

Experts suggest to new government

# Priority policies: Early childhood and intercultural bilingual education

Las políticas desarrolladas por el Gobierno de Alan García no han impactado sobre todas las niñas y los niños de la misma manera, porque no han considerado la diversidad cultural del país y han mantenido la inequidad existente. Recién terminado su Gobierno, se constata que mucho de lo que ofreció García en la campaña electoral ha quedado como “promesa incumplida”. Aun cuando no se puede dejar de reconocer algunos logros en la atención a la primera infancia y el currículo nacional, destacan negativamente la poca atención dada a la educación intercultural bilingüe (EIB) y un manejo presupuestal sin criterios de equidad.

De ahí que el gobierno que se ha instalado el 28 de julio tiene el gran reto de acortar las brechas de calidad educativa, para lo cual deberá impulsar políticas que tengan como prioridad la primera infancia y la EIB.

---

CONVERSATION BETWEEN JESUS HERRERO GÓMEZ, LUCY TRAPNELL AND SIGFREDO CHIROQUE

LED BY JOSÉ LUIS CARBAJO, LILIAM HIDALGO AND JULIA VICUÑA, HELD ON JUNE 16, 2011 IN LIMA

---



The policies pursued and the ones left behind in education do not impact in all children in the same way, because we are a country unequal in opportunities and culturally diverse. We need different perspectives to assess the APRA government and imagine the challenges the one that has just assumed leadership of the State faces. Therefore we call on professionals with experience in intercultural bilingual education, teacher development, management of public schools and national education policy, working in urban areas, the Andes and the Amazon, to discuss and, together, evaluate and project to the future. Jesús Herrero Gómez SJ, president of the National Education Council (CNE), Sigfredo Chiroque, from the Institute for Popular Education (IPP), a specialist in education and educational researcher, and Lucy Trapnell, from the Pedagogical Institute of Loreto, a specialist in intercultural bilingual education, although noting that there are achievements in early childhood care and the national curriculum, they

believe that the weakest have been the implementation of intercultural bilingual education policies and the budget without equity criteria. Our guests warned us also that in order to bridge the gaps in educational quality the new government should promote policies that prioritize early childhood and bilingual intercultural education.

**-José Luis Carbajo (JLC):** *Thank you for participating in the talks on the situation of education, now that a new government starts. Our intention is to contribute to public debate on the quality of education for the children's learning improvement in our country.*

**The general question to begin with the dialogue is: What strengths and weaknesses has the APRA government had in the implementation of educational policies? What is the balance that you have?**

**-Jesús Herrero Gómez (JHG):** Beyond successes or

failures, since I started work in *Fé y Alegría* - 38 years ago - it is the first time that a minister remains for five years, which at least gives a message of continuity in education. With Fujimori's government we had the worst case: the ministers did not last but 4, 5, 6 months. Continuity almost no one discusses or mentions it, but as a gesture, as a policy, I think it is positive. So I stress it.

**-JLC: What does the continuation of the minister mean?**

**-JHG:** In preschool coverage there has been significant progress. Undoubtedly, there are still large gaps of inequity in rural areas, where I also have the feeling that there is a big problem at this time: the children live so far from school, and to put a preschool for two or three children and another I do not know how many miles away, it would be necessary to design a system to reach everyone. In urban and marginal areas I have seen a very large increase in preschool coverage, and in rural areas where there is a little more concentration of population as well. The other policy that has remained is the inclusion of children with different abilities, although the inclusion should be given a greater support and talk about the others outside the system: the excluded in rural areas, women excluded, and the drop-outs excluded by poverty.

Entering a more controversial terrain, I do not know much about curriculum, so I cannot talk about it, but over the years one has remained. In other governments, there would be three different curricula in the same high school. Now it is the turn of the experts to explain whether this is good or bad. It is a positive attempt to continue and improve coordination of the various cycles of basic education. I wanted to start talking about the positive side, of what we normally do not talk.

**-Lucy Trapnell (LT):** Although the APRA government implemented a number of measures in which the teacher issue was high, they lacked, I think, a more comprehensive and articulated approach. For example, 14 as a passing mark was established as a requirement for admission to the Pedagogical Institutes, measure clearly insufficient to overcome the serious quality problems that teacher training processes suffers. In addition, emphasis was placed on improving teacher performance and progress with the entry to the new Carrera Pública Magisterial (CPM), which is positive; although it is questionable that the assessment is fully geared to measure the

performance of teachers in Language, Mathematics and conceptual management. The General Law of Education raises the issue of teacher performance in a much more extensive way.

While we all aspire to expand coverage of preschool education as Jesús emphasized, the way it is being done causes me more worry than joy. Several indigenous Amazon leaders argue that early education separates children from their mothers at an early age, with all that it implies in terms of loss of psychomotor, cognitive, communicative and social skills. In addition, they worry that promoters and monolingual teachers are entering this level. Some organizations have tried to respond to the presence of monolingual promoters at the PRONOEI (Non-scholar early childhood education programs) training promoters who speak the indigenous language. For example, the Central Native Communities of the Central Jungle (CECONSEC) formed some 50 promoters in the late nineties, although this has shown to be not enough. We must also consider the need for trained graduate teachers in bilingual intercultural education to fill in the positions in early education centres, but this is more difficult.

**-Sigfredo Chiroque (SCH):** The most important achievement in educational policy has been the adoption of PEN (National Education Project). Other successes are, with exception of Lima, the decentralization of education by region, the transfer of a set of functions, not just in education; and referral of budget to be executed directly by each school. Also, the relative and formal homogeneity of the curriculum approaches: we used to have a focus on skills in preschool, and on another level a capacity building approach. Finally, they put at least a minimum order in a general conception.

But if I put in the balance the successes and the failures, the results are abysmal, "in favour" of the latter, for example, the PEN was not met, the budget for education should be reaching at least 6% of GDP but that's not even the quasi-static 3%.

Another problem is the "new" Ley de Carrera Pública Magisterial (CPM), not the Teacher's Public Service, because this comes from the time of Castilla, governed by changing rules. We can quote the latest laws of CPM: the 15215 (1964), the 22875 (1980), which replaced the

Julia Vicuña



**First is to be clear about what kind of education we want to, based on that, knowing what kind of children we want to form and what kind of teachers we need to meet this purpose. This would lead us to more comprehensive assessment processes. We must also give greater weight to the management of language and culture in schools called IBE. It is necessary to clarify what an IBE school means and ensure that all schools defined as such achieve the characteristics and provide a quality education.**

**(Lucy Trapnell)**

previous Law of Teachers (24029), which replaced the previous one, and finally, the “new” law (29062). What changes are the laws, but the media strategy has been to confuse a new law regulating CPM with the CPM itself.

**-JLC: About the CPM, which has been the response of teachers who are teaching in areas where the language is not Spanish?**

**-LT:** Right there, a vision of diversity, of country lacked. All teachers have been assessed with the same test, without considering that some have Spanish as a second language. However, these teachers have skills that no one has evaluated such as their handling of native language and culture. This knowledge and skills should be considered in the case of those who will be responsible for intercultural bilingual education schools. However, this has not been done, and I believe that this omission sends a message that the IBE does not really matter, because if it mattered evaluations had been designed.

I feel the government that has just ended has been fatal to the IBE; no government has treated it so badly. One of the most damaging measures has been the enactment of the decree that regulates 14 as a requirement mark for admission to Pedagogical Institutes. This issue was addressed without considering that, although we have an oversupply of teachers nationwide, there is great demand for bilingual teachers in various indigenous communities. Nobody thought how many teachers *Ashaninka Yines* or *Secoya* we need. Instead of imposing restrictions on admission to the institutes, the government should have implemented a strategy to identify the supply and demand for bilingual teachers by town and region, and found ways to respond to it.

**-JLC: What happened? Was there government ignorance, indifference, insensitivity, or simply a bet for a different country that does not include the indigenous sector?**

**-LT:** In the end it is that. In fact, they know that there are indigenous peoples that have large gaps in the field of education. The General Law of Education protects their rights, but they have simply been neglected. I wonder what the role played by the Directorate of Intercultural Bilingual Education (DIGEIBIR) was. I imagine that some have been said, although evidence shows they have not been heard.



**-Julia Vicuña (JV):** Jesús Herrera, president of the National Council of Education, said that to him it has been positive to have one minister at the Ministry of Education during the five years of the APRA government. For you, has this characteristic been an advantage?

**-LT:** I wanted that the minister Chang be changed several times, but then I realized that his performance reflected a higher policy level, the policy of “Dog in the Manger” by President García. And from that approach there is no place for indigenous peoples.

This year, as a result of pressure from various civil society bodies, some measures to ease entry into the specializations of intercultural bilingual education have been taken. In addition, the Ministry of Education recently issued a ministerial resolution establishing the Pedagogical Institutes that are located in rural areas and have young people from rural areas get 11 instead of 14 as passing grade to pass the complementation test.

**-JHG:** There are several that are considered. It’s a shame they have already disabled the Pedagogical Institute of Yurimaguas because they train native teachers. It was an excellent Bilingual Pedagogical Institute, but grade 14 killed it. What is clear is that universal standards in management, appointments, curricula, especially in a country as diverse as ours and not just at bilingualism and cultural, but because of thousand other reasons, it is an outrage.

**-LT:** Before moving on to another topic, I wanted to say that the ministerial resolution to which I alluded does not include Pedagogical Institute of Loreto for it is located in an urban area. This seems very unfair, since all its students come from rural areas and are young people who have had a very poor primary and secondary education.

**-JHG:** According to the norm, I think that Loreto will be saved, for its origin, because they have lots of arguments and evidence of the origin of students and the principle of the rule is that students with original languages have access, forming them here and there would be the least issue.

**-JLC: In recent years, regional governments also have responsibilities in education. What have they done in this process? What difficulties have they**

**had? How have they contributed in improving the quality of education locally and regionally?**

**-JHG:** I’ve seen everything: regional governments saying “I have no money, then do nothing”, regional governments that have the same money as others and have been able to do and worked well. Other regional governments say they have a straitjacket, because there is still much to do in regionalization.

Either way, I think a problem that the regionalization has had is that functions have been transferred but capabilities have not been developed. That is a serious mistake which has also discouraged many, because some well intentioned, have not realized they have no capacity installed. I studied a lot the transfer of education in Spain, and it lasted 20 years. First, the regions had to demonstrate certain skills, and so they transferred these skills; they advanced and others were transferred, until finally they were given absolute control of the sector.

**-JLC:** One of the government’s arguments used in order not to transfer is that the regions do not have skills, but how will they have skills, if they are not assuming functions. The skills are also learned by taking responsibility.

**-JHG:** But also they do not allow you to manage resources, as they are already set, structured, under certain specifications from the Central Government. In some cases it may be necessary, especially for rural areas, but it is the regions that would have to decide. On issues such as evaluation of teachers, teacher contracts and literacy, the regions have very little room to decide because they cannot even spend their own resources; they lack teachers and cannot channel tax resources to pay them. And we still have children in the month of June who still do not attend school because of lack of teachers.

**-JLC: Lucy where you work, how is this process happening?**

**-LT:** I have the same perception: the whole process of decentralization has been a bit truncated. However, there are regions that are doing interesting things, for example, Apurímac with its “Quechua for All.” This region also has a Regional Education Project (PER) prepared in a participatory manner and bound to work the issue of regional curriculum. Puno has also worked



**We agree that things need to be reviewed in a CPM – firstly, the evaluations. Giving more support to the regions to build more capacity and they can effectively be protagonists of their own educational processes; naturally within a national system: it is not turning regions into kingdoms.**

**A real commitment to rural education... It is true that the education of a rural girl and a rural boy costs a lot more than the urban one. That's obvious, so there must be more investment there.  
(Jesús Herrero)**

a very interesting curriculum proposal, which takes some distance from the organization of the National Curriculum Design.

In Junín, the former regional government took a firm stance with the standards for hiring teachers who came from Lima. In this region and in Loreto region, an evaluation system that prioritizes the allocation of places to bilingual teachers has been organized. However, in Loreto there has been a great conflict with the SUTEP (Teacher Union) which simply seeks to place teachers regardless of whether they perform the necessary conditions for intercultural bilingual schools.

**-SCH:** I want to highlight two aspects as an assessment: One, the intensification of the privatization of the Peruvian education. In 2006, for example, the state sector was 69% nationwide, and the private sector only 31%. Currently, the latter already climbed to 35%, and in the case of Lima is 56%.

Another thing necessary to relieve is the increasing gaps in education. Using data from the same MINEDU (Census Evaluation of Students), in 2007 the gap between public and private schools in Reading Comprehension was 21.1%; in December last year, this gap grew to 25.8%. The same has happened in Mathematics: the gap has increased from 4.8% to 9.2%. For urban and rural areas, the gap in Reading increased from 15.3% to 27.9% in the period 2007-2010, and in Mathematics, the gap increased from 4% to 10.6% during the same period. That is, we may have grown slightly in literacy and mathematics, but at the same time the gap public-private and urban-rural has widened.

A third component is the implementation of the thesis of curriculum moratorium. I remember that TAREA magazine published an interview or article of Leon Trahtemberg where he predicted the thesis of the moratorium curriculum, which operationally meant prioritizing only math and literacy. The World Bank went further: they reduced communication to reading and writing, and these into only reading comprehension (and this into reading 100 words per minute). This thesis of a focus of the training process for the poor is part of a myopic strategy of non-development of the country, which means training in other curriculum areas.

**-LT:** And that has created a very harmful effect on teachers

because the message was that comprehensive training has no relevance, even though it is a central aspect in every teacher training process. I've heard teachers saying "that's part of the past and now all we want is for children to learn reading, writing and mathematics, because the Ministry evaluates them based on those capabilities."

**-JLC: What needs to change, what can we do, especially now that we are experiencing a period of change of government?**

**-LT:** First is to be clear about what kind of education we want to, based on that, knowing what kind of children we want to form and what kind of teachers we need to meet this purpose. This would lead us to more comprehensive assessment processes.

We must also give greater weight to the management of language and culture in schools called IBE. It is necessary to clarify what an IBE school means and ensure that all schools defined as such achieve the characteristics and provide a quality education.

**-JLC: Sigfredo, you said that there is a privatization of education by inertia of the State that has not responded to public education. What should the new government do to get a quality education in public schools?**

**-SCH:** The new government has raised what they call an "education revolution". I would take them seriously if they get four main results: (1) full and sustained coverage in primary and secondary; (2) quality education in all curriculum areas (allowing the full development of students' thinking, their feelings, values and their own ability to make decisions); (3) cultural education - local, regional, national and, why not universally - relevant, that makes possible the child's personal development, so that they enjoy being educated; and, (4) education with gender, language and culture equity.

If you want to achieve these results, a set of factors and conditions must occur: curriculum, teacher, educational infrastructure, educational management, teaching aids, library, and resource materials. And one of these elements is budget, and behind that, a political decision. If I have political decision I will give budget, and if I have a budget I will have good management, there will be resources for the fellow specialist from the UGEL to visit schools, expand coverage, and so on.

**-JLC: But people send their children to private schools, despite being of poor quality, because there the teacher does not miss classes, there is discipline. Families live major policies in their everyday lives.**

**-LT:** We cannot forget that teachers in rural schools are abandoned. Earlier this year I was with the specialists of UGEL Maynas, Loreto region, and they told me that in 2010 they could not visit a single school because of lack of budget. Under these conditions, teachers are left to themselves, they do what they can and what they want, and there are alarming levels of absenteeism in principals and teachers, without anyone saying anything. I wonder how education can work under those conditions.

In the meetings I had with specialists of the UGELs of Maynas and Nauta, one of them stated: "Every year we are told to do the POA (Annual Operational Plan) and we make our Plan including visits to schools, then it passes through budget and they tell us: 'No money'. So why do they ask us to do the POA? "

We have succeeded in placing bilingual specialists of more than one indigenous language in UGELs; this has been a historic achievement, but the bilingual specialists spend all year doing administrative work because there is no money to go to the field.

**-JLC: What can we do with the decentralization of education in municipalities? Is it a policy that the new government should continue?**

**-LT:** First, it is necessary to assess what happened to the pilot, analyze well what the success factors are and what problems the municipalities included in it had. In the plan to extend to more than 600 municipalities, there are small towns that are within the area where I work and I wonder if they have the capacity to respond to this challenge.

I am also concerned about the issue of dispersion. If we think in terms of intercultural bilingual education and indigenous peoples, we must think of spaces that allow each community to design their proposals with the participation of representatives of the different basins or valleys. If this is already difficult to regionalization that separates several villages in different regions (for example, *Asháninkas* are located in five regions and the *Awajún* in three), this process will be much more complex with the



**The most important achievement in educational policy has been the adoption of PEN... But if I put in the balance the successes and the failures, the results are abysmal, “in favour” of the latter, for example, the PEN was not met, the budget for education should be reaching at least 6% of GDP but that’s not even the quasi-static 3%. Another problem is the “new” Ley de Carrera Pública Magisterial, not the Teacher’s Public Service, because this comes from the time of Castilla, governed by changing rules.  
(Sigfredo Chiroque)**

municipal level, which necessarily leads to a process of atomization. Several indigenous Amazonian people have the idea of designing their proposals as a community and then go to work on river-level and smaller towns, but there should be spaces that allow them to design their visions and plans for broader educational level than the one already existing at region or municipality level.

**-SCH:** Municipalization is far from being an alternative. Far from helping, rather it will get worse and what is happening is that is becoming the basis for the privatization of education, as in Chile.

**-JV:** Who wins? Because it is a business...

**-SCH:** The private sectors. In a small study I did in San Juan de Lurigancho, the private sector growth is the creation of small schools by the same teachers who set up their private schools to create their own businesses and thus have an extra income. Private sector but of poor quality.

**-JLC:** *Ok, “not to municipal schools”, but local governments have to say something about the topic of education. What do we demand to local governments?*

**-SCH:** What I see is that municipalities have to support in what they can, and there are exemplary municipalities. For example, in Iquitos, the Municipality of San Juan is doing a series of measures to support teachers, and educational infrastructure. In practice it is supporting basic education.

**-JV:** About privatization, although private schools do not guarantee a good education, we see that the number increases every year. Who does this indiscriminate increase of private schools depend on? Who should monitor their quality?

**-LT:** I have great hope in the work being done by the Peruvian Institute for Evaluation, Accreditation and Quality Assurance of Basic Education and Vocational Education (IPEBA). I learned that IPEBA not only will credit public schools, but also private. This could help uncover the myth. People have the idea that private education is good per se, and public education is bad per se. But what we need is a commitment to public education, and I believe that none of the past governments have actually opted for it.

**-SCH:** Parents spend more and more in public school.



And they do the math: “If I have a private school next to my house, in a shantytown, where my son can walk and I will charge 40 soles and 50 soles a month,” they will decide to send him there. This little school belongs to a teacher who has ‘bribed’ in UGEL to get the authorization, and the statistics appears as in the private sector, not the State.

**-LT:** And the private school works: teachers go every day; there is institutional structure, however small; the other does not: the teachers are never there, it is difficult to find the principal, and so on. And for parents this is an indicator.

**-JLC:** *So, what do we do about the new Carrera Pública Magisterial: change it, improve it?*

**-SCH:** I’ve always argued that we must change it, opposing the friends of SUTEP, which raised its repeal. For example, Article 3° of the new Law on Carrera Pública Magisterial notes that education is an essential public service, with all the connotations that relativize the right to strike. Another change should occur in the so-called performance assessment. Hastily put that category in order not to mention evaluation to remain in the service. This was done without realizing that the performance is not an end but an object of evaluation, which crosses both the entry to the career as well as the advancement and retention.

**-LT:** Performances agreed but respecting diversity, as Jesús said. Anything that is equal for all will fail. We should manage with the criterion of diversity as a central element.

Evaluations should not be made only by measuring mathematical reasoning, reading comprehension and management of basic concepts, there must be an assessment of classroom performance and a command of the language and culture in the case of bilingual teachers, among others.

**-SCH:** I would change the subject of job stability. This is controversial, I know. The assessment as it is raised ultimately leads to job instability. In an initial draft it was not so. It noted that if someone does wrong the third time, he leaves the room for the right to have a good teacher but the teacher is not excluded, for his right to job security. So if he’s bad for the classroom, he can be sent to the library, for example. So I combine the

two rights: the subjects that learn and the subjects that teach.

**-LT:** I wonder if the “education revolution” should not go there. On one hand, we have the right of teachers and on the other, the children’s and adolescents’. I think we should prioritize the right of the latter. I witnessed many injustices in which the right of children is ignored to prioritize the teachers’.

**-SCH:** The last change that I would do is the supplementary decree 5° or 6°, indicating that active teachers should also be evaluated if they want to be in the new Law of CPM, but says nothing of its amendment of salaries. This oversight means that currently only those at the new Law of CPM are entitled to raise their salaries. However, the same law states that the introduction should be gradual, and its regulation has translated this gradually to 10 years. If the regulation was released in January 2008, it means that there is time to join it until January 2018. Therefore, those who have not yet incorporated into the new law, which are 87% of teachers currently in service, have their salaries frozen.

**-JLC:** *The new president, Ollanta Humala, has indicated that he will work with the National Educational Project. Jesús, as president of the CNE, what policies would you say we need to prioritize?*

**-JHG:** With Humala, we have an open horizon, optimistic, in principle. I think they like the Council, we agree that the PEN is a project, and that the time has come after a “first implementation,” to make a review to see its gaps. For example, bilingual intercultural theme is weakly expressed, and so does development - education - production.

We agree that things need to be reviewed in a CPM – firstly, the evaluations. Giving more support to the regions to build more capacity and they can effectively be protagonists of their own educational processes; naturally within a national system: it is not turning regions into kingdoms. A real commitment to rural education. A Minister of Education who is Minister of Education and Minister of Finance and Economy that is not a Minister of Education as well, because that’s the problem. It is true that the education of a rural girl and a rural boy costs a lot more than the urban one. That’s obvious, so there must be more investment there.

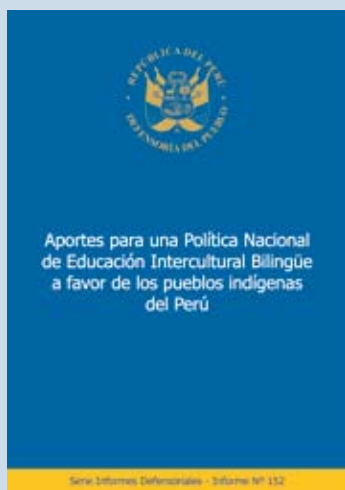
Other things are also essential, such as corruption, and the CNE has stressed and held up as its banner the radical struggle against it several times, which is why the education sector is receiving more complaints of corruption. There is expectation that corruption reaches zero. We would be heaven on earth. I do not think we get to zero, but I hope we have a better look to fight it.

**-JLC: One final question: If you had to choose a Minister of Education, what would be the profile? What kind of professional strengths and sensitivities should have?**

**-LT:** He or she must be an educator, a woman or a man with a commitment to public education and with great sensitivity to cultural and linguistic diversity. This person must also know what is happening in different regions

and their problems and challenges. This is essential to design strategies and budget plans to consider different costs in the education of children placed in urban and rural areas, the Amazon and the Andes.

**-Sch** I fully support what Lucy says, and I would add that he or she would have an integrated and inclusive view of the results and conditions and determinations to achieve those results. I say this because a minister who only takes me to change the teaching-remunerative for instance, Toledo-time, or one that only changes the curriculum or just changes the computer without an articulated vision, would take me to act with a “fireworks approach” by launching disjointed policies that will ultimately lead to nothing. You can download grade 11 in Bilingual Pedagogical Institutes, but if there has been no change in basic education, nothing happens. 📄



### **Contributions to a National Intercultural Bilingual Education for Indigenous Peoples of Peru**

**Advocacy Report Series - Report 152. London: Office of the Ombudsman 2011, 550 pp.**

Details the results of assessing the level of implementation of intercultural bilingual education policy (EIB) by the State and presents, through the findings and recommendations, important measures to be considered by the Ministry of Education, Regional Governments Educational, schools, the Ministry of Culture, the National Institute of Statistics and Informatics and the Congress of the Republic.

The report recommends the implementation of an Intercultural Bilingual Education Policy, taking into account the three educational levels: primary, primary and secondary schools, rural and urban areas.

The report's publication was sponsored by various organizations and institutions such as TAREA, committed to defending the right to education for indigenous girls, boys and adolescents that the State must respect and protect.

#### **Ombudsman's Office**

Jirón Ucayali 394-398, Lima 1. Lima, Perú

Phone: (511) 311-0300. Email: [defensor@defensoria.gob.pe](mailto:defensor@defensoria.gob.pe). Website: <http://www.defensoria.gob.pe>

This paper is available online: <http://www.defensoria.gob.pe/modules/Downloads/informes/defensoriales/Informe-Defensorial-152.pdf>