-level examination of the components of the documents -words, phrases, structure- to reveal dynamics of power, social organization, principles, cultural practices underlying the education concept and practice in Colombia.

On the other hand, the use of CDA is a Crosspoint of my academic work and the practice of policymakers. Due to public policy, discourses have an impact on social dynamics (Refer above in this section). This analysis can motivate reflections and better inform decisions around education. Indeed, there should be constant attempts to build bridges between academic-scientific research and social policy because policymakers and scholars are travelers in Similar cosmoses (Brownson et al. 2006).

## **2.2 Analyzing education policies / *Research Methods.***

The research methods should be appropriate for the purposes of the research (Gasper 2000). One of the main limitations for the application of my research methods was indeed the length of the documents. The documents were 83, 783, and 1457 pages and contain a great number of details. Another limitation was the expected time to go through the complete documents. Besides, the documents were original in Spanish, the primary Colombian language, but this thesis will be written in English. For this reason, I need to plan extra time for the translation of the information. Moreover, because my methods are based on the analysis of qualitative data and discourse, even if I am also a native Spanish speaker, in the translation, some details or specificities can be lost.

Therefore, I consider the advantages or limitations of each method regarding my research purpose, the document's characteristics, and the expected research time (Gasper 2009). Also, I adapt and correlate the methods, based on my previous experience doing CDA (Durán 2019c). The next paragraphs explain my choices.

I started by dividing my review into two parts according to my interest. One focusses on the word education, its main role, and how it is framing according to three documents. Another one, it is focused on the Decennial Plan of education 2016-2016, which contain the details about the paradigm-shift transition.

### **2.2.1 First part: Identifying and tracking the education concept in policy documents.**

#### *General and content analysis.*

I read and did a general exploration of the documents. So, I had an overlook of the text, and I identify the sections that were interesting for my analysis (See annex A, table A1). Moreover, I check the target audience and the genre of the documents. Also, I mix this general analysis with the other two methods. First, rhetorical analysis means read with an understanding and awareness of the intention, the context, and the linguistic resources policymakers used (McCloskey 1994 :320). I focus especially on understanding the Kairos (context) in which the documents were writing because social policies also influence because of the political sphere. Second, Frame Analysis focuses on the question What is the problem represented to be? (WPR). It allows me to understand how policymakers draw attention over education in the policy- documents (Bachhi and Goodwin 2016:57).

Second, I used content analysis, "that seeks to quantify content in terms of predetermined categories and in a systematic and replicable manner (Bryman 2016:283)". In other words, it focuses on identifying keywords and their correlation to other concepts. So, through this method I identify the ten main words in the three documents (See annex B, table B1). Moreover, I identified other words like paradigm, flexible, inclusion, recognition, participation, and alternatives (See annex B, Table B2) Besides, it allows me to identify patterns, expressions, and trends around the min words of my interest: education, and children and youth (See annex B, table B3). There is possible to use digital software to do the counting and tracking of the words. In the beginning, I use some of these tools. However, these tools were not so precise with text that is in Spanish. Therefore, I decided to do the counting and tracking it manually by using the tool "search tool" in the toolbar of Microsoft Word.

### **2.2.2 Second part: Understanding the conceptual based of the paradigm-shift proposal.**

#### *Concept analysis*

For this second part, I focus on the analysis of the details of the education paradigm-shift proposal given in the Decennial Plan. Here, I applied content analysis (See explanation paragraph 2.2.1) to identify the cooccurrence for words like paradigm, alternatives, community, flexible, and participation (See Annex C, Table C1). I choose these words based on my literature review.

In addition, I applied argumentative analysis for a specific section on the text: challenge number five. This method focusses on highlighted the arguments' content, concepts, and structure (Gasper 2000),

but it does not allow one to analyze big portions of text. For this methods, I follow the 'table analysis' based on Scriven's 0,1, 2 and 4 argumentation steps, however, I am not going to use the synthesis table (Gasper 2000:8-9-10) The reason is I aim to have an overview the new paradigm-shift proposal, but it is out of my scope the details about the argumentation process, because they exceed my capacity of analysis in the expected research time.

So, as Gasper showed different versions of the table are possible, by giving different numbers of and headings to the later columns, according to one's choice of focus (2000). Following this idea, I added one more column to Scriven's analysis. That last column included a space to identify the actors involved in the paradigm-shift proposal according to the documents (See annex D, table D1 and). Finally, based on that identification of actors, I made another table to identify the actors' roles regarding the paradigm-shift proposal. This table was made based on a narrative analysis idea that the stories around certain actors can perpetuate certain social relations (Johnston 2001:644).

### **2.3 A personal journey through education**

By exploring education as a vast topic, I entered in a personal, spiritual, and communal process. At the beginning of this research, I got lost in a crossroads of relations, tensions, problems, and dynamics that have space under the label of education. Consider this one is my first research process; I challenge myself in going in a trial-error process. In other words, I choose a way to explore education, and I had to come back to the started point sometimes, because of new findings. During my reflection on the educational system in Colombia, I was also trying to reflect on my personal experience in the school. This is also an ethical consideration of how my personal experience can be an advantage or can have a bias according to the quality of my experience.

This research process was also a spiritual journey. During the long-writing sessions, I learn to manage my emotions like frustration, feelings like tiredness, and even my time. Also, I learn to listen to the rhythm of my body and my mind; when I can write a little bit more or when I should stop.

Nevertheless, the support of an academic community was essential guidance for me and supported me. The conversations and dialogues with other researchers, and even with my family of friends, help me to have new perspectives about education. Also, in talking with others, I found myself making sense of new ideas. And most important, these conversations were a boost to continue exploring and writing.

On the other hand, I recognize that even if education is a complex concept, I dare to say the work defining education is almost infinite but no different from other conceptual works. As Bryman explains, "concepts serve several purposes in social research (2016:289)". Then, the great challenge

for researchers is to deal with the infinitive of possibilities, approaches, and routes to address the concepts. Because those concepts would inform the research work -in this case, education- it is essential to make decisions to organize them or limit them and be transparent with the readers about it (Bryman 2016 :289).

## Chapter 3

### Colombian education policies: the trap behind the paradigm-shift initiative.

*-Finding and analysis-*

Based on my analysis of the three documents of the social policy, my argument is that that education policies do not give enough conceptual space to establish alternative education paradigms. Indeed, policymakers are holding themselves back of their ambitious change and limiting the space in which they can innovate. It is like the social policy is a trap in which policymakers stuck themselves, which makes it harder to do a real transformation.

To explain to the reader why and how this is happening, I split up the chapter into two sections. The first focussed on the findings of the first part of my research by presenting the narrow vision of policymakers around the education concept (Chapter 2, section 2.2.1). The second one focusses on the results of the second part of my research (Chapter 2, section 2.2.2), by elaborating on the idea that policymakers are timid to explore alternative education paradigms.

#### 3.1 The narrow vision of Colombian policies

In this section, I will explain the narrow vision of the Colombian education system, causing a lack of space for alternative paradigms in education policies in the country. As a result, the Colombian concept of education tends to stay within a dominant paradigm. In my analysis, this narrow vision of the concept of education shows itself as an obstruct for an educational dialogue with other knowledges. The latter can be explained through the fact that, in Colombian education policies, education is solely portrayed as an instrument. Moreover, the international standardization of education has an impact on the Colombian vision, and re-I forced the instrumental approach. As a result, Colombian education policies do not sufficiently consider specific social groups like children and youth.

##### 3.1.1 The “education tool” to build peace, democracy, and equity.

The policy documents discourse – those I review- showed an **instrumental approach to education**. According to these, education should be perceived as an apparatus that is part of a system. During this research, three interpretations of the “education tool” were identified, contributing to an instrumental approach to education: (1) the correlational view of Colombia towards education as a tool to create peace and stability after a long period of armed conflict, (2) education as a tool to bring the understanding of democracy to rural areas, that were formerly committed to indigenous or rebel

forms of government and (3) the construction of human capital and social equity as a result of education. For example, one of the policy documents states:

Education, the third pillar of this plan, is conceived as the most powerful instrument for social equity because it levels up the people's opportunities and is the key to open the doors of economic progress and increase the quality of democracy...the great social transformation in the developing countries has been linked to great education transformation (Departamento Nacional de Planeación 2015:29).

In the PND 2014, the "education tool" has been clarified as a tool to let the Colombian society develop skills to coexist peacefully and participate in productive activities that allow social mobility (Departamento Nacional de Planeación 2015), e.g., "Through education, Colombia must train the citizens who require for the construction of a lasting peace (2015:67)". By then, this policy was part of one of the main objectives of the Santos government (2010-2018) to generate peace with the FARC and other rebel groups in the country. In doing so, Santos intended to reconstruct the country after a long period of armed conflict and improve the image of the country abroad. Therefore, his government started peace-dialogues with the FARC. In case of being successful, the government planned on moving its biggest budget, the one that is normally reserved for military defense and war, to another department. The budget, not very surprisingly, was awarded to the education department of the country. Also, some extra budget was reserved for the reconstruction of the post-war infrastructure and the improved of the image of country, which was mostly covered in images of armed conflict between the government and rebel groups, including the FARC.

In relation to the fact that Colombia was in a war for the last decades, the government had not enough legitimacy in some rural areas of the country. However, after the peace treaty with the FARC, the government committed to improving democracy and political participation by paying more attention to rural areas that were out of reach before.

Therefore, the National Decennial Plan for Education 2016-2022 was written by the Santos government to present education as a boost for strengthening democracy and citizenship (*Gobierno de Colombia & Ministerio de Educación Nacional 2017*). Furthermore, according to this document, education should be perceived as a tool to consolidate a feeling of being part of the nation (:14).

In 3.1.1. section I explained how the Santos government interpreted education as a tool to contribute to the Colombian society to effectuate a period of stability after the armed conflict with the FARC and

other rebel groups. However, in this sense, an extra factor was added by stating that in a developed and peaceful society, the chances of reducing income inequality gaps are better due to the facilitation and formation of human capital. In doing so, a wider amount of people should profit from education as a tool to create better chances on the labor market (Departamento Nacional de Planeación 2015)'. Thus, an educated society will receive a return of the investment in education through the increased generation of income and peaceful life (Departamento Nacional de Planeación 2015:27). For this reason, Santos proposed to aim for Colombia as the most educated country in the Latin-American region in 2025.

However, in 2018, the Santos government got replaced by the government of Duque. Therefore, the concept of education was re-affirmed in the new PND 2018-2022. Here, my analysis showed education was highlighted as a fundamental instrument for the construction of human capital and social equity, overcoming poverty, and produce legal livelihoods. In that plan, the government wrote:

Education is the most powerful tool to promote social mobility and equity...Therefore, this government aims to consolidate an education system whose main objective is to guarantee the condition for the human development of all citizens so that they can contribute to development, generation of formal livelihoods and entrepreneurship ; this according to the commitment with the SDGs and the OECD (Departamento Nacional de Planeación 2018:285-289).

During the period of the Santos government, and maybe even more with the rise of the government of Duque, attention grew on improving the position and, therefore, the image of Colombia on the international economic market. According to the *Banco Interamericano de Desarrollo* (BID), Colombia is the fourth unequal country in the Latin-American region. Therefore, Colombia is considered a middle-income country with an informal job rate of 47% <sup>15</sup>, referring to share of illegal economies in the country. Also, the coefficient of Gini, the rate that measures inequity, varied in the last five years between 52,8 in 2013 to 49,7 in 2017<sup>16</sup> . In other words, the policy was aimed at improving the rankings of Colombia within the international economic field by tackling inequality and improving human capital to reduce the chances of movement towards illegal economies.

All in all, this analysis shows that the scope of these three interpretations of the “education tool” has a greater objective: the development of the country on an international base (See section above,

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<sup>15</sup> Data accessed on <https://www.dane.gov.co/index.php/estadisticas-por-tema/mercado-laboral/empleo-informal-y-seguridad-social>

<sup>16</sup> Data accessed on <https://data.worldbank.org/indicator/SI.POV.GINI?contextual=region&end=2017&locations=CO&start=2015>

3.1.1). In the documents, it is possible to see that Colombia's big problem is that it has not reached development nor is it an economically competitive country. This is attributed to different reasons, such as conflict, inequality between regions, the emergence of illegal economies, and the inefficiency of the state (see previous paragraphs).

In assuming the previous approach, in my view, the policy documents put all the trust in the “education tool” to solve Colombian’s problems. In my perspective, “education tool” looks like the panacea, that mythological medicine that can cure all the diseases.

In contrast, I think that the instrumental approach to education can lead Colombia to a crisis more than solutions. It can be a gap between the expectation of the policy documents and the real outcomes of education. This can create an impression in society that education is not being effective. Consequently, education can lose social relevance (See chapter one). Moreover, if education is prioritizing the universal standard, there is a risk that education can be decontextualized. It is education that would not be relevant for the local context. Also, there can be confusion in the implementation of which objective of education should be prioritized in practice.

Indeed, these consequences of this approach are visible in the Colombian context. The recent headlines in the Colombian newspaper aware of the return of the conflict and the illegal economies<sup>17</sup>, children’s and youth recruitment in the schools<sup>18</sup>, the protest of indigenous leaders for the murder of social leaders in rural areas<sup>19</sup>. Moreover, there is also a great proportion of NINIs, youth, which is not working, neither studying<sup>20</sup>.

But despite the situation in Colombia more and more, the government supports the use of education as an apparatus by claiming that the country is not unique in doing so and is following the positive example of others (Gobierno de Colombia & Ministerio de Educación Nacional 2017).

I do not reject the idea that education can support society in response to problems or issues. But I want to be clear that “education tool” is a narrow vision of the potential of education. Due to it reduces education’s potential to the achievement of goals and to certain international measurements standard. In taking that approach, policymakers are also holding themselves back from the alternatives visions of education.

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<sup>17</sup> Data accessed on <https://www.eltiempo.com/colombia/otras-ciudades/quienes-eran-los-menores-muertos-durante-bombardeo-del-ejercito-en-caqueta-431120>

<sup>18</sup> Accessed on <https://www.lafm.com.co/colombia/la-preocupante-cifra-del-alza-en-reclutamiento-de-menores-en-colombia>

<sup>19</sup> Accessed on <https://actualidad.rt.com/actualidad/332806-masacres-asesinatos-cauca-colombiano-por-que>

<sup>20</sup> Accessed on <https://www.ucentral.edu.co/noticentral/ninis-fenomeno-creciente-colombia-0>

In this regard, education is wider than an educational tool. It is also a way of connecting or involving with life, people, and the world (See chapter one). Diazgranados (2014) explores the case of the educational program *Juegos de Paz* in Colombia. By reviewing this experience, education came up as a holistic process that integrates the relations between the actors, the connection with the environment, the enjoying of the hobbies and passions not only in the school. In this case, education sound a more communal process, in which “the passion for connecting and for learning is constantly fulfilled (hooks 2003, xvi cited in Diazgranados 2014)”.

### **3.1.2 The International approach to national education.**

On the other hand, my analysis showed that international advice, regulations, and commitments are constantly informing the vision of education in Colombia. This prioritization of the international standard is the illustration of a top-down approach. This means that the objectives mentioned before -peace, equity, democracy, and economic growth are in line with international interest. For instance, in the introduction of the PNDE 2016 its framework is referring to the Global Initiative Education for All, to the 4 As by Katarina Tomasevski -who was part of the UN-, to the **International Covenant on Economic, Social and Cultural Rights (ICESCR)** (Departamento Nacional de Planeación 2017:11-12).

This international-based is also visible through the indicators and language, and it is related to a measurement that the documents use around education. The diagnostics of education is mainly focused on quantitative data and the achievement of indicators. For instance, ‘A 72% increase in enrollment of children and youth in early education...the extension of the Pruebas Saber as part of the evaluation of the schools' performance...there is a difference of fifty points between the rural and the urban areas...(2015:63-63-64). Subsequently, the identification of the shortcoming around education is focused on the schooling day, incentives for the professors, infrastructure, and access. Nevertheless, in these plans the qualitative data is not as relevant as the quantitative one, neither the revision of the dynamics between the actors involved in education. In my view, this suggests that if something can not be measured in these quantitative terms or does not fit in the international measurement standard then it is left behind.

Moreover, the intention of the governments of Santos and Duque to make Colombia a more competitive country on the international economic market was outlined by the fact that the governments advocated for being a member of the OECD The Organisation for Economic Co-operation and Development -. However, to be a member of this organization, certain requirements should be followed according to international norms. In order to improve social policies, according to OECD,

evidence-based solutions should be leading, stimulating the strength of education and economic performance.

In other words, also international developments in education policymaking had a significant impact on the Colombian education policy and in society. In 2018 Colombia was finally accepted as an OECD member. Afterward, in 2018 the new PND mentioned : "The evidence shows by virtue of education, children and adolescents manage to break intergenerational inequality, mainly when they come from less favored households with parents who have low educational attainment (2018:286)." Moreover, the country recognizes that be a member of the OECD implies to change dynamics and focus on institutional improvement, but It also requires countries to do profound cultural transformations (Departamento Nacional de Planeación 2015)'.

In the first chapter of this paper, some authors highlighted some implications of an excessive internationalization of education. To remember Duque (2016) already explain that the Colombian reforms made to follow the international paths have the problems of inequity. Indeed, as I also mentioned before (Section 3.1.1 and 3.1.2), after making reforms and follow international standards, the inequality in Colombia remain high. Also, Hilker (2011) refers to the case of Rwanda to explain how the necessity of creating social cohesion after a civil war in the country was displaced by the urgent to follow the MDGs. So, in my opinion, there is a possibility that because Colombia is prioritizing the achievement of international standards, the national is leaving behind.

In contrast to my previous opinion, the government has expressed in some of the documents like the PNDE (2017:18-23) an intention to follow a territorial approach. In other words, to nurture the understanding of education policies based on the context and local situation. Therefore, it seems there is a tension between the intention of using a territorial approach and the use of international standards. But as I see, the government has not considered within the policies this point to be a constraint to transform for the exercise and conceptualization of education. Nevertheless, for me the government needs to find a balance between the international and the local.

Then, in my view If the government manages to follow a territorial approach, this would open new routes to the vision of education. Because like Freire (See chapter one, section 1.1) mentioned, the local communities and society have personal experiences and conceptions about education. Also, this would the government would rescue the Epistemologies of the South (See chapter one, Section 1.1).

### 3.1.3 Education policies: the lack of Children and youth's perspectives

Another remark, next to the international contextualization of the usage of the “education tool,” is the fact that this instrumental and top-down approach of the Colombian governments has created an education policy that is ignorant to the perspective of children and youth.

First, the analysis of this paper has found that the documents, mainly the Decennial Plan of Education, lack of ‘equal symmetry’ (Christensen and Prout 2002: P484) - which I refer to in chapter 1. This means that Colombian education policies based their understanding of children and youth on stereotypes or in adult interpretation. However, they do not engage in a conversation in which recognizes children and youth as knowledgeable subjects that can reflect, discuss and contribute to policy-making decisions as adults can do it. Therefore, the policies I analysed are **not reflecting the perspective of children and youth** and neither recognizing their contribution.

To be concrete, the Decennial Plan mentioned that policymakers consulted children and youth to designed it. Nevertheless, according to discourse analysis, the main input of children and youth were drawings. Also, this input was included next to the non-drawing input of professors and school directors who participated in the survey.

‘The Design of this plan included the input of one million participants of a specific survey, including children and youth who draw their dreamed education ...The children were guided by their teachers, and parents draw the education they dream for 2026 (Gobierno de Colombia & Ministerio de Educación Nacional 2017:29)’.

So, the government wants to promote a participatory and inclusive approach to nurture the understanding of education. But this can lead to a problem with the representation of children's perspectives because the interpretation of the drawing as an input depends on the adult eye of interpretation and writing. I mean, children and youth draw but are the adults who are writing the policy<sup>21</sup>. However, if the policymakers included the inputs of the children, those inputs are not clear enough to me because have not been cited or referenced to give credit to the children.

Instead, based on my analysis, children and youth have been objectified (Christensen and Prout 2002: p480). For example, the discourse analysis of this research found them related to schooling age, enrollment, learning index, standard guidelines, and attendance in class (Annex B, Table B3).

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<sup>21</sup> The editors and author of the documents are mentioned in the inside cover of the documents.

Furthermore, this is understated using vocabulary related to protection and vulnerability such as special attention, abuse, children in difficult situations, restitution of rights for those who have been victims of violence (Annex B, Table B3). Also, the discourse analysis found that the documents stress that children should be at school in order to have a proper transition to the next phase of their academic or professional life (Citation)

By completing the transition, children and youth can contribute to the economic growth and resolution-problem in the localities. For example, one of the documents mentioned:

The young population is a key link for the social and productive development of the country because they are a population group that contributes to 30% of the working-age population of the country and the innovative forces regarding innovative production (Departamento Nacional de Planeación 2019:366).

Regarding this statement about children and youth, I found a similarity between this Colombian case and the Ugandan case that Cheney refers to. Specifically, Cheney mentioned Ugandans, after the end of a war, conceptualized childhood and youthhood as a transitional period to reimagine the country; “as a particularly promising space” (Cheney 2007:2). Likewise, I see that happening in Colombia. In my view, Colombian policies are conceptualizing childhood and youthhood “as a particularly promising space” to guarantee the development of the country.

This idea is supported by saying that education is a right. Thus all children and youth should be at schools (See section 3.1). This idea is mainly promoted by international standards that all the children have the right to have an education and should be enrolled in the system (Section 3.1.1 ). My analysis shows that the government is interest in promoting the enrollment of children. In my view, this is partly because of the international standard, partly because they think education will create the human capital, they need to be more competitive. Therefore, across the education policy documents they show that they are giving all the facilities to children to enroll: “As a right initial education is one of the most important features for the government in the next four years, and its progressive universalization stand as the main goal for the country (Departamento Nacional de Planeación 2018:289)”. Next to this statement, the government enumerates the strategies to give education to all the children.

One of the government strategies to promote children and youth enrollment in the education system is the *Jornada única* or All-day schooling (Departamento Nacional de Planeación 2018:297); which objective is that children stay the whole day in the schools. Because before, some Colombia schools offered two schedules possible for children and youth to go to school: one in the morning and one in

the afternoon. But in my view, this strategy is an illustration of the lack of attention of children and youth's perspective. I will explain to you based on my experience in the next paragraph.

In the communities in the Colombian Pacific Coast, children and youth help their parents to fish. But, their fishing days depends on the sea tide or the flood in the mangroves. I learn this when, during one of my visits to those communities, some children and youth explained it to me. Specifically, I visit the pacific coast as a member of a National NGO to support the evaluation of a strategy to create a safe environment in the schools. Then children and youth also told me that sometimes they skip the school day, because they wanted to help their parents, or just go fishing. I also should acknowledge that for many households in that part of the country, fishing represents their main livelihood. So, children and youth there had the self-determination to support their families or fulfilled their passion for fishing (Cregan and Cuthbert 2014:13). Cregan and Cuthbert explain this situation more in detail:

examples of agency or self-determination in children might be included being able to make representation for themselves in the public sphere (Legal action, campaigns) or to enjoy balancing education and play.... in some countries that agentic self-determination may involve a child's need to find a balance between being responsible for contributing to the family unit by undertaking paid labor and the pursuit of education (Cregan and Cuthbert 2014:13).

Nevertheless, children's interests could be in "conflict with, for example, those of parents, professional adults, politicians, or researchers" (Christensen and Prout 2002:493). So, in this particular Colombian case, children's and youth's perspectives and interests enter in tension with the government strategy and plan to improve education. The government wants all the children be at school all day, but children and youth do not want it for different reasons. Also, the government wants children and youth to develop skills to be part of the job market, but children and youth want to enjoy their interests or support their families in their day by day routines.

Consequently, to the lack of recognition of children and youth's perspective in the education policies, the narrow vision of education is being reinforced. Due to education policies leaving behind the perspectives of children and youth, they are also driven away from other alternatives of education beyond the dominant paradigm.

Second, my research has found that the focus of the documents was based on **the role of the professor**, rather than putting an emphasis on the role of children and youth. For instance, no chapter in all documents was dedicated to them, but instead, the role of the professor was taken as the main challenge within the policy documents. Here, the text of the policy documents even aimed to encourage professors and education experts to participate in education policy-making actively. For

instance, during the documents there is mentioned of the professor as an active actor in transforming education paradigm and make changes within system : “Teachers in the country require greater training and social appreciation, because the goal is that they can support the human development of their students and the country (Gobierno de Colombia & Ministerio de Educación Nacional 2017:16)”. Another example, one of my finding regarding the concordance of the word recognition in the PNED show that this word is mainly related to professors. E.G. Promoting a culture of + recognition+ to the professor’s role (P. 49) or Identification, + recognition+ and monitoring of the teacher’s qualifications (P. 48) (See Annex C, Table C1).

I agree as Hernandez<sup>22</sup> (Hernandez 2018) highlighted, that the inclusion of professors in the education policy exercise is a step further to nurture it. Nevertheless, the preclusion of the children and the youth’s perspective is a step behind. Children and youth are knowledgeable subjects (Christensen and Prout 2002: 481), with previous experiences and understanding around education that can nurture a conceptual educational dialogue.

Furthermore, children and youth are also social actors (Christensen and Prout 2002: p481), which impact can support the exercise of the policies as adults can do it. Nevertheless, ‘in practicing participatory work with young people aimed at co-production of knowledge, contextual understanding – in particular, the impact of local social relations and the complexity of power inequalities (including both intra- and inter-generational relations) – is crucial (Porter 2012:313)’. The reason why, again, it is important to be sure that there is an ‘equal symmetry’ (See paragraph above) between professors, experts and children, and youth.

### **3.2 Colombian education: A timid exploration of alternative paradigms.**

In this paragraph, I will explain the timid exploration of the paradigm-shift proposal of education by the Decennial Plan. Here, three elements in this approach were identified in the analysis of this research.

Therefore, all three will separately be explained through the analysis and split up in three paragraphs, referring to (1) the overestimation of the pedagogic aspect within the paradigm-shift proposal of education, and (2) the lack of exchange of educational practices with communities.

#### **3.2.1. An overestimation of the pedagogical aspect**

In the discourse analysis, one of the main findings was that the paradigm-shift proposal of education within the Decennial Plan prioritizes pedagogy as the main element within the proposed transition

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<sup>22</sup> who also analysed the education paradigm-shift proposal of the government

(Annex D, Table D1): 'It is necessary to promote a profound change of pedagogical model, and broad support and encouragement of educational innovations in the country (Gobierno de Colombia & Ministerio de Educación Nacional 2017)'.

In doing so, the document lacks the acknowledge of the complexity of education. I mentioned before that education is also a way to connect with the world. Therefore, the learning process is only one part of education. Also, the reader can see in chapter one that the alternative education paradigms move away a bit from the learning-center process. Because:

A transformation requires a holistic approach, that pays attention to the pedagogy, but also understands that a transformation is sustained through relationships and that there should be communities extended to the school, neighbourhood (Díazgranados et al. 2014).

Furthermore, Freire considers it is important to consider that small democratic practices in everyday interactions are also part of education. Therefore, a paradigm-shift around education should address issues around the use of language (Freire 1970:90). For instance, as I showed the reader in the previous section, the language around children suggests their objectification. So, an education paradigm-shift could also put emphasis on address children as active agents by improving the discourses to referring to them; inside and outside of the school. Because 'to change the language is part of changing the world (Freire 1970:90).

### **3.2.2 The ambiguity of the diversification of society in relation to education**

Last, the analysis spotted two ambiguity in the paradigm-shift proposal of the Decennial Plan. First, the plan proposes to put an emphasis on the diversity within the national education system. One of the guidelines in this proposal is: "Recognize the country's diversity in decision making in the education system (2017:50)".

However, I found the words alternative education, *educación propia* -indigenous education-, or *etno-educación* (Education for ethnic groups) are barely mentioned in the documents. And, when they mentioned these words, they are usually related to indigenous groups and with Afro-Colombian groups (Ver annex B, table B2).

Similarly, Sánchez (2018b: web article) analyzed education in the PND 2018 and noticed that the government is afraid to deal with the indigenous education perspectives and afro-Colombian communities. According to Sánchez, the tensions between the constitutional regulations and the integration of the communities are visible in this plan. Also, Sanchez mentioned that the government approach to the communities is very normative, and instead of including them is causing exclusion.

Sanchez concluded: "In the Development Plan there is no clear idea about *etno-educación* or interculturality in education" (2018b: web article) . This last observation leads to my next finding.

Based on my analysis, I identified that the paradigm-shift proposal is approached in line with the underlying thought that must remain compatible with the existing education system. Another guideline of this proposal is to 'Guarantee training environments, resources and educational means based on the Institutional Educational Project and the vision of the National Decennial Plan of Education. '

Therefore, in my view, these previous two ideas are in tension. I showed the reader before that the vision of the government, included the PNED 2016, has a narrow vision of education. Moreover, the PNED 2016 lack of attention to children and youth perspectives; what seems to be contradictory to the idea of promoting diversity. Because, how is it possible to promote diversity within a dominant paradigm of education that is narrow and excludes other types of knowledge? In fact, because the dominant paradigm of education does not allow enough space for diversity, it is essential to move beyond.

Again, the perspective of Sanchez (2018a) supports my finding. Because, according to him historically, the attempts for educational policies in Colombia for learning from alternative, democratic, inclusive initiatives, those efforts are usually and quickly neutralized. In this case, the attempt to pay attention to diversity is being neutralized by policymakers holding them back in the dominant-paradigm of education in conceiving education as a tool (Section 3.1.1)

In addition, since the education system is obliged to a quantitative, provable approach, meeting international requirements (see also paragraph 3.1.4.), the top-down system lacks the ability to include diversity in the system appropriately. In other words, the top-down approach does not go beyond the existing dominant paradigm of education and, therefore, remains timid.

In other words, the new paradigm should promote the innovation around education (See Annex D); nevertheless, the policy proposal is a result of following international instructions, criteria, and advice. For instance, There connection between the paradigm-shift proposal of the government and the international interests is visible. Recently, during a forum run by Unesco in Colombia, the representant of the organization mentioned the axes need it for achieving a paradigmatic change.

The first is the willingness of governments to formulate and adopt inclusive public policies because education is a right. The second is focused on understanding the work of data collection and recording, on generating statistics, and to create reliable information systems for making sound decisions. The third of the axes is to empower those who must be the

managers of change: teachers and educators. The idea is to provide quality educational and institutional support, based on the differential design of programs and learning styles. And from the latter, the fourth axis emerges, which is based on developing approaches that generate inclusive learning environments for all student (El Espectador 2019)

In my view, even if I see the international standard as an opportunity to learn, the education policies should sometimes break the ties with the international doctrines and start from out a 'fresh thinking' (Jomo et al. 2007:227). Otherwise, Colombia is not going beyond the realm of the dominant paradigm of education.

## Chapter 4.

### **Breaking the trap of policy-making in education: Colombia recognition as a Knowledgeable country.**

#### *-Conclusion-*

The Colombian government proposed to make a change in the vision of education and used the documents of the social policy to outline and promote the initiative. My concern by the success of this proposal led me to explore the extent to which Colombian policy documents allow conceptual space to set alternative paradigms of education. Based on a discourse analysis, I showed the reader that the social policies in Colombia do not allow enough conceptual space for new alternative education visions.

In principle, Colombia wanted to move beyond a dominant paradigm of education. Despite the desire to change, Colombia holds back itself and limits the space for innovation. The policy documents, which were the tools for change, suddenly turn into a trap. Besides, as a good “student” -from a dominant paradigm view- Colombia is waiting for the international instructions to make policy. But the country and its society are knowledgeable subjects, which previous experiences can contribute to understanding the complexity of education. So, the country needs to recognize itself as autonomous, as a rebel, and consequently, engaged in the construction of social education policies in a communal and symmetrical manner.

It is almost an injustice, for government and the academy, that a Colombian policy does not engage in a critical conversation with the all possible education concepts and dialogues that can emerge from the understanding of Colombia’s diversity: communities, territories, children, and youth.

Nevertheless, the opportunity to do the final movement and transform education vision remain available. If policymakers manage to escape from the trap, they have tended for themselves; then, the transformation will succeed.

Finally, in this regard, I consider policymakers should: 1) listen in more substantive ways, particular to children and youth. Therefore, policymakers can take inform their decision on some of the new childhood studies and resources I draw in this paper. 2) Think more broadly about education and addressing education complexity by exploring outside of the schooling system. 3) take this initiative process as an opportunity to learn and re-oriented the vision of the education paradigm-Shift proposal.

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## Annexes

The following annexes include the application of the research methods described in Chapter 2, and it is divided into two sections.

### Section 1.

It is focused on the details around the word education and children and youth; examine the three documents. 1. National Decennial Plan of education 2016-2026), 2. National Development Plan 2014-2018, 3. National Development Plan 2018-2022.

#### Annex A. General exploration

In this annex, I included the general exploration of the social policy and of the three documents. Here the general exploration is mix with the rhetorical analysis and Frame Analysis. This section is in the following order: 00. list of the policy documents. 1. National Decennial Plan of education 2016-2026), 2. National Development Plan 2014-2018, 3. National Development Plan 2018-2022.

**List of the documents of the social policy :** Estado mundial de la infancia / Conpes 152 Decreto No. 4875 de diciembre 22 de 2011/ Conpes 109- Conpes 115 / Conpes 123 / Directiva ministerial N° 9 de 2008 / Directiva Ministerial No 10 de 2008 / Resolución 1064 Lineamientos niños mayores de 5 años ICBF/ Colombia por la primera infancia: política pública por los niños y niñas, desde la gestación hasta los seis años 2006. / Revolución Educativa: Plan Sectorial 2006 - 2010./ Documento Conpes Social 115: Distribución de los recursos del Sistema General de Participaciones provenientes del crecimiento real de la economía superior al 4% de la vigencia 2006 / Documento Conpes Social 109: Política Pública Nacional de primera infancia "Colombia por la primera infancia" - 2007. / Documento Conpes Social 091: "Metas y estrategias de Colombia para el logro de los Objetivos de Desarrollo del Milenio - 2015" - 2005./ Ley 715 de 2001 / Ley 115 de 1994 / Plan Nacional de Desarrollo/ Ley 1098: Código de infancia y adolescencia/ Convención Derechos de los Niños - Unicef 1989/ Ratificación Convención Derechos de los Niños 2000 - ONU, Oficina del Alto Comisionado de los Derechos Humanos/ Compromiso hemisférico por la educación de la Primera Infancia - 2007 OEA y Cidi/ Lineamientos programáticos para la educación de la Primera Infancia - 2007 OEA y Cidi/ Objetivos de Desarrollo del Milenio – ONU/ Objetivos de Desarrollo del Milenio Informe 2008 – ONU / Sinopsis Objetivos de Desarrollo del Milenio 2015 – ONU / Objetivos de Desarrollo del Milenio en América Latina y el Caribe: retos, acciones y compromisos - 2004 BID

#### Relevant sections of the documents.

**Table A1. The relevant section of the documents.**

Document	The relevant section of the documents and pages
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<b>PNED</b>	Introduction P. 9 - 10	Marco de referencia P. 11-20	Quinto desafio P. 49 -52	Indicadores del 5to desafio P. 69
<b>PND 2014</b>	Introduction P. 27 - 33	Colombia la más educada P. 62-85		
<b>PND 2018</b>	Introduction P. 35-40	Pacto por la equidad introducción P. 231-233	C) Educación de calidad para un futuro con oportunidades para todos P. 285- 311	G) Juventud naranja : todos los talentos cuentan para construir país P. 363-373

## DOCUMENT 1.

1. Plan Nacional Decenal de Educación 2016-2026 (National Decennial Plan of Education 2016-2016)  
Published 2017 / BY: Ministry of Education Total pages : 84

### First comments

- The Plan's response to international standards. It has a top-down approach. It prioritizes international perspective. It the framework mentioned the ideas of the UN, as well as the project Education for everyone. Also, the Colombian government has sigh up international compromises. The idea around education and the document also follows the 4-A Scheme, created by Katarina Tomaseyki, referent of the UN. This scheme includes affordability, accessibility, acceptability, and adaptability. After this, it also mentioned national references to supply the education service. It also says: "each category of the plan included a perspective form the international, especially considering the indicators of the OCDE. It is complemented by a national evaluation and the appreciations of the consultant to the civil society".
- -It has a focus on the future. It is always using as a reference a prospective time. And, it repeated the idea of 'opportunities for the future, a better future living conditions.'
- -It is focused on positive things. It highlighted the results of the previous actions to improve education.
- -It has a more diplomatic, integrative and participatory tone. It aims to promote a shared vision of education. This reflects the tone of the Santos government. Who also put a focus on international relationships. The document does not want to focus so much on the conflict. It needs to be careful. In a post-conflict time it is better not to talk about the conflict, but moving beyond it. So, they are trying to put a focus on the achievements, the opportunities, the future, and the good things

### Genre:

- A National Decennial Plan for Education, in Colombia, is a roadmap for 10 years, published by the National Ministry of Education. This document aims to organize the education service by offering guidelines and standards to the stakeholders regarding education in a period. The

National Decennial Plans of Education were a propose on the Education Law (law 115, 1994). According to the law this plan is *“indicative, will be monitoring and evaluate constantly, and should be considered in the National Development plans”* (Article 72). The Plan has a propection for ten years, which means 3 presidential terms. In the past, there were another 2 Decennial plans. The first one covered from 1996 to 2006, and deal with issues like the re-organization and consolidation of the education system to overcome the inefficient of the system. The second one covered from 2006 to 2016 deal with articulation and coherence of the education system, and the creation of research culture. However, Colombia is not the first country using this strategy to improve education. Actually, other countries such as Brasil, Argentina, República Dominicana, United States, France, and Australia have used these plans before as roadmap for education.

- The current plan for 2016 -2016 was produced in 3 phases: 1) diagnostic of the educational situation, 2) design, 3) Monitoring and evaluation. Also the producers consulted 1 million Colombians, who were the target of participatory strategies such as surveys, workshops, and focal groups. Likewise, the producers of the plan consulted an expert commission to identify the main education challenges for Colombia. Also, the OECD and the South Korean government supported the plan production.

#### **The Speaker:**

- The Ministry of Education is the public entity in charge of the education of public policies. This ministry should formulate guidelines and articulate with the regional secretaries of education to improve education. The Colombian president is the head of the ministry. However it assigned a minister in its representation. According to the Colombian law the Ministry have the task related to: *“- stablished guidelines for public policy -Desing standards for an education quality that guarantee the training of people in peaceful coexistence, participation, and democratic responsibility – ensure the quality of education -to dictate the criteria for pedagogy programs an integral early childhood education, as well as, other provision modalities”*.

#### **Audience:**

- Traditionally, this document is open to the public. There is no reference inside the text to the target. However, it is possible to infer by its genre and use of technical language that this plan targets local governments, educational institutions and other organizations offering the education service. Moreover, the plan targets the policymakers who should pay attention to the plan, to articulate with it in other policies.

**Setting and the Global Context: (Kairos: Part of the rhetorical analysis)** Useful to identify the context in which the text was produced and published:

- The plan was designed and published during the government of Juan Manuel Santos. This president set as a priority for the country peace, equity and education. One of his goals as president was that Colombia becomes the most educated country in Latin America for 2025. Therefore, the education budget for the country, for the first time in history, overcome the investment on national defense and security. The plan was design under the guide of the education ministry. Gina Parody started the process but when she resigned, the process continued under the leadership of Yaneth Giha Tovar, who was the CEO of Colciencias, the institute for the promotion of science and research in Colombia. She had also worked for around 16 years in the public sector. She is an economist and specialist in conflict resolution.

- *There is a note in the document that says: the ideas in this document does not represent necessary the position of the ministry.*
- In the 2015, when the production of the plan started, the Colombian government was in the middle of the peace negotiations with the illegal group FARC. Also, the OECD was applying the PISA test to students all around the country. This test evaluates the performance of students and compare in a rank with other countries. Furthermore, there were regional elections and many candidates decided to include education as a main issue in their development plans. At the same time, the event “Cumbre de líderes por la educación” (Leaders for Education Forum) occurred in Bogotá. This is a yearly space to update educational trend, discuss and open a dialogue around educational challenges or concerns, and shared good practices. Some of the questions that frame the events were: have we financial resources to make Colombia turn into the most educated country in Latin America?; who should be the education in a post-conflict context?; how to push up a bilingual education in Colombia? ; who much inclusive is Colombian education system?; what are curriculums of the future? ; what are the challenges of education to integrate technology and what are the professional careers of the future?

#### **The title:**

- National Decennial Plan of Education 2016-2026: The route towards quality and equity. (En español) *Plan Nacional Decenal de educación 2016-2016: El camino hacia la calidad y la educación. **The title suggests a horizon:*** quality and equity, that should be achieve in a period of 10 years. The Colombian presidential period is only for 4 years. So, the plan is a vision create to unify and mark a similar pathway between governments. The title uses the metaphor of a road or a way. This also means, that it is a process.

#### **The structure of the text:**

- The PNDE was originally write in English. There is not still English translation available. The full title is: Plan Nacional Decenal de Education 2016-2026 (National Decennial Plan of Education 2016-2016).
- The PNDE is organized into an introduction, a presentation of the framework, the diagnostic of the education in the country, the methodology, the strategic guidelines, the specification for monitoring and evaluation, appreciations and references. **Introduction:** What is education in Colombia, the government progress and work around education, the main challenge on education, and the order of the document. **(p.8 -10) Framework:** education as a right, international perspectives, principles and bases of the document, vision, concept of quality, expectations and other challenges. **Diagnostic:** access and coverage, continuity, quality, relevance and financing. **Guidelines:** response to the 10 main challenges. **Monitoring and Evaluation:** indicators.

#### **The main message (mix with frame analysis WPR and Identification of the chain of argumentation)**

- The main message of the Plan is that there is an unequal access to opportunities that are constraining the socioeconomic development. That crisis can be solved by providing quality education for everyone. So, the government is on the way to do it.
- Parallel to the main message, the author addresses other issues: The peacebuilding requires a type of education able to contribute to the training of citizenships, conflict resolution and peaceful coexistence.
  - All children should enter and remain in the education system.
  - There are socioeconomic gaps between the Colombian regions.
  - All the society is part of the PNDE.
- **Q1. What is the problem?** In Colombia, there is unequal access to opportunities for the population, that constrains an equitable socioeconomic development between regions.

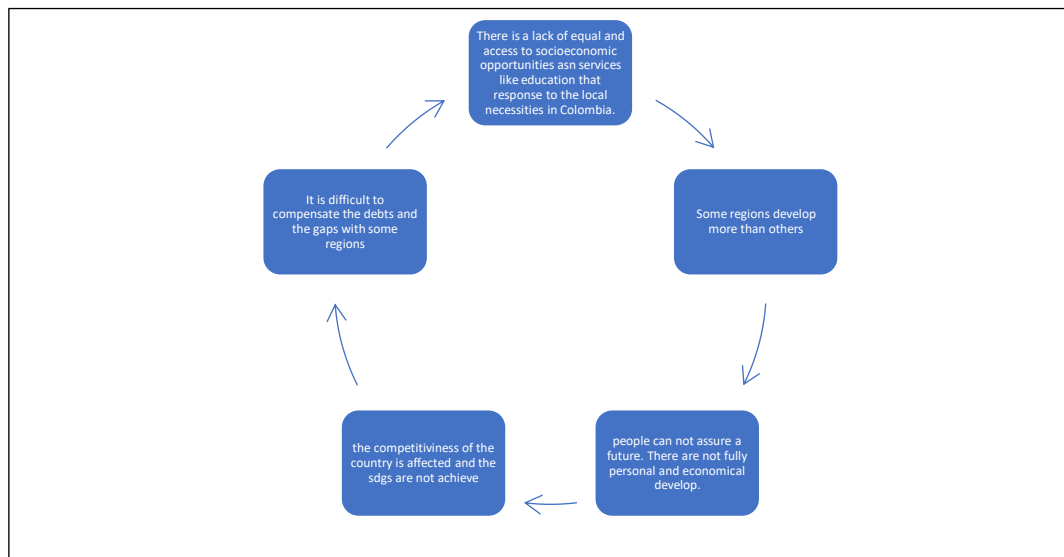
Because of this, the country has diminished the competitiveness and the population live conditions could be better.

- **Q2. What presuppositions or assumptions underlie this representation of the problem?**
  - 50 years of war was a constrain to invest more efforts on improving education (p9)
  - There are educational gaps between regions (p9) and, there are educational debts with those leaving behind regions (p9).
  - Education impact regions' socio-economic development and is a motor for equity, social mobility and strength the public institutions (p11).
  - More educational opportunities more opportunities for live project development (P12).
  - To materialize education right, there should be coherence in normativity and investment. (p13)
  - The state should guarantee education.
  - The ministries, secretaries and civil society should be convinced that education is effective in the medium and long term (p15).
  - Quality education only is possible with the development of the cognitive, social, affective, a communicative and practical dimension.
  - A quality education proposes and achieve appropriate goals to the people and communities in the context of a constant progress, that give a value for competitiveness. (p15)
  - Quality is related to an educational system that is in: a constant improvement, contribution to the equity, compensation of the socio-economic disadvantages.
  - Everyone should follow the route for the next ten years (p27)
  - There should be a committee to monitoring and evaluate the education process.
  
- **Q3. How/where is this representation of the problem produced, disseminated and defended? How could it be questioned, disputed, disrupted?** In Colombia, there is unequal access to opportunities for the population, that constrains an equitable socioeconomic development between regions. Because of this, the country has diminished the competitiveness and have not achieved the SDG'S. Hence, the solution to this situation is to promote access to quality education for everyone. Because education improves the possibilities of having better life conditions, promote innovation, and push up the productivity and progress of the regions.
  - However, 50 years of conflict in Colombia have blocked efforts to improve education, and there are some educational debts to cover. Even though there is progress in improving access and coverage, quality remains the main challenge. Colombia is not doing well in the international tests like PISA; the students are dropping out of schools because of the curriculums are not appropriate for them, and there are not enough and strength educational programs for ethnic groups that motivated people to enter to the system. This situation causes that the social gap in the access to opportunity increased even more. So, Colombia government has compromised by signed international agreements to work for guarantee quality education, during the whole life for everyone.
  - Colombia is not alone in this way to promote education as a tool for development. Also, the UN and other pair countries have pushed up education as a fundamental tool to achieve other rights to, mobilize people, and reduce gaps.
  - The Colombian government is taking education quality improvement and the reductions of gaps seriously. To improve education and generate quality, first, Colombia needs to overcome ten challenges. So, the country wants to push up a standard route for all the stakeholders: the decennial Plan for ten years. This plan aims to materialized education for everyone paying attention to the territory and breaking up the socioeconomic constrains that does not allow to have equity. Furthermore, the government organized a diagnostic and consultancy phase to build the plan hand by hand with civil society,

including their expectations and promoting citizenship participation. Thus, if everyone sticks to the plan, at the end there would be more quality education for everyone. As well as, people would be satisfied with the education they received and closer to the opportunities to makes their dreams come true.

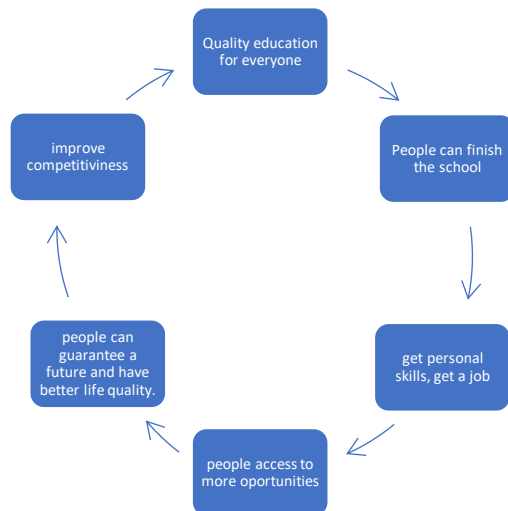
**LOGOS.** The text has a circular model of argumentation. First, it presents the main problem and shows how it reproduce itself. According to the Plan, *In Colombia, there is unequal access to opportunities for the population, that constrains an equitable socioeconomic development between regions. Because of this, the country has diminished the competitiveness. The text repeated the idea that it is necessary to ‘increase the possibilities of the individuals to have better life conditions and increased the progress opportunities for the regions’ (P. 9) or, ‘The plan should contribute to response to the regional need to contribute to have a better-quality life and the incomes of Colombians’. (p16) or, even some of the guidelines are focus on ‘promote strategies to guarantee equal opportunities in the access to education (p55)’.*

Graphic D1. Structure of argumentation



In that chain of argumentation, the text opens a space for a solution. So, it breaks the first chain of arguments to develop another one. This time with the solution. *Hence, the solution to this situation is to promote the redistribution of the financial resources and a better organization focus access to quality education for everyone. Because ‘education can compensate the socioeconomic gaps to generate new opportunities’ (P15), as well as, improves the possibilities of having better life conditions, promote innovation, and push up the productivity and progress of the regions (P9).*

Graphic D2. Structure of argumentation 2.



**Note:** This chain of argumentation is applicable for the other two documents as well.

## DOCUMENT 2.

**General analysis of the document 2. Plan Nacional de Desarrollo 2016-2026 (Nacional Decenal Plan of Educación 2016-2016) By : *Departamento Nacional de Planeación Total pages 783.***

### First impression after reading

- They have an international and global focus.
- They are considering education as part of a bigger strategy to build a new vision of country.
- They have many ambitions about education.
- They focus on the teachers as a main.
- They have a very strong focus to guarantee the supply of services in all the territory.
- For them the communication strategies are very important. It is a government which want to show as many results as is possible.
- They try to suggest that people can change their behavior and follow certain rules.

### Genre:

- This PLAN is a document that contain strategies and component of action for the development of the country during a governmental term. This plan is a requisite for all the government. This plan was published two years after the government started the peace dialogues. Also, this plan was the final plan of the Juan Manuel Santos government. The plan has 3 main principles: Peace, equity and education.
- This plan is:

- It is the road map that establishes the government objectives, setting programs, investments and goals for the four-year period. It allows you to evaluate your results and guarantees transparency in budget management. (DNP)

#### **The Speaker:**

- The National Planification Department oversees lead the medium and long term planification for the development of the country. So, they oversaw the production of this document. By the publish time of this document Simon Gaviria Munoz was the head of the DNP. The DNP has other functions like: propose the macroeconomic strategies, with the Ministry of 'hacienda', support the regional entities for the implementation of the task related to the National Plan, to promote, coordinate and support the development of the association scheme between the different levels in the government.

**Setting and the Global Context: (*Kairos*: Part of the rhetorical analysis)** Useful to identify the context in which the text was produced and published:

#### **The main message (mix with frame analysis WPR):**

##### **Q1. What is the problem?**

There is a vicious circle of a weak state and other socio-economic problems that constrain development, modernization, competitiveness and does not allow people to have an equal benefit. So, the has now an opportunity to transform the reality and replace the circle for a new one based on peace, equity and education.

Other problems:

The historical legacy of conflict.

A vicious circle of a weak state that constrain the development

#### **DOCUMENT 3.**

#### **General analysis of the document 3. Plan Nacional de Desarrollo 2018-2022. Author**

##### **First impression after reading the first time.**

- That chapter that mentioned education is part of the strategy Pacto por la equidad. This create a distraction, this means education is not central but instead is in in the middle of another objective.
- They emphasis more education as a tool, and not so much education as a right.
- Education is the key to build equity. They follow the decennial education plan. Focus on: quality and relevance, rural education, children staying into the system, role of the teachers as agents of change.
- What is education
- The challenges

- What we are going to do.
- They have a big problem → the coverage of the secondary education is few.
- They emphasize the violence and protection of children.

#### **Genre:**

This PLAN is a document that contains strategies and components of action for the development of the country during a governmental term. This plan is a requisite for all the government.

This plan is:

It is the road map that establishes the government objectives, setting programs, investments and goals for the four-year period. It allows you to evaluate your results and guarantees transparency in budget management. (DNP)

#### **The Speaker:**

- The National Planification Department oversees and leads the medium and long term planification for the development of the country. So, they oversaw the production of this document. The DNP has other functions like: propose the macroeconomic strategies, with the Ministry of 'hacienda', support the regional entities for the implementation of the task related to the National Plan, to promote, coordinate and support the development of the association scheme between the different levels in the government.

**Setting and the Global Context:** (*Kairos: Part of the rhetorical analysis*) Useful to identify the context in which the text was produced and published:

#### **The main message (Mix with Frame analysis WPR):**

- **What is the problem?** Colombia have not achieved the maximum point of development because there are some factors that constrain the social change and the possibility to have a more equity country with opportunities for everyone. Some of these factors are the illegal economies, the low productivity and the inefficient state. The solution is to make deals with the private sector to invest efforts and define priorities, to coordinate and achieve the maximum development of the country and makes Colombia turn into a higher income country.

Other of the problems:

There is not the human capital to support the market labor of the country.

#### **Annex B. Application of content analysis**

In this annex I present the application of content analysis for the three documents. Nevertheless, the cooccurrence analysis only apply for the word education and children and youth in the three documents.

**Table B1.** Number of times a word pops up per document.

**Description:** General content analysis to check the 10 WORDS that pop up more times in all the documents regarding education.

	Number of times a word pops up per document		
<b>Colum 0.</b>	<b>Colum 1.</b>	<b>Colum 2.</b>	<b>Colum 3.</b>
	<b>PNED</b>	<b>PN 2014-2018</b>	<b>PN 2018-2022</b>
1	<b>Education (X596)</b>	<b>Development (X1627)</b>	Covenant or deal (X3419)
2	<b>National (X240)</b>	<b>National (X1331)</b>	<b>National (X3163)</b>
3	Quality (X175)	System (X1246)	<b>Development (X3086)</b>
4	Training (X165)	Services (X956)	Equity (X1725)
5	<b>Development (X124)</b>	Health (X662)	Productivity (X1668)
6	Equity (X1169)	<b>Education (X644)</b>	Services (X1069)
7	Participation (X110)	<b>Rural (X592)</b>	<b>Education (X961)</b>
8	System (X103)	Information (X554)	<b>Rural (X922)</b>
9	Route (X98)	Quality (X543)	Institutions (X891)
10	<b>Rurality or rural (X85)</b>	Infrastructure (X522)	Rights (X707)

**Table B2.** Number of times 11 selected words appear in the text.

**Description:** General content analysis to check other 10 WORDS that in which I am interested and that are related to the space given to alternatives paradigms of education

	Number of times 11 selected words appear in the text.		
	<b>Colum 1.</b>	<b>Colum 2.</b>	<b>Colum 3.</b>
	<b>PNED</b>	<b>PN 2014-2018</b>	<b>PN 2018-2022</b>
Paradigm	X23	X0	X8
Flexible	<b>X28</b>	<b>X5</b>	<b>X28</b>
Inclusion	X26	X109	<b>X317</b>
Recognition	X22	X40	X101
Participation	X110	X229	X506
Afrocolombiano- Raizal o Palenquero	X2	X12	X299
Alternatives	X3	X57	X111
Community	X24	X211	X584

Etno-education, education propia	X1	X3	X11
Enfoque Diferencial	X1	X50	X45
Children and youth	X33	X280	Girls(x168) Boys (x282) adolescents (x220) youth (x200)
Local	X0	X232	X51

**Table B3. Co-occurrence of the two selected words for the selected sections of the documents.**

**Description:** Content analysis on word counting and concordance of the words in the parts of the documents related to education. I will track the Education and Children and Youth in the parts of the documents regarding education - in which I explain what the parts of the text are I will focus on-. Sometimes I also included some interesting concordance that I sight in other parts of the text that does not correspond to the analysis.

	Colum 1.	Colum 2.	Colum 3.
	PNED	PND 2014	PND 2018
Education	<p><b>Main concordances:</b> Plan of education- Education as a Right - The Quality of education -The education levels (higher, secondary, primary, initial) -The education challenges - The education system - Education is a tool for...-Institutions for education...- Expenditure on education... -Access to education.</p> <p><b>Other:</b> 2016-2016, powerful, training, efforts, rural areas, contribution, fundamental, other rights, should be</p>	<p><b>Main concordance:</b> Equity and Peace, health and housing, public services, infrastructure, pillar or main core, development, Ministry, competitiveness, quality and relevance, Early childhood, rural education, normativity, information and communication, coverage,</p> <p><b>Other concordance:</b> Jobs, training, human capital, virtue circle, return, coverage, pillar, science and development, Lack of</p>	<p>Quality, for future, ministry, high education, access, learning contracts, "education Postmedia', initial education, disable population, women, economic empowerment, quality, opportunities for everyone, supply, competences of the workers, human Talen t in heath,</p>

	<p>oriented towards, should built skills, integrity, gender, free and compulsory, permanent process, goals, equity, route or track, priority, resources, should improve, law, transformative, measuring, will point, national agreement, nation, relevant, Ministry, National Plan, technical, process, National Project, offer, Secretaries, Service, observatory, public expenditure, educational sector, private and public, educational community (14), National education, science and technology, the education they expect, needs, vision, policies, the education which they dream about it, expectations, strengthening, sector (37), internationalization, programs, inclusive, research, pedagogy, innovation, dominant approach, peace, contents, strategies, practice, indigenous, "Juntas Municipales", flexible educational models , rural population, coverage, PIB, investment, gaps, peace, national order, SDG's, compromise, committee.</p>	<p>education, Potable water, productivity of the business, limited access, relevant, built future, institutions, competences, access, Early childhood, drop out, basic, media and high education, problematics, rural areas, barriers for the access, scheme, levels, National Information System, Main core, powerful tool, integral improvement, other countries leaders in education, relevance, culture, articulation, normativity, transition, modalities, 'Familias en acción', official institutions, ethnoeducation programs, flexible, compulsory, information about investments, 'entidades territoriales certificates', evaluation, articulation, supply and demand, world, business, new English test, study kits, social policies, training for job, economic development, adjustment, international centers, science and mathematics, public education, justice, virtual education, Tics, certification, good use of..., institutional adjustment, human capital and social mobility, formal education, Pruebas Saber, future working</p>	
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		<p>life, close the gap, efforts, vulnerable population, system, Quality, sexual integral education, management model, management standards, whole life education, system, to guarantee quality, tourist and communication sectors, use of technologies, social protection, financial inclusion, education for the national army and police, cooperation, better national and international universities, dialogue, education in DD.HH. and peace, victims access to education, psychosocial attention, de-mining process, integral assistance to the victims, ERM, state intervention, national development, bilateral relationships, climate change, environmental knowledge, culture, participation, roads, gaps, nutrition, tele education, building, efforts, enrollment, youth, high quality, children, scarcity, labor indicators, employment, social mobility, traditional education, indigenous system, special education, standardization and acceleration of the process System,</p>	
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		challenges, sector, implementation, agents, institutions, modernization, educative centers for children and youth, model, programs, combat the dropping out rates, to create more educative and innovative environments, service,	
Children and youth	Are studying free, is to take them closer to new opportunities, is a fundamental right for...free and compulsory education for all the children and youth, in schooling age, looking for children who are not enroll, it is a right restitution for those who have been vulnerable, vulnerable and disadvantaged, children in difficult situations, social , affective, learning index, attention, drawings, progress opportunities, enrollment, difficulty to stay in the system, in rural areas, standard guidelines, different context, promote the participation, political and social life	<p>Colombia must improve education. Facts like the increase of 72% of children less than 5 years enrolled in the initial education (p. 62)</p> <p>In the whole nation, 49,3% of children less than 5 years stay at home with their parents most of the time. (p. 65)</p> <p>In the program De Cero a Siempre , there was assistance for 976,387 children less than 5 years old. (P. 65)</p> <p>There is a high percentage of children who do not access to initial education (P. 65).</p> <p>Cash transfer for the children in the most vulnerable households (P. 220)</p> <p>There will be a priority for the children part of ethical communities (P. 272).</p>	Home, family , integral development, social fabric, safe environments, women, violence in the families, victims, women, mothers, social programs, socioemotional competences, health programs, services supply, sexual violence, protection, no interest , security, special attention, live projects, ethnic groups, basic assistance, communities, effective actions, identification, needs, equal participation, learning, math, language, practices that exclude, survival, impact, human being, marriage, abuse, justice, gender violence, equity, prevention, sexual and reproductive rights, target population, LGBTI, historical discrimination.

		<p>The children part of the indigenous communities will be attended in the education system of the indigenous communities (p. 272).</p> <p>Around 400.000 youngsters accessed to high education. (P. 62).</p> <p>One of three youngsters does not do the transit from media to high education. (P. 66)</p> <p>The attendance to high education of youngsters between 17 and 21 part of poor households was 9.2% and for the vulnerable household of 19%; this is a contrast with the youngsters in the household with more incomes for whom the attendance rate was 61,7 (p. 66)</p> <p>There is an inadequate preparation of the youth to access to high education (P. 66)</p> <p>The youths who got a lower grade in PRUEBAS 11 – national test- saber left the high education easily. (P. 66)</p> <p>To guarantee the children and youth rights require to strength the monitoring process and evaluation of the</p>	
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		<p>policies focus on this population (P. 69).</p> <p>The government will promote the building of educational centers for youth in rural areas (P. 75).</p> <p>To motivate youth in social service and train them to participate in the illiteracy process to other youth (P. 80).</p> <p>To hire professors to assist the children and youth that show academy capacities higher than their classmates (P. 82)</p> <p>To Improve the human capital of the country, the government support the youth who want to access to masters and Ph.D.'s (p. 128)</p> <p>To promote the scientific vocation of the children and youth (P. 130)</p> <p>To achieve that the youth see the production of knowledge and the innovation as a labor option (P. 131)</p>	
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## SECTION 2.

This section is focus on the details around the word paradigm and transition. This second section is an analysis of the chapter five of the Decennial Plan.

**Annex C. Content analysis for paradigm, inclusion, recognition, participation, communities, in the Decennial Plan.**

**Table C1.**

	<b>Colum 1.</b>
	<b>PNED</b>
<b>Paradigm</b>	<p>Education that transform the + dominant + paradigm (P. 17)</p> <p>Conceptual approximations to the new + paradigm (P.17)</p> <p>New educative + paradigm (P.18)</p> <p>Paradigm + oriented to train citizens (P.18)</p> <p>Paradigm + is a model (P.18)</p> <p>Different types + paradigm (P.18) <i>It appear as a foot-note in tiny letters.</i></p> <p>Strategical Challenge + paradigm (P.49)</p> <p>Shift from a homogeneous + Paradigm + to a heterogeneous one (P.50)</p> <p>Educational institutions should engage with + a paradigm + that is participative and inclusive (P.50)</p> <p>Transformation of practices and administrative + paradigms (P. 66)</p> <p>Paradigm + measurement of socioemotional competences (P.69)</p> <p>Paradigm + number of pedagogical practices transferred (P. 69)</p>
<b>Inclusion</b>	<p>Mechanism for the + inclusion + of marginalized populations from the education right (P. 12) <i>It is part of the paragraph when they talk about accessibility</i></p> <p>Identification and + inclusion+ of the population with special educational needs (P. 28)</p> <p>Establish a high education public system free and universal+ Access, continuity and + inclusion + of all the populations (P. 40)</p> <p>Improve the educational state system to promote access, adaptability, acceptability, continuity and the + inclusion + of all populations (P. 41)</p> <p>Guarantee the + inclusion+ of everyone thought the flexible curriculums (P. 44)</p> <p>Technological infrastructure to facilitate + inclusion + in learning process (P. 54).</p> <p>Develop national entities oriented to + inclusion + of vulnerable people to guarantee access, continuity and graduation from high education (P. 56)</p>

	<p>Strengthen the social + inclusion + through the networking and the systematic exchange of assistance with a plural and difference approach (P. 56)</p> <p>An inclusive approach focusses on the rural plans (P. 63)</p> <p>Promote the use of technology in the inclusive education of the population with diverse capacities (P. 55)</p> <p>Promote the inclusive education through the differential and plural approach (P. 59)</p>
<b>Recognition</b>	<p>The pillars of the society such like + Recognition + of the differences (P. 10)</p> <p>Responsible autonomy and the + recognition + and care of the wealth related to the diversity of the territories (P. 18)</p> <p>Social and esthetic sensibility, the + recognition+ and the willing to coexist with cultural, religious, political and gender differences (P. 20)</p> <p>Integral assistance, + recognition+ and respect for diversity (P. 44)</p> <p>Identification, + recognition+ and monitoring of the teacher's qualifications (P. 48)</p> <p>Promoting a culture of + recognition+ to the professor's role (P. 49)</p> <p>Guarantee the engagement of the media in the + recognition+ dissemination and realization of the educative transformation that the country requires (P. 52)</p> <p>Development of 'propias' modalities and relevant for ethnic groups and + the recognition + of diversity (P. 58)</p> <p>Promote from the early education the respect and + recognition+ of the pluralistic wealth of the country (P. 59).</p>
<b>Alternatives</b>	<p>Effective focalization in the towns where there was no + alternative+ of high education (P. 22)</p> <p>Analysis if the educational needs of the country and the + alternatives that can contribute to solve these needs (P. 34)</p> <p>Promotion of the +alternative + spaces for the training of professors (P. 49)</p>
<b>Communities</b>	<p>Experts and + academic community ( P. 10)</p> <p>Regional and local government, + academic community+ and private sector ( P. 10)</p>

	<p>Quality education with relevant goals for people and communities in the context of a society in progress and that is competitive in the global context ( P. 15)</p> <p>There are 10 challenges that were design from participative exercise with the community interested from its knowledge and experiences (P. 17)</p> <p>Participation of the academic communities, educative communities and the society as a unity ( P. 19)</p> <p>A relevant education for the ethnic communities (P. 25) <i>For media education.</i></p> <p>A document that contain the pillars for a Educación propia that include the values, and habits, of the ROAM communities in the country. (P. 25)</p> <p>Society and educative communities, specially professors, experts and the academic community (P. 29)</p> <p>A flexible curriculum appropriate for the reality of the local communities ( P. 44)</p> <p>Integrate family and community in the learning of the students (P. 50)</p> <p>To adapt to the needs of the community + the rural sector ( P. 59).</p>
Afrocolombian, raizal , palenquero and etnoeducación	<p>Poblational group + (Ethnics, indigenous, afrodescendientes, disable people) (P. 61) <i>Is part of the section 8 challenge: priotization for the development of the rural population.</i></p> <p>Afrocolombia, black, palenquera and Raizal + population + we advance in the practice of etnoeducative models (P. 25)</p> <p>13 etnoeducative + projects + propios and intercultural.</p>
Flexible	<p>Push + flexible + models in high education (P. 7)</p> <p>Guidelines for general curriculums, appropriate and + flexible (P. 17)</p> <p>Flexible + curriculums imply to review the current curriculums (P.18-19)</p> <p>General orientations + flexible + dynamics about the education future (P. 30)</p> <p>Technological strong, dynamic and + flexible + platform (P. 36)</p> <p>Individual interest in a unique + flexible+ inclusive and coherent system. (P. 43)</p> <p>Third Challenge + curriculum + flexible (P. 43)</p> <p>Curriculum + Flexible + articulation with different educational levels (P.43)</p> <p>Evaluation of + flexible + and relevant curriculums (P.44)</p>

	<p>New pedagogies, didactics, and + flexible+ technologies. (P.48)</p> <p>Increase the participative, democratic , plural and + flexible + participation to respond pertinent to the need of the population that require a differential approach ( P. 56)</p> <p>Develop data systems adapted to the +flexible+ education models (P. 58)</p> <p>Monitoring for the educational + flexible + models in the rural sectors ( P. 59)</p> <p>Strengthen the offer of + flexible + models to attend special need and problems in the rural areas (P. 59).</p> <p>Strength boarding schools with + flexible + models ( P. 60)</p> <p>Encourage + flexible + models that include the student vocation (P. 61)</p> <p>Regulate the + flexible models+ for the rural population (P. 61)</p> <p>Develop + Flexible + models for the rural population (P. 62)</p>
Participation	<p>A constructive exercise with the + participation + of the national government, proffesors, researchers, academic communities (P. 11)</p> <p>The recovery of the Colombian people from the negative impacts of the conflict, the resilience capacity, as well as the active and critical + participation in the global nets and in the internationalization process (P. 15).</p> <p>The importance that the state give to education would be measure by the + participation + of the educational budget in the PIB (P. 17)</p> <p>The agreement made due to the + participation + of the educational communities (P. 19)</p> <p>The construction on the early, primary and media policy of 'educación propia', with the participation of the Comisión Nacional de Trabajo (P. 25)</p> <p>Facilitate the citizenship participation (P. 29)</p> <p>Mechanism of + participation + for the design of this Plan (P. 30)</p> <p>This plan promotes the + participation + of the educational community, municipalities, and civil social organizations (P. 32)</p> <p>Facilitate more participation of the citizens in the design of this plan (P. 36)</p> <p>Offering real and effective spaces for the participation and the making-decision process (P. 40)</p> <p>Promotion of the regional and national culture values and the participation of the state and other social actors (P. 41)</p>

	<p>Concertation with the + participation + of different actors to propose the structural reforms that the educational system require (P. 42)</p> <p>Diversity and promotion of the active participation of the youth in the social and political organization (P. 43)</p> <p>Agreements for the curriculum with the + participation + of different actors like schools, academic community , scholars, MEN and stakeholders.</p> <p>Promote the participation of the proffesors in the design of the education policy ( P. 46)</p> <p>Schools and + participation + of the <b>Juntas Municipales de Educación.</b></p> <p>Strategies for the participation of the business and private sector (P. 63)</p> <p>Education is a compromise that require the + participation + of all the citizens (P. 73).</p>
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#### Annex D. Application of concept analysis mix with narrative analysis

##### Description of the method.

**Table D1: Review of the text : Challenge No.5 in the Decennial Plan of National Education 2016-2026**

Review of the text : Challenge No.5 in the Decennial Plan of National Education 2016-2026			
Column 1	Column 2	Column 3	Column 4
<b>Step 0. Identify Components</b>	<b>Step 1. Clarify meanings of terms. Comments on keywords. Special use of language.</b>	<b>Step 2: Identify Conclusions (Stated and Unstated)</b>  <b>Step 4: Identify Assumptions (Stated and Unstated)</b>  <b>Including other questions.</b>	<b>Extra column. Part of the narrative analyses.</b>  <b>Identification of the social groups or actors.</b>
It is necessary to promote a profound change of pedagogical model, and broad support and encouragement of educational innovations in the country.	<i><b>It is necessary:</b></i> Necessity is also the lack of something. A condition why something else is not possible. Something that need to be done.  <i><b>Pedagogical model</b></i>	State assumption (SA): ( <b>It is necessary to promote profound changes</b> ) It denotes an urgency and the idea that there is something that is not going good. But, to change it requiere more than a superficial action.	Innovators  Another subject that is not clear WHO it is.

<p>That is why it is necessary to boost creativity in the classroom, so that innovators have the necessary support to ensure systematization, evaluation and monitoring of their experiences, in order to define how and under what conditions they can be generalized.</p>	<p><b>Educational innovations:</b></p> <p><b>That is why:</b></p>	<p>Unstated assumption (UA): A change in the pedagogical model can solve the necessities we have. The objective is to do changes in the pedagogical model.</p> <p>UA: The country want to be a leader in the innovation area.</p> <p>SA: The country needs to try other educational elements, and spread them. That is why they need people to create. They need people to be creative.</p> <p>UA: The education is conceive mainly inside the classroom.</p> <p>UA: There is a gap between the initial process of train creative people and the replicating of the experiences: the gap is that the country does not support the desing, production and intermedia process of the innovations.</p> <p><b>For whom it is necessary to promote this change?</b></p> <p><b>What are the criteria for evaluation and monitoring?</b></p>	
<p>Move from a homogenization paradigm to a paradigm that recognizes the heterogeneity of the country</p>	<p><b>Heterogeneity:</b> Not everything or everyone has the same characteristics.</p> <p><b>Paradigm:</b> A shared logic about knowledges, practices in education.</p>	<p>AS: The heterogeneity of the country is not being recognize in the current-use education paradigm.</p> <p>What are the vehicles to do this movement? Are those vehicles the pedagogical models mentioned before?</p> <p>Heterogeneity in terms of what? People, geography?</p>	

Understand that training for social life is not contradicted by productive training.	<p><b>Social life:</b> coexistence with others.</p> <p><b>Understand:</b> to understand is an action that require one subject to be possible. Who should understand? Understand implies a conceptual process, but it does not require a following action. After understanding, what else can happen?</p> <p><b>Contradicted by:</b> There is an opposition.</p>	<p>Who need to understand this?</p> <p>AS: The current education in Colombia does not mix the social life and productive training.</p> <p>UA: People should have both social training and productive training. The country need people who can produce and coexist with others at the same time.</p> <p>UA: People does not have understand yet that there is not a contradiction.</p> <p>What does it mean train for social life?</p>	Not a clear definition of the subjects.
Open space for training in social life, understanding that there is no single pedagogical proposal for training in this field.	<p><b>Open a space:</b> To accommodate something. It does not mean to displace, but it means to re-accommodate the normal structure. It does not mention the size of the space. It can be physical or virtual space.</p> <p><b>Understanding:</b> in this sentence it works like a connector ...because. It is used to give a reason that is truth.</p> <p><b>There is no single:</b> multiple options are possible.</p>	<p>UA: There are other ways to do the things.</p> <p>UA: Open a space does not mean to determine how big is the space.</p> <p>UA: there is no training in social life in the current education in Colombia.</p>	
Ensure that educational institutions appropriate a participatory and inclusive educational paradigm, which	<p><b>Ensure:</b> Indicates that there should be a monitoring.</p> <p><b>Appropriate:</b> to make It part of.</p>	<p><b>SA:</b> All the education institutions should use a participatory and inclusive paradigm.</p> <p><b>UA:</b> an inclusive and educational paradigm implies to pay attention to</p>	

develops and implements different educational methodologies and strategies, consistent with cultural and social contexts and diversity, relevant and oriented towards integral human development and the formation of the global citizen .	<p><b>Which:</b> expression of explanation, how something should be.</p> <p><b>Consistence with:</b> Following a path or some requirements.</p> <p><b>Relevant:</b> That is important or useful.</p> <p><b>Oriented towards:</b> a goal, following a path, with a vision.</p>	<p>the context in which education is being constructed.</p> <p><b>UA:</b> Education should be relevant but keep frame in the theory of human development and a global citizen. So, there is an interest that prevail over others. The interest of the global citizen is the goal at the end, it is the light which guide the educational vision.</p>	
Promote the construction and implementation of pedagogies focused on integrality in training.	<p><b>Construction and implementation:</b> one process follow the other one. First you build or design an action, then you implement. Indicates an order for acting.</p> <p><b>Integrality:</b> To pay attention to the different parts of a whole.</p>	<p><b>UA:</b> There should be more pedagogies or options regarding the integral training. An integral training in this case can be related to the social and productive life.</p>	
Recognize the country's diversity in decision making in the education system.	<p><b>Education system:</b> indicates Colombia have a certain way to organize education. A system indicates there are particular structure, and dynamics around education.</p>	<p><b>SA:</b> The decision makers should consider that the country is diverse. What are the implications of that?</p> <p>Who are the decision makers?</p> <p><b>UA:</b> The decision makers are not aware of other stories apart from their own story, because they still need to recognize there are others different to them.</p> <p><b>UA:</b> There education system has been considering as one, homogeneous one. Nevertheless, the education system has different faces and dynamics according to</p>	<p>Education system</p> <p>Decision-makers.</p>

		<p>the regions. The decision-makers should pay more attention to that fact. Recognition that there is not only one dynamic.</p> <p><b>UA:</b> There should be a revision and updating of the regulations of the system.</p> <p><b>UA:</b> Education in Colombia is following a certain organization.</p>	
<p>Consolidate a culture that promotes respect for what you think and is the “other.”</p>	<p><b>Consolidate:</b> Suggest that something that is disperse need to be coherent. To put the parts together.</p> <p><b>Culture:</b> habits and beliefs that becomes part and frame the social life.</p>	<p><b>SA:</b> There are efforts ongoing and some practices, but those practices are not still part of the behaviour in the education.</p> <p><b>UA:</b> There is a need to collect and put together the good practices and habits regarding the respect for the other.</p> <p><b>UA:</b> The respect for others should be something constant. Does the respect imply an exchange and dialogue? Or does the respect just mean an acceptance?</p> <p><b>UA:</b> the ‘government’ want to promote certain values and habits on the Colombian society and in the actors implicated in education.</p>	<p>The ‘other’</p> <p>You. (Two subjects that are different and are divided)</p>
<p>Establish mechanisms that favor a culture of transformative innovation in the education system.</p>	<p><b>Establish:</b> set up the basis or pillars of something. Suggest that something should be permanent.</p> <p><b>Favor a:</b> To facilitate, to support the advance of something.</p>	<p><b>SA:</b> the education system needs to be update.</p> <p><b>UA:</b> the transformation of the system should be a long term one. This transformation needs to be done in an organize way. The system should have a nature of flexibilization and constant updating. The system should adapt to the changes. It is a system that</p>	<p>Education system.</p>

		never stop its transformation.	
Promote the use of various environments that allow the development of learning processes and knowledge management.	<p><b>Promote:</b> encourage and push up something. Give a boost.</p> <p><b>Various:</b></p> <p><b>That allows:</b> It suggest the in order to do something, there should be previous conditions.</p>	<p><b>UA:</b> The country needs to do a hard work in mobilization of resources and efforts.</p> <p>UA: The development of certain enviroments can improve the learning and the knowledge production.</p> <p>SA: There country should open more spaces for learning.</p>	
Develop strategies that boost the democratic organization of educational institutions, their autonomy and the relevance of the curriculum.	<p><b>Develop:</b> A process of creation, design, and implementation. To grow or to elaborate.</p> <p><b>That boost:</b> an expression that suggest the need of energy for something...It suggest that something should be push up.</p>	<p>SA: The country need more democracy in the organization of the institutions.</p> <p>UA: The current institutions are not enough democratic, not enough autonomies and the curriculums are not enough relevant.</p> <p>UA: The country wants the institutions to be more independent, and to develop their own process.</p>	Educational Institutions
Integrate the family and the community into the process of training students.	<p><b>Into:</b> it suggests the idea that something is outside. An idea of separation. Two process happening at the same time. A fence or a barrier between two processes.</p>	<p><b>UA:</b> The family and the community are two different subjects of the society. It does not consider the learning process of the communities. It only considers the student as the subject of learning.</p> <p><b>UA:</b> Currently, the student training is apart of its communal and family life. There is a barrier between the social and communal process and the process in the school system. The school system is not working as a socialization space,</p>	<p>Family</p> <p>Community</p> <p>Students</p>

		instead it is isolating the student of the world.	
Promote and strengthen formative evaluation processes in the education system.	<p><b>In:</b> Suggest that an action should take place in a particular space.</p> <p><b>Evaluation:</b> A process of reviewing under certain criteria.</p>	<p><b>UA:</b> The country is focus on develop process of evaluation for the system.</p>	Education System.
Promote integral, human, resilient, critical and creative training for students, from the focus of human and social capacities and potential in students.	<p><b>Promote:</b> move resources, positionality of something, push up, facilitate.</p> <p><b>Integral, human resilient, critical and creative:</b> a group of values or characteristics.</p>	<p><b>UA:</b> The country is promoting an education in a certain way and with a vision supported in the human capabilities approach.</p> <p><i><b>Why there is such a big focus on creativity?</b></i></p> <p><b>UA:</b> It consider the social part of the students. It is not considering the environmental part or the spiritual part. Everything in the system is reduce to the social part. There is a need for develop the social characteristics of the students. There is neither mention of the political characteristics. There is an anthropocentric focus.</p> <p><b>UA:</b> the education should be turn in a space for socialization.</p>	Students
Promote the generation of replicable pedagogical innovations nationwide.	<p><b>Generation of:</b> Something need to be produced.</p> <p><b>Nationwide:</b> in the whole territory of a nation and for the whole population.</p>	<p><b>UA:</b> there is no replicable pedagogical innovations available.</p> <p>It does not consider those practices that are already ongoing.</p> <p>There are promoting diversity but at the same time need something that can be replicable.</p>	
Promote a change in educational management, taking into account	<b>A change in:</b> it suggests there is already an identification of a	<b>SA:</b> The current management of the system is working over old and	

national needs and projects and the formative challenges of the 21 <sup>st</sup> century.	<p>certain issue that should be modified.</p> <p>Take into account: It suggest considering criteria or requirements; Follow a path.</p>	<p>expired principles and does not response to the current global context.</p> <p><b>UA:</b> There should be an updating on the way the country manage education.</p> <p><b>UA:</b> Education is the formation process to response to challenges. Then, education should be aware to those challenges. So, what are the challenges?</p>	
Promote the development of 21 <sup>st</sup> century competencies (coexistence, creativity and innovation, critical thinking, problem solving, communication and information management, collaboration, citizen and professional skills, leadership skills and, among others).	<b>Coexistence, creativity and innovation, critical thinking, problem solving, communication and information management, collaboration, citizen and professional skills, leadership skills and, among others):</b> A group of values or skills.	<p>Are those the skills that need the communities and in the rural areas?</p> <p><b>UA:</b> The state knows what competences people need. Everyone needs the same competences. This characteristics are general characteristics?</p>	
Include in the curricula the themes of the critical use and appropriation of technology, culture and the digital economy.	<b>Included in the:</b> To make part of.	<b>UA:</b> The curriculum is important for the positionality of some themes and topics among students.	
Guide and strengthen educational processes and educational projects in accordance with the context, towards the	<p><b>In accordance to:</b> suggesting a path.</p> <p><b>Towards:</b> It suggest a goal.</p>	<p><b>UA:</b> The country needs to build peace in certain context.</p> <p><b>UA:</b> Education processes can contribute to peace.</p>	

construction of peace.			
Promote the construction of educational policies and training models based on context analysis, taking into account urban and rural diversity.	<b>Based on:</b> Paying attention, something that has a pillar, that is underlined by...	<p><b>AS:</b> the context analysis is important to develop educational models and policies.</p> <p><b>UA:</b> The policymakers should pay more attention to the contextual situations. So, the Policymakers are doing policies whit out context...this implies they have a bias.</p> <p>How to impulse or trough which mechanism this bias can be solve? Articulation? Training also for policymakers...?</p>	<p>Urban</p> <p>Rural</p> <p>Policymakers</p>
Create and expand spaces and times for discussion and reflection on pedagogical practices and pedagogical models with different social actors.	<p><b>Create:</b> some up with some ideas and actions.</p> <p><b>Expand:</b> make bigger.</p> <p><b>For:</b> suggest an objective.</p> <p><b>With:</b> it suggests a particular person.</p>	<p><b>SA:</b> There is a lack of public discussions or conversations around education.</p> <p><b>UA:</b> the conversation and discussion is needed to improve education, evaluate and support the updating of the system.</p> <p><b>UA:</b> The public conversations around education are usually going on with the same actors.</p> <p><i><b>Who are those which are usually in the conversations?</b></i></p> <p><b>UA:</b> The most important is to develop other pedagogical models. This is the departure point to change the paradigm of education.</p>	Different social actors.
Guarantee training environments, resources and educational means in accordance with	<b>Guarantee:</b> Suggest that something should be done. Monitoring, control.	<b>SA:</b> this plan is the main guideline, as well as the institutional plans.	

the Institutional Educational Project and with the vision of the Ten-Year Education Plan.	<b>In accordance with:</b> Paying attention to.	<b>UA:</b> all the resources and actions around education should follow a guideline, a path.  <b>UA:</b> The Colombian people should trust in this plan is good for the country.	
Promote creativity <b>inside and outside</b> the classroom and increase the spaces for exchange and socialization of significant and innovative experiences in the classroom, with the participation of the educational community.	<b>Inside and outside:</b> outlining of 2 spaces.  <b>Creativity:</b> Value or skill.	<b>UA:</b> Certain dynamics are happening in the classroom that are different to the dynamics outside of it.  <b>SA:</b> Creativity should be everywhere.  <b>UA:</b> something in education is not working and the exchange of practices can  <b>SA:</b> There is a lack of space for exchanges.  <b>UA:</b> The classroom is an important space where good practices are producing.  <b>UA:</b> Education is not working as a process of exchange. The relations in education is a one-one and direct relation.	
Implement educational models of academic and technical secondary education relevant to the needs and characteristics of urban and rural contexts.	<b>Implement:</b> to do something. It suggests that certain tools are need it.  <b>Relevant to:</b> useful for.  <b>Urban:</b> refers to the city and the dynamics of the city.  <b>Rural:</b> refers to the countryside and the dynamics of the countryside.	<b>SA:</b> the urban and the rural areas have certain characteristics. Nevertheless, it is not clear about what kind of characteristics (Physical space, social problems, population). It is just a different of physical space or also the dynamics?  <b>UA:</b> there are 2 contexts in the country rural and urban. (Dichotomy).	Rural  Urban

		<b>SA:</b> The same model of education is not applicable for everyone, and for the urban and rural areas.	
Promote the educational experiences of the cultural, environmental and territorial diversity of the country and disseminate them.	<b>Disseminate</b> : spread, shared.	<b>UA:</b> There is a need to create a diversity of experiences. Not only one experience.	
Offer guidance and support in the construction of the student's life plan.	<b>Support in:</b> Facilitate a certain issue.	<b>SA:</b> education can support the life plan of people.  <b>UA:</b> the students should have a life plan.  <b>UA:</b> Education can impact the life of people.	Students.
Visualize the evaluation as a tool that promotes change, through the verification of the planning, execution, improvement plans and follow-up of the improvement actions and <b>not as the punitive and sanctioning tool.</b>	<b>Visualize:</b> Imagine  <b>A tool that promote:</b> It suggest the tool has an objective. A certain way to use the tool.	<b>UA:</b> The country needs to shift the image around evaluation, in order to apply it and take advantage of it. Because, the general believe is that is a sanctioning tool.  <b>UA:</b> The country wants to do changes and reforms that can be measure and replicable. The country is trying to adopt changes in a way that they still can have certain control.	
Create and guarantee the sustainability of a national observatory of educational innovation, based on the experiences of the country, which becomes a benchmark for the	<b>Based on:</b> paying attention to, making use of,	<b>UA:</b> the education policy need to be nurture of the experiences and practices around education.  <b>UA:</b> The policymakers need some support from the good practices and from the experience outside to produce social policies.	Country  National observatory of educational innovation.

formulation of public policy.		<p><b>SA:</b> The education policy should consolidate good practices and use strategies to nurture its exercise.</p> <p><b>UA:</b> The education social policy is stocked in a certain way to do and design policies.</p>	
Increase the spaces for exchange and socialization of significant and innovative experiences in the classroom, with the participation of the educational community.	<p><b>Participation of:</b> suggest there should be certain actors involve.</p> <p><b>In:</b> article that suggest where the actions should have place.</p> <p><b>Innovative experiences:</b> new in a context.</p>	<p><b>SA:</b> the focus is on the good experiences in the classroom.</p> <p><b>UA:</b> there is a need of nurture education with more options.</p>	Educational community.
Create and strengthen communities and networks of professional and teaching practice, to encourage innovation, collective construction and the qualification of research, professional practice and social projection associated with education.	<p><b>Create and strengthen:</b> two process that is related to growing up something. Make possible something that does not exist.</p> <p><b>Create...To encourage:</b> Create something with an objective, to do something else possible.</p> <p><b>Collective construction:</b> A process in which more than one person is involve, sharing ideas.</p>	<p><b>AS:</b> An important focus of the country is the innovation process. That is one of the big objectives.</p> <p><b>UA:</b> the educational process is a collective one.</p> <p><b>UA:</b> The education policy need to be nurture and support by the collective ideas that are working for some groups.</p> <p><b>UA:</b> The innovative process requires to involve plenty of actors from different areas: the experts, the community, the professors.</p>	Professionals teachers
Guarantee the commitment of all instances of society, the mass media, with the recognition, dissemination, dissemination and realization of the educational transformation required by the	<p><b>In accordance to:</b> Following a certain path.</p> <p><b>In the system:</b> it suggests that There are outside the system.</p>	<p><b>SA:</b> The process if updating and change of the educational paradigm need to be visible.</p> <p><b>UA:</b> The media is a good mean to show of the changes of the government, but also a good mean to mobilize around education and achieve many persons attention.</p>	<p>Mass media</p> <p>All instance of society</p> <p>Different actor inside the system</p>

<p>country, in accordance with the vision contained in this Plan to 2026.</p> <p>And,</p> <p>Recognize and exalt the good practices in educational innovation of the different actors in the system.</p>		<p><b>UA:</b> the country recognizes the practices that are into the system. There is no mentioned of the practices that are outside of the system (Informal practices).</p> <p><b>UA:</b> There are actors that are outside the system.</p>	
<p>Promote strategies for discussion and debate on the construction of peace and nation through education, considering regional, national and international references.</p>	<p><b>Through:</b> it suggests a mean for something.</p> <p><b>Considering:</b> keep an eye on certain detail. A criterion to do something.</p> <p><b>Regional, national and international:</b> Spheres of action or governance.</p> <p><b>Peace and nation:</b> values or objects of attention.</p>	<p><b>UA:</b> Education can support the building of peace and nation.</p> <p>It is the local same as the regional? It is the communal same as the local?</p> <p><b>SA:</b> The construction of peace and nation is nurture by different references.</p> <p><b>UA:</b> peace and nation building are challenges for the government and the country.</p>	
<p>Develop strategies aimed at the social assessment of the strategic importance of the educator's task in the construction of society.</p>	<p><b>Develop:</b> grow up something that does not exist.</p>	<p><b>SA:</b> There is enough value of the educator role.</p> <p><b>UA:</b> the educator is a key actor to build society and they should have e recognition.</p> <p><b>UA:</b> the educator is more special than other actors in this process.</p> <p><i><b>Why they don't talk about the recognition of being a student? The value that study have? Or why not to recognize the value of the family?</b></i></p>	<p>Educator</p> <p>Society</p>

<p>Promote environments that allow strengthening learning processes and knowledge management, focused on the interests, talents and abilities of all students.</p> <p>Promote pedagogical experiences that favor the development of thinking and communication skills.</p>	<p><b>Focused on:</b> refers to what the learning process should be focus on.</p> <p><b>In favor of:</b> Suggest that the pedagogical experiences should facilitate something special.</p>	<p><b>UA:</b> The problem is that there are not enough spaces to learn that are focus on the interest of students.</p> <p>UA: There is a tendency to see the pedagogical experience that do something in particular. The pedagogical experience which do this – DEVELOPEMNT OF THINKIN AND COMMUNICATION SKILLS- would receive more attention and interest.</p>	Students
Encourage student participation in the design and development of innovative strategies and tools for their training.			
Guarantee curricular, pedagogical and didactic processes and create incentives and forms of recognition that foster innovative developments of students, for the resolution of problems in their environment.		<p><b>SA:</b> The country needs to motivated students to produce solutions for their environments. But also, create and give to them all the facilitates.</p> <p><b>UA:</b></p>	Students.
Expand and guarantee the endowment of technological resources, teaching materials	<p><b>Expand:</b> growing, make broader.</p> <p><b>Technological recourses, material, teaching locative</b></p>	<p><b>SA:</b> Creativity is a power or a fuel for improve education.</p> <p><b>UA:</b> Creativity is needed to find new solutions for the educational problems. Then,</p>	

and locative environments to boost creativity, innovation and evaluation of pedagogical processes.	<b>environments:</b> Tools to do something.	creativity is part of the solution. The current solutions are not working; there is a loop of the same strategies that should be break.  <b>SA:</b> The teaching material and spaces are a way to facilitate the creativity.	
Reorient the pedagogical practices that lead to a change in the teaching and learning process where students are allowed to develop skills necessary to apply knowledge in different environments.	Reorient: direction of the path.	UA: students need to develop skills for different kind of environments.  UA: The learning process now is focus not in the knowledge but in the skills to apply that knowledge. The knowledge is pushing to the background.  UA: there is a need to reflect about that reorientation.  AS: the way students have been taught and have learned should be modified.	Students.
Analysis of the 2 indicators			
Measurement of socio-emotional skills in the Saber Tests and in the PISA Tests form (UNDP) (taking into account the socio-emotional cross-cutting skills worked at the tables with the DNP)	<b>Measurement:</b> indicates a way to know to what extent something has been done, or to identify and classify, in this case, the socio-emotional skills.	<b>UA:</b> there is an extra unit of analysis – plus mathematics, Spanish and the classic areas-.	DNP
Number of pedagogical practices transferred, replicated and / or scaled by levels of the education system	<b>Number of:</b> quantitative.	UA: calculation of the pedagogical practices. But there is not a calculation of the good dynamics or managerial practices. Education has been related to the pedagogy.	

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**Table D2. Identification of the actors and their roles in the text for the challenge 5 in the Decennial National Plan of Education 2016-2016**

**Description:**

Identification of the actors and their roles in the text for the challenge 5 in the Decennial National Plan of Education 2016-2016			
<b>Colum 1</b>	<b>Colum 2</b>	<b>Colum 3.</b>	<b>Colum 4.</b>
<b>Actors</b>	<b>Actions or verbs they are related with</b>	<b>Values - attitudes that are related to</b>	<b>Comment on the possible role they have</b>
<b>Innovators</b>	Produce experiences Received support	Creativity	Active agents of the action - producing- and receiving the impact of other action.
<b>Policymakers or decision makers</b>	Construction of policies Do context analysis Recognize diversity		Active agents of an action. Suggestions of how they should do the action. Suggestion of what they should do. They should have the capacity to recognize diversity and an expertise knowledge on build policies. Have the responsibility to build policies paying attention to the context.
<b>Education system</b>	Establish Processes Innovation Evaluation	diverse	
<b>The 'other'</b>	Should be respect	respect	Received the impact of an action. Should be respect.
<b>Educational institutions</b>	Be democratic Be autonomous	Curriculums	There is an expectation and an image of how an institution should be.
<b>National Observatory</b>	Create Guarantee benchmark	Public policy	Support the creation of public policy. Collect good practices.
<b>Family and community</b>	Integrate Participation Exchange	Innovative Educational	The are not static. Mobility for education and innovation.
<b>Students</b>	Training Processes Support development Thinking	Capacities critical integral resilient creative potential Life plan	Received actions related to an act that is ongoing like training or development.

	Problem resolution	Interest Skills Problem resolution	They have not finish something.
<b>Educators or teachers</b>	Construct society	Network innovation qualification research importance task professionals	An active role and big responsibility, because they should be qualify. They have been considering in a professional way, not a personal one.
<b>Mass media, society and other instances</b>	Dissemination Commitment		They should agree with the changes about education and be commitment. Apparently not an active participation in the process before the transformation – the design- or in telling how else they can contribute .

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