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PRESENTATION

This report has been made upon request of the International Bureau of Education of UNESCO for the International Conference of Education that will be held next September on the CONTENTS OF EDUCATION AND LEARNING STRATEGIES TO LIVE TOGETHER IN THE 21ST CENTURY: PROBLEMS AND SOLUTIONS.

Making this report has been an important opportunity to develop a review on the present condition of Peruvian Education. This review has been materially favoured by the evaluation of EDUCATION FOR ALL that was carried out in 1999, but it has gone further thanks to new information and analysis recently performed at the Ministry of Education, and thanks to the fact of being within a new political opening and transition where it is possible to put forward a wider and more productive dialogue on domestic issues and the role that education plays in the same.

In this sense, even though the central purpose of this report is related to the next International Conference of Education and, therefore, it is in line with the guidelines established for this event, we hope this will meet an important role in the present domestic debate on the problems of education and, for this reason, it may allow us to organize new ideas as well as casting light on the future challenges of Peruvian education.

The report has been made, upon request of the Peruvian National Commission of Cooperation with UNESCO, by a working team coordinated at the Office of Strategic Planning and Measurement of Educational Quality of the Ministry of Education. Drafts of this report have circulated among the different National Divisions and Offices of the Ministry of Education.

Lima, April 2001
1. **THE EDUCATIONAL SYSTEM AT THE END OF THE 20TH CENTURY: AN OVERVIEW**

1.1. Preliminary issues

The Peruvian educational system has gone through a long process of changes and transformations which have marked the process of development of Peruvian society in the last decades.

During this process, Peruvian education has had the impact of both Public reform policies aimed explicitly to secure coverage, quality and relevance purposes, and the impact of a constant civil action in favour of extending the access to the system up to the present levels.

This long process has resulted in an educational system that is the largest organization of the country, with more than 60 thousand schools and about 16 thousand non-presential educational programmes which attend almost 1 out of three Peruvians in Schools and Programmes mostly funded and managed by the State.¹

Likewise, it is a system organized all along the national territory, with an offer that reaches approximately 28 thousand inhabited centres.²

On one hand this has allowed a constant increase of school years achieved by adult population and, on the other hand, it has allowed to consolidate a growing coverage of the system.

Thus, we can see that under the information from Population Census prior to he decade, the average school attendance rate of 15 years old and older population, measured in years of study concluded and passed, was as follows: 1,9 years in 1940; 3,1 years in 1961; 4,4 years in 1972; 6,0 years in 1981 and 7,7 years in 1993.³ Now, the information from House Surveys show that this rate has increased to 8,7 for 1999.⁴

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¹ Public Programs and Centres attend approximately 83.6% of total enrolment as per the information of *Estadísticas Básicas* de 1999 (1999 Basic Statistics) of the Ministry of Education to which it has been added information on the University enrolment provided by the National Assembly of University Rectors.

² Peru has a 1 285 216 Km² territory; is composed of three very well delimited regions: the Coast, basically a 3 080 km long and 136 569 Km² dessert strip where populations are settled on the river basins, including the Capital City; the area that is crossed by the Andean Mountain Range, which is 408 975 Km² where there are some big cities and a high number of populated centres which are thinly populated in the inter-Andean valleys. And the area composed of the Amazon region which has a 739 672 Km² area where there are few cities of number importance and a great number of thinly populated centres.

³ According to the last Population and Housing Census (1993) in Peru there are 84 046 populated centres, out of which 55 thousand had less than 100 inhabitants.

⁴ The 1998 and 1999 information has been calculated from the information of the National Houses Surveys performed by INEI; 1997 information is as of the National Survey of Living Levels performed by *Cuanto*. 
It is to be mentioned here that this trend is verified more pronouncedly when we see, in the chart below, that for 1999 the sub-group of 15-24 years old reaches 9.6 years of school. On the other hand, as we will see further on, it is verified a material trend towards genre gap closing, even in rural areas.

Peru 1999:
School years concluded and passed by 15 years old and older population as per age group

<table>
<thead>
<tr>
<th>Age Group</th>
<th>National</th>
<th></th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Men</td>
<td>Women</td>
</tr>
<tr>
<td>15 to +</td>
<td>8.7</td>
<td>9.4</td>
<td>8.0</td>
</tr>
<tr>
<td>15 to 24</td>
<td>9.6</td>
<td>9.6</td>
<td>9.6</td>
</tr>
</tbody>
</table>

Source: Instituto Nacional de Estadística e Informática (INEI) Encuesta Nacional de Hogares 1999-II. (National Household Survey 1999-II)
Ministry of Education – Planning Office.

Regarding the system coverage, we can say that for 1999, 96.9% of children from 6 to 11 years old was served by the educational system, as well as 85.9% of children from 12 to 16 years old and 62.3% of children from 3 to 5 years old (82.4% in the case of 5 years old)\(^5\)

Now, these important coverage levels are accompanied by a substantial level of school backwardness which is mainly explained by the repetition rates, mainly in Elementary School.

The graphic below shows both the total estimated coverage for single ages, and the on-age coverage (enrolled in the grade corresponding to the age or advanced) for ages that correspond, under the standard, to the established school enrolment ratio (3 to 16 years old)

\(^5\) Taken from Cobertura y escolarización (Coverage and School Attendance) (Ministry of Education – Statistics Unit 2001) It includes the attention in all levels, forms (school or not) and types.
It is quite obvious that we have very high coverage rates and that school backwardness takes place dramatically as soon as admitted to the first grade in which repetition is allowed.\(^6\)

Now, Peru is not a country characterized by a substantial growth in its levels of relative richness. On the contrary, economic growth periods have been accompanied by periods of crisis while the population has grown at a high rate which led to a production sluggishness per inhabitant.

On the other hand, the crisis of the foreign debt has become a complex parameter of economic policy. This has clearly led to the fact that public budgetary allocation to the education duty has materially decreased so that even the recovery experienced in the last decade turns to be partial.

Indeed, the analysis of the factors related to the determination of the public expenditure per student has shown that it is the allocation to education in the public budget the factor that is more strongly related to the negative evolution we have experienced as it is clearly shown in the next graphic.\(^7\)

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\(^6\) According to the current regulations the Pre-school education with Elementary School education Articulation Program, there is no grade repeating neither in Pre-school nor in first grade of Elementary, since it is understood that repeating is applicable only at the end of the first cycle of basic teaching corresponding to a standardized age of 7 years old (second grade-elementary)

\(^7\) On the analysis of these factors, see Rodríguez J; Silva, JP (1999) On the growth of the financial expenditure related to the foreign debt in the public budget, see op. cit. by Rodríguez González, José (1992)
The non intended result of this conjunction of factors is that, to date, the Peruvian educational system is featured by high coverage levels accompanied with a relatively scarce public expenditure per student in education, which has led to a sort of trade-off between coverage and quality. This phenomenon which has been exposed at a recent research by the World Bank\textsuperscript{8} seems to be the underlying explanation to the present quality problems the system is going through today.\textsuperscript{9}

Even though we do not have systematic measures on the absolute level of academic achievements made by our students, nor on the adequacy of those achievements, there is a bulky set of diverse evidences which state that the quality and adequacy levels have not been, in the last decade, necessarily the ones required.

We are facing the challenge of establishing the levels of academic achievements based on competences, that is to say, on performance qualities of the student on  

\textsuperscript{8} World Bank (1999) 
\textsuperscript{9} Likewise, it is necessary to consider the effects of this on equity. Measurements made with the 1997 National Survey of Living Levels show that the expenditure of families in education (including snack and school uniform) amounts to approximately 2.5% of the GDP, that is to say, compares with the public expenditure. Now, this expenditure is distributed in 1.5% of the GDP in private education (which is less than one fifth of total enrolment) and 1% in state education. That is to say, state education is being funded with a important direct contribution by families which amounts to one third of the state contribution. This means that the features of the state education supply are not equivalent in the whole country and at the end they depend on the capacity of the families to contribute to it.
challenging situations. More than student’s capacity to reproduce knowledge and/or procedures, measures shall be able to establish their capacity to make intelligent use –creative, flexible, ethic- of the information and of a set of knowledge, based on solving problems or achieving purposes. The achievement of this type of results and, furthermore, in milieux of action not only conceptual, linguistic or mathematics but also social and personal, is the true key of success of the reforms and innovations undertaken.

Taking into consideration these elements related more directly to trends experienced in the last decades, we can review now the most recent experience.

### 1.2. Main reforms and innovations introduced in the educational system during the last ten years

The 90’s began in the middle of what could have been the most important social and political crisis of our history. The Peruvian situation was marked not only by a severe economic crisis, but also by the political violence and the institutional crisis.

For illustration purposes, we can mention that the extent of the crisis was such, that it apparently caused, in an analogous way to what happens in countries that have gone through wars or very severe crisis, a slowing down of population birth rate between 1989 and 1991.

Within this framework, the primary purposes of the state policy were related during the first half of the decade to economic stabilization and the internal pacification.

However, despite difficulties, the decade was also marked by a partial recovery of real public expenditure in education, as well as of the expenditure per student, which allowed to develop both an investment policy related in a significant manner to the substitution and rehabilitation of school facilities, as well as the supplying of educational material, curriculum reform and partial upturn in the level of teachers’ salary.\(^{10}\)

Next we will discuss the detail of the policies and actions that marked the 90’s, organized according to the four issues proposed for making this report:

a) The legal framework of education

At the level of the legal framework wherein Peruvian Education develops, two facts deserve special attention.

On one hand, in 1993 a new Constitution was enacted which, in contrast to the former that dated back to 1979 and which provided for the compulsory nature of Elementary Education (which takes 6 years), it broaden compulsory education so that it included Pre-School Education (which takes 3 years), as well as Secondary Education (which takes 5 years)

However, it is to be noted here that in the period from 1973 to the 1979 Constitution, the compulsory education provided for under the Law of Education reached what was then called Regular Basic Education, which included 6 years of Elementary Education and an equivalent of what internationally is known as Lower Secondary School that look 3 years.

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\(^{10}\) It should be mentioned that the most important component of the expenditure is current expenditures (85%), that is salaries, goods and current services.
In order to meet the undertakings established by the 1993 Constitution, the educational policies have included among its purposes the progressive universal provision of Pre-School, beginning the effort with 5 year-old children and then extending it to 4 and 3 years old children. As it has been mentioned, towards 1999 it has been achieved 82.4% of 5 year-old children enrolled in the educational system;\(^ {11}\) the coverage reaches also 63.0% of 4 years old children, and 41.5% of 3 years old children.\(^ {12}\)

Another regulatory change of particular importance included a set of provisions aimed at providing the Public schools with higher level of autonomy in their management and strengthening the competence of School Principals, as well as fostering the drawing up of Educational and Institutional Development Projects in each School or Programme.

Recently it has been ratified this line of strengthening to the autonomy and leadership of the Principal, including at the same time a variable of management democratisation, setting out the School Councils as supporting consultant bodies for the duties of the Principals. Being in a first stage volunteers, it is expected that the Councils may be able to consolidate themselves as an experience of participation of parents, teachers, students and other agents of the community in the management of the school, so that they may become widely known and used in a subsequent stage.

This change has been accompanied by regulations related to the fostering of private investments in Education, which have given more flexibility to non government management of Schools and Programmes.\(^ {13}\)

b) The organization, structure and management of the educational system

In relation to the structure of the educational system, we shall mention that up to 1993, the educational system was composed of the following:

- Pre-School for 5 years old or younger children.
- 6 years of Elementary School which was aimed at 6 to 11 years old children. There is also Elementary School for teenagers and adults.
- 5 years of Secondary School aimed at 12 to 16 years old children. There is also Secondary School for teenagers and adults.
- Higher Education that includes: Higher Technological, Higher Pedagogical, Performing Arts and University Education. The term of these programmes varies. Universities are autonomous.
- Special Education for disabled and which offers training corresponding to Pre-School, Elementary School, Secondary School and Occupational Training School.

As it has been previously mentioned, the Pre-School, Elementary and Secondary School at present have a compulsory nature thanks to the 1993 constitutional amendment.

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\(^ {11}\) It is to be noted here that there is a large sector of 5 year-old children (approximately 18% of the total national) who has been admitted to Elementary School by Principals of Schools.

\(^ {12}\) Op. cit. Cobertura y escolarización. It includes attendance at all levels, ways (presential or not) and types.

\(^ {13}\) It shall be noted here that despite the regulations for promoting investment in education, the extent of private supply of educational services may seem limited. This shall be seen considering the high levels of income concentration which are translated into a solvent demand limited in size.
This system structure is shown in the chart below (the compulsory levels are shadowed):

<table>
<thead>
<tr>
<th>Ages</th>
<th>Structure prior to 1993</th>
<th>Present structure</th>
</tr>
</thead>
<tbody>
<tr>
<td>7</td>
<td>ELEMENTARY EDUCATION: Compulsory. Free at Public schools.</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>ELEMENTARY EDUCATION: Compulsory. Free at Public schools.</td>
<td></td>
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<tr>
<td>9</td>
<td>ELEMENTARY EDUCATION: Compulsory. Free at Public schools.</td>
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<tr>
<td>10</td>
<td>ELEMENTARY EDUCATION: Compulsory. Free at Public schools.</td>
<td></td>
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<tr>
<td>11</td>
<td>ELEMENTARY EDUCATION: Compulsory. Free at Public schools.</td>
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<tr>
<td>14</td>
<td>SECONDARY EDUCATION: Compulsory. Free at Public schools.</td>
<td></td>
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<tr>
<td>16</td>
<td>SECONDARY EDUCATION: Compulsory. Free at Public schools.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Non university higher education:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Higher technological education</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Higher pedagogical education</td>
<td></td>
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<tr>
<td></td>
<td>• University education</td>
<td></td>
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<tr>
<td></td>
<td>• Higher performing arts education</td>
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</tbody>
</table>

In 1993 a significant effort of diagnosis of the Peruvian education condition was made which laid the foundations for the quality improving policies and actions developed in the second half of the decade.

As part of these actions, in 1997 a proposal of amendment of the system structure was submitted to the country. The proposal is summarized in the chart below:

<table>
<thead>
<tr>
<th>Ages</th>
<th>Structure proposed in 1997 and in experimentation</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>PRE-SCHOOL: Compulsory. Free at Public schools. (progressive extension to 4 and 3 years old children)</td>
</tr>
<tr>
<td>6</td>
<td>BASIC EDUCATION: Compulsory. Free at Public schools.</td>
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<tr>
<td>7</td>
<td></td>
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<td>8</td>
<td></td>
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<td>12</td>
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<td>14</td>
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<td>15</td>
<td></td>
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<tr>
<td>17</td>
<td></td>
</tr>
<tr>
<td>18 and older</td>
<td>HIGHER EDUCATION: NON COMPULSORY. Free at Public schools.</td>
</tr>
<tr>
<td></td>
<td>• Centres of Professional Training (higher, middle education and labour qualification)</td>
</tr>
<tr>
<td></td>
<td>• Pedagogical higher education</td>
</tr>
<tr>
<td></td>
<td>• University education</td>
</tr>
<tr>
<td></td>
<td>• Performing arts higher education</td>
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</tbody>
</table>

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14 Article 17 of the Constitution guarantees the free nature of university education at State Universities to those students who can not afford it and who has good academic performance.
At present this is under experiment and is the purpose of a debate on the convenience of enforcing the amendments it has.

The most important change proposed in the scheme is a complete reformulation of Secondary Education, trying to secure its relevance. This change would take to its fusion with Elementary School in a single block of Basic Education lasting 10 years, and the creation of a post-basic education level called “Bachillerato” more in line with the needs and exploratory features of youth and teenagers in their passage to citizenship and adult life.

The debate of this proposal is part of a recent State effort to reach national agreements supporting long term educational policies by making up the Commission for a National Agreement on Education.

Now, further to the not yet defined structuring of the system, in the last years it has been achieved important agreements arising out of the new trends and approaches in education, mainly those under the Conference of Jomtien in 1990 putting forward an extended view of Education, and under the report of the *International Commission on Education for 21st century* (hereinafter Report Delors) of 1996 regarding the central nature of meaningful learning in the educational duty.

Thus, during the last years the Ministry of Education has seek to direct the long term actions based both in the challenges that the contemporaneous society imposed to education, and in the situation Peruvian Education is now. It has been posed to go from an educational model based on teaching to another one based on learning in line with a society such as the present one, where there is plenty of information, and where there are changes at a rate not previously experienced and in all the aspects of people lives.

This still incomplete process of reorientation of the educational labour seeks, on the other hand, to cause Educational Programmes and Schools be understood as places where people develop their learning capacities through a competence formation and development process which involves learning to make reflexive, creative, pertinent and ethic use both of knowledge and of attitudes, affects, abilities and procedures to solve problems and to achieve purposes in their personal, social and labour life.

Likewise, it takes into account that learning is feasible, consistent and lasting only if what is acquired really arises out of the structure of knowledge, concerns, interests, feelings and ways of thinking of the person that learns and meaningfully articulates with it, instead of overlapping in a formal way.

Due to these reasons, a flexible curriculum structure is being developed which put forwards a set of basic competences, which achievement involves both the specific development of knowledge, procedural abilities and attitudes (called in a generic way *abilities and attitudes*) and the ability to use them in a reflexive and pertinent manner in different challenging situations of real life.

The achievement of these competences depends directly upon the student (his prior knowledge and experience) and upon the environment in which he develops his learning (access to media, appropriate materials and opportunities, stimulating environment) and the role played by the teacher as a mediator (companion, inspiring, challenging, stimulating agent). In this
context, the achievement of the basic competences that the curriculum set forth requires a diversification duty.

On the other hand, it is put forward that the educational system shall emphasize a development of competences involving not only an effective action but also an ethic action, based on positive values and attitudes, such as tolerance, respect and responsibility. Only in this way, competent acting of the citizens we want to form will contribute in a significant way not only to the economic and scientific development of the country, but also to the democratic life and to the civilized coexistence.

As it follows from the aforesaid, the new approach favours and requires more autonomy of the Schools and Programmes, both in the pedagogic and in the administrative-institutional aspect.

Thus, the educational system is organized as a national system that is led by the Ministry of Education and the Department Divisions of Education through the intermediate bodies of the sector.\textsuperscript{15}

The Ministry of Education establishes the national policies and manages 74.8\% of the Schools nationwide. The remaining 25.2\% is composed of Schools managed by local governments or other public institutions (0.4\%), as well as by private management centres (22.1\%) or other non-state centres (2.7\%). Likewise, the Ministry of Education manages 98.3\% of the Non presential Educational Programmes.\textsuperscript{16}

c) Evaluation policies, methods and instruments

Talking about the quality issues of our education became a common place in the last years. However, the country had no measuring system which may allow to know both the real levels of achievement and disparities related to it.

The general evaluation policy brings together orientations in three levels: Achievement of the students; process in the classroom and; educational management and social rendering of accounts.

The first one has as outstanding element: the tests of performance measurement which have been developed based upon sampling procedures. This effort, which commenced in the second half of the 90’s, included the performance of two national evaluations (in 1996 and 1998).

These evaluations were made through national samples and using norm-reference tests, that is to say, the measurements provide information on dispersion and ranking but not on the absolute achievement of learning, compared to learning standards or certain level of basic achievements. At present it is being considered the need to develop also estimates at the absolute level of achievements, through tests of criteria, so that we can have available information on both phenomena.

Likewise, new and deeper analysis are being carried out for understanding better the reasons and the relative weight of the different factors related to the student performance. Besides, and despite the limitations that the model

\textsuperscript{15} The Republic of Peru is unitary and has a national government. Politically it has 24 departments, 194 provinces and 1821 districts. Additionally, there is a province with department status. The educational sector has 316 execution bodies distributed nationwide under the form of regional or sub-regional administrations (department), Divisions of Educational Services (USE) and Areas of Educational Development (ADE).

\textsuperscript{16} Information as of 1999 from the Division of Educational Statistics of the Ministry of Education.
based upon norm-reference tests imposes to perform this task, analysis of pedagogical type of the test results are being performed.

These are activities that are part of the efforts that are being carried out in order to provide more and better information for decision making in the educational field. The database of the national tests are accessible through the website of the Ministry of Education, together with a set of publications already distributed or in process of production.

Likewise, in this same field, some proposals are put forward aimed at making accreditations from national standard tests. The first pilot in this sense is set forth to be performed with the graduates from the Pilot Plan of “Bachillerato”. Likewise, the relevance of introducing a first accreditation at the end of the Secondary Education is subject of study.

Likewise, it shall be taken into consideration the Peruvian participation in international projects. This participation is aimed at being able to have high comparison patterns of our performance. These projects include the Latin American Laboratory of Education Quality Evaluation,17 the World Education Indicators Project of UNESCO and OECD, the Regional Project of Educational Indicators as well as the recent incorporation in the OECD International Programme for International Student Assessment (PISA).

The second level (processes in classroom) brings together the concretion of the curriculum in the achievement indicators with a qualitative and non lineal observation of the student performance. The latter is based on the need to assume that the rhythms and ways of individual learning are not the same and shall be attended, observed and evaluated in that sense.

The third level (management and accountability) includes the establishment of volunteer and consulting School Councils which are foreseen for this year. These Councils are a form of participation of parents which add to the existing ones related to the drawing up of institutional projects and the annual working plans. Together with this, a extensive amendment of the role played by the intermediate bodies of the education sector is being fostered, so that they may become technical assistance bodies in favour of school development; as well as the rules in force on the participation of parents in the control of teachers attendance in rural areas.

Finally, is to be mention here that the different intervention projects in the educational reality include more and more aspects of achievement measuring, not only in terms of execution but also in terms of the impact they may have.

d) Purposes and main features of present and future reforms

PRESENT REFORMS

The 1993 diagnosis and its updating with subsequent information has allowed the Ministry of Education to establish the central guidelines of the effort that has marked the last years and which are projected in the long term.

17 The results concerning Peruvian students are published in the Boletín Crecer 9 (included at the Ministry of Education website)
Next we will show the general orientation that inspires the curriculum efforts. Likewise, we will show some other key issues of the reforms in process and we will leave the curriculum detail for the second section.

In contrast to the previous curriculum practices which consist in establishing a single national curriculum which included not only the purposes but also the “plans and programmes” through which the same will be achieved, the new orientation has been aimed at establishing a national curriculum stating both the competences that all students shall achieve and the achievement indicators of the same.

Thus, it is established common general competences which define the substantial what of the educational task required to guaranty in the whole country (even though not the most pertinent to each regional reality) but not the operating how of the same. This way of dealing with things makes the curriculum necessarily the purpose of adaptation or diversification so that the most specific what may be found, as well as the different manners which may allow the student to achieve the established competences. For this purpose, the Regional Divisions of Education have the responsibility of establishing their guidelines for curriculum diversification typical of the region, while in the Schools and more specifically at the classroom, the real concretion of the curriculum shall take place taking into consideration the special features of the students.

A curriculum of basic competences and achievements involves its compulsory diversification and adaptation. Besides this, the Schools that think they may develop additional competences to the general ones, are entitled to dispose up to one third of the working time for the achievement of those competences.

Together with this framework or general curriculum orientation, another type of problems has been approached which have marked the short and medium term agenda.

In the short term, it is to be noted the issues related to the quality gaps in the educational service. In this sense, the works of curriculum reform are essential; teacher training; production and free distribution of materials; extension, improvement and maintenance of infrastructure and furniture; Principal training; and social support programmes (such as distribution of food and clothes). Likewise, it is to be noted the need to cope with the needs in specific way the rural populations and the different linguistic-cultural groups.

Thus, a strategy that combines actions aimed at promoting the educational excellence is being developed, without overlooking the less favoured regarding who some equity promoting actions are also designed.

In the medium term, it is outstanding the need to extend the coverage of the Pre-School and Secondary School system in the scattered rural areas; as well as to improve the teaching practices.

Thus, the Ministry of Education has given priority to the offer of Pre-School services for 5 year-old children in the understanding that it is a key forming year and that a pre-school experience improves a lot the
subsequent performance and, therefore, the success levels and school achievements.

In this sense, it has been established the articulation of Pre-School with Elementary School which provides that the service offered to 5 years old children, together with the first two years of Elementary School shall make up the first cycle of Basic Education.

The purpose is to secure universal access of the service gradually, seeing first the 5 year-old children and then the younger children.

In the development of actions, it is provided not only formal mechanisms of attending school, but also non-presential programmes are being fostered and the conjunction of several media such as radio to secure the higher possible coverage.

Likewise, and in an inter-sector way, actions are developed aimed at improving the cultural patterns related to the bringing up of children in the country. These actions, as we have already mentioned, are based on assuming that the first years of life are the key for the development of the children, and that the affective dynamics of the family is essential for the subsequent life. Thus, the actions conjugated with the those typical of health care, are aimed at fostering and enriching the family environment wherein the life of children develops. Now, the need to provide complementarily services to those requiring them is acknowledged.

In this field it is being developed an intense programme of Homes of Community Care or Wawawasi (house of the child, in Quechua language) which look after children from 0 to 2 years old whose parents require this supplementary effort by the State. To date, these houses have focused their action in taking care of minors, and not is own efforts of educational work which will be introduced as soon as the Ministry of Education would be in charge of their operation again.

At present we have more than 2 000 locations like this, to which we shall add the Play Houses established by community initiative and/or of Non Governmental Organisms. Likewise, the Ministry of Education develops a programme of day care and a non-presential programme of Early Intervention addressed to 0 to 5 year-old children in situation of high risk or established risk.

On the other hand, children from 3 to 5 years old attending the State Pre-Schools are included in the free scheme of health care that the State offers (Free School Insurance). In the same way, these children are included in the programmes of nutritional supplement made through the National Programme of Food Support. Children less than 3 years old receive attention through the inter-sector programmes of mother-child attention.

In the field of Elementary Education, which is extended nationwide and has a high coverage, it has been determined that there are significant limitations regarding the quality of service rendered.

A very broad set of quality improving actions of this educational level have occupied a great deal of the effort during the last years. This set includes not only what has been developed in curriculum, but also
actions of teachers training, substitution and rehabilitation of infrastructure, distribution of furniture, educational materials, workbooks and classroom libraries. Likewise, it shall be mentioned here the important effort of parents in the improvement and maintenance of infrastructure as well as in the everyday to day funding of several operating needs of school facilities.

These actions have had as orientating axis the need to improve the quality level of the State supply of Primary services and are the purpose of a general important acknowledgement.

In the field of Secondary Education, it has been identified the need to improve the coverage for which purpose a distance education programme is being tried out for rural areas. Likewise, a substantial investment has been made in improving and extending the existing infrastructure. The curriculum is being tested and teachers are being trained. A larger intervention consistent with the development achieved in Elementary school is being prepared and according to the amendments proposed to the educational system structure.

Since 1999 it is being tried out and now in evaluation the proposal of amending the term from 5 to 4 years, and create a new level called “Bachillerato”, two years long, non compulsory but a requirement to have access to higher education.

On the other hand, the programmes of Elementary and Secondary Education aimed at teenagers and adults is being changed. The purpose of the actions is to secure access to these educational levels of people who could not attend or conclude the same timely. With this purpose a flexible and pertinent curriculum structure is being worked out, offered by means of a non graded and modular scheme which may allow the conclusion of studies and the achievement of the purposes, taking into consideration the features of the target population. It is to be noted here that the Elementary curriculum is already tested and is under application.

There is an important effort to redefine the technical and labour training professional schemes. In this field, the reform is aimed at having the training proposals arising out of the construction of professional profiles, which shall be consistent with the needs and demands of the economy.

In this field it is included too the steps given to create an accreditation system which may allow to establish an evaluation procedure for authorizing the supply of educational services at technical level.

On the other hand, it has been defined the need to look after in an specific way some groups of the population. Thus, the following has been established:

- In the field of the literacy programmes, emphasis is being placed on women from rural areas, who showed the highest illiteracy rates in the 1993 Census of Population. Likewise, it has been underlined the importance that present attendance of the educational system shows no genre nor residence area gaps.
- Given the cultural multiplicity of Peru (there are more than 60 ethno-linguistic groups) it has been established a programme of
Intercultural Bilingual Education which purpose is to secure that access to quality education is universal. In this field, about 5 thousand teachers are being trained who attend about 100 000 students, and educational materials have been made in 8 different languages other than Spanish. Experimental work is being carried out with a group of Institutes of Teacher Formation in this sense.

REFORMS FORESEEN FOR THE FUTURE

Within the framework of the new political scheme of democratic transition, a dialogue aimed at placing the foundations for a national agreement for education has commenced, which may give support and continuity to the required policies and reform efforts that the country requires in the next years.

Likewise, the technical teams of the Ministry of Education are working out some intervention and change proposals for the immediate future, which are articulated from two main axis:

- Make Peruvian education consistent with the challenges of contemponaneous world, which involves recreate the ways in which education meets its role in favour of developing the human potential as well as introducing as regular element of the educational practice the new information and communication technologies.

- To secure that changes introduced and those that should be introduced in the future are accompanied with the specific actions in favour of the equity meeting the needs and features of the less favoured populations of the country, and mainly the rural people.

Now, to address these two tasks is a long term challenge that requires a very important set of resources and the decision which may allow to allocate them and to sustain such allocation for a long time. In this sense, the agreements that may be achieved to raise the public expenditure in education have a great importance.

Likewise, it is necessary to subject to revision the role that the different educational agents shall play in the new education that we need and the spaces and ways by means of which said subjects shall be agents of the educational change. This involves, first of all, to go over the teacher status, emphasizing the need to pay appropriately the appropriate performance, for which purpose it is required to go over both the requirements of access to teaching, and its permanence in it. To invest in reassessing the teaching duty is a key aspect which we shall take on in the immediate future.

Thus, the Ministry of Education is working out a new proposal of educational intervention at national level aimed at:

- Promote higher levels of student achievement along the whole educational system, consolidating at the same time the task of redefining globally the scope and features that the educational system shall have in front of the present challenges.

- Improve the equity levels in relation to students achievement for which purpose rural populations shall be attended specifically. This action requires to be specific since this population meets the features
of being the poorest, being settled in a scattered pattern and showing higher levels of cultural diversity.

- Adjust the institutional arrangement by means of which the educational system is offered at present so that a higher and better participation of all educational agents in favour of student achievement may be promoted and secured. This involves both the reassessment of the teacher duty as well as the de-concentration of the decisions in favour of the schools and the community.

1.3. Main achievements in the last ten years

Next we will see a brief report on the main progresses of Peruvian Education as of the guidelines to make this report.

a) Access to education

The information available to report on the progresses of this field originates in the School Census of the decade, that is to say, in those corresponding to 1993, 1998 and 1999. This information, worked out together with other sources of data external to the educational sector, allow us to know the access levels of population to the national educational system.

Peru 1993, 1999:

<table>
<thead>
<tr>
<th>Ages</th>
<th>Total</th>
<th>In level</th>
<th>In grade</th>
<th>Total</th>
<th>In level</th>
<th>In grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>29.8</td>
<td>29.8</td>
<td>29.8</td>
<td>41.5</td>
<td>41.5</td>
<td>41.5</td>
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<tr>
<td>4</td>
<td>56.6</td>
<td>56.6</td>
<td>56.6</td>
<td>63.0</td>
<td>62.9</td>
<td>62.9</td>
</tr>
<tr>
<td>5</td>
<td>78.5</td>
<td>69.9</td>
<td>78.4</td>
<td>82.4</td>
<td>75.0</td>
<td>82.3</td>
</tr>
<tr>
<td>6</td>
<td>80.0</td>
<td>78.8</td>
<td>78.8</td>
<td>96.3</td>
<td>96.1</td>
<td>96.1</td>
</tr>
<tr>
<td>7</td>
<td>87.1</td>
<td>86.6</td>
<td>53.2</td>
<td>96.9</td>
<td>96.7</td>
<td>78.8</td>
</tr>
<tr>
<td>8</td>
<td>89.4</td>
<td>89.0</td>
<td>45.5</td>
<td>97.0</td>
<td>96.7</td>
<td>64.1</td>
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<tr>
<td>9</td>
<td>90.7</td>
<td>90.2</td>
<td>41.8</td>
<td>97.5</td>
<td>97.2</td>
<td>57.0</td>
</tr>
<tr>
<td>10</td>
<td>90.5</td>
<td>89.8</td>
<td>38.9</td>
<td>97.1</td>
<td>96.0</td>
<td>53.2</td>
</tr>
<tr>
<td>11</td>
<td>90.5</td>
<td>83.0</td>
<td>38.2</td>
<td>96.6</td>
<td>84.5</td>
<td>49.6</td>
</tr>
<tr>
<td>12</td>
<td>87.6</td>
<td>33.6</td>
<td>33.6</td>
<td>94.5</td>
<td>43.5</td>
<td>43.5</td>
</tr>
<tr>
<td>13</td>
<td>84.9</td>
<td>48.3</td>
<td>29.3</td>
<td>91.3</td>
<td>56.7</td>
<td>39.2</td>
</tr>
<tr>
<td>14</td>
<td>80.4</td>
<td>56.5</td>
<td>27.5</td>
<td>88.4</td>
<td>67.2</td>
<td>36.1</td>
</tr>
<tr>
<td>15</td>
<td>75.8</td>
<td>59.2</td>
<td>25.7</td>
<td>84.0</td>
<td>69.2</td>
<td>33.5</td>
</tr>
<tr>
<td>16</td>
<td>67.6</td>
<td>53.7</td>
<td>20.7</td>
<td>70.7</td>
<td>59.0</td>
<td>25.2</td>
</tr>
<tr>
<td>17 and older</td>
<td>11.3</td>
<td></td>
<td></td>
<td>10.0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6 to 11 years old</td>
<td>88.0</td>
<td>86.2</td>
<td>49.6</td>
<td>96.9</td>
<td>94.5</td>
<td>66.5</td>
</tr>
<tr>
<td>12 to 16 years old</td>
<td>79.4</td>
<td>50.1</td>
<td>27.5</td>
<td>85.9</td>
<td>59.4</td>
<td>35.6</td>
</tr>
</tbody>
</table>

The chart clearly shows that in the decade an almost universal access to educational services of population between 6 and 12 years old has been achieved. Now, this access to services is not necessarily in the level and grade that correspond, under the current regulations, to ages of people.

18 This section is based on Cobertura y escolarización.
Thus, the Net Enrolment Ratio for Elementary Education attendance rates have gone between 1993 and 1999 from 86.2% to 94.5% and in Secondary Education from 50.1% to 59.4%.

The probability of reaching the last elementary degree at the age that corresponds or in advance has gone between 1993 and 1999 from 38.2% to 49.6% and reaching the last degree of Secondary from 20.7% to 25.2% in the same period of time. These progresses in the order of 29.8 and 21.7% respectively are very important and mark a trend towards curing along time the significant level of school backwardness inherited from the previous behaviour of the system, as well as of the permanence of the present repetition rates.

This school backwardness level is the result, mainly, of repetition rates since the average age for entering Elementary School is 6.3 years old, and it is 6 years old the expected age of admittance.

In brief, we can state that the access and late access gaps are basically closed or in process of closing, observing at the same time an improvement process of on-age enrolment.

b) Equity in education

We will show in this section a set of indicators which will allow us to address the issues of equity from several perspectives: genre; area of residence (urban/rural); type of management; political circumscriptions and cultural diversity; as we have available information for the analysis.

These indicators will make reference to the issues of access, school-years achieved, as well as internal efficiency and performance.

Regarding access of population to educational services, the information available clearly shows that the genre gap which in the past showed female population in a clear disadvantage position has been closed. Indeed, the present coverage of the educational system shows no differences per genre.

This has taken, together with the dynamics of promotion and retention, to have school years achieved have tended to be equal at national level for all the population less than 20 years old, as it is shown in the chart below.

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19 Calculated as the ratio between the Elementary enrolment of 6 to 11 years old children, and the total population of said age range.

20 This probability is calculated as the age coverage in the corresponding grade. See Guadalupe, C; Rodríguez, J; Silva, JP (1999).

21 Information on entrants by ages of the 1999 School Census. If we exclude the “advanced” entrants the average raises only to 6.4 years old. This means that a traditional problem of late admittance has been almost overcome.

22 On this issue the national report of evaluation of Education for All may be looked up. Grupo Nacional de Evaluación (1999) p. 32.

23 The coloured areas show the school years that populations shall reach according to his age. To make the calculations taking into consideration the differences in the schemes in force along time, the following has been made: For those born after 1968 it was assumed a 6 grade elementary school; for those born before (who had a 5 grade elementary school) one year was added to those achieved in order to make them equivalent (taking into consideration that they had one more year of “kindergarten”); likewise, since it is not possible to determine if people who has at least one year of elementary school did pre-school, it was assumed for everybody that the first grade of elementary education is equivalent to a single year achieved; for children of less than 6 years old who had studied pre-school, it was also considered as a year. It shall be noted too that the sample has not been designed to make estimations per single ages, what becomes evident when we see the great variability in the ages with less observations. For this reason, the lines shall be considered as evidence of trends and not as accurate information.
Peru 1999: School years achieved by population per simple ages according to sex

Ministry of Education – Planning Office, Unit of Educational Statistics.

The genre gaps unfavourable to women regarding school attendance is present for population older than 20 years old and is concentrated in older population, that is to say, in those who had difficult access to the educational system in the past.

Therefore, there is a space where educational programmes addressed to adult population have an important task regarding equity of genre. However, it shall be borne in mind that this behaviour of the national aggregate may hide real present problems in some specific areas of the country.

Thus, it is necessary to see this same information in a disaggregated way. The charts below correspond to the Metropolitan area of Lima, to the rest of urban areas and the rural areas of the country.
Peru: The Development of Education
UNESCO, International Bureau of Education
Report presented by the Ministry of Education of the Republic of Peru.

1999 Metropolitan Lima:
School years achieved by the population per single ages according to sex

Ministry of Education – Planning Office, Unit of Educational Statistics.

Urban Peru (excluding Metropolitan Lima) 1999:
School years achieved by population per single ages according to sex

Ministry of Education – Planning Office, Unit of Educational Statistics.
1999 Rural Peru:
School years achieved by population per single ages according to sex

The information of these charts allow us to state the following:

- Urban areas and mainly Metropolitan Lima have experienced the closing of the genre gap regarding access and permanence in the educational system many decades ago, so that in the case of Lima, the school years levels are almost hard to differentiate for all population younger than 35 years old and, for the remaining of urban areas for younger than 30 years old.

- The closing of this genre gap is also experienced in the rural areas, even though it is a more recent phenomenon because, in this case, the parity between school years achieved is observed only among younger than 15 years old.

- These levels of school years achieved homogeneously by women and men in the above mentioned age ranges and excepting rural areas, means the growing achievement of almost 10 years of school. Indeed, the chart below allows us to see the school years achieved by adult population distinguishing for the purpose of seeing trends, the behaviour of the youngest among them

Peru 1999:
School years achieved by population of 15 years old and older.

<table>
<thead>
<tr>
<th>Age group</th>
<th>National</th>
<th>Metropolitan Lima</th>
<th>Rest of Urban areas</th>
<th>Rural</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total H</td>
<td>M</td>
<td>Total H</td>
<td>M</td>
</tr>
<tr>
<td>15 and older</td>
<td>8.7</td>
<td>9.4</td>
<td>8.0</td>
<td>10.7</td>
</tr>
<tr>
<td>15 to 24</td>
<td>9.6</td>
<td>9.6</td>
<td>9.6</td>
<td>10.6</td>
</tr>
</tbody>
</table>

Ministry of Education – Planning Office, Unit of Educational Statistics.
For younger population, the genre gap does not exist or is slightly reverting in urban areas (even Lima) where young women would be achieving a higher number of school years, thus creating a new genre gap unfavourable to men.

In the case of rural areas, it is clear the difference between men and women that is more than two years in all adult population, also shortens to less than half in younger population, and this accounts for the clear parity trend.

- The trend towards genre parity is seen too in rural areas where less than 20 year old population tends to achieve an equivalent number of school years.
- There is a clear difference between the schooling achieved by population depending on whether they live in urban or rural areas.

The years achieved in rural areas, even for younger population regardless of genre, tend to be less that those achieved in urban areas and is limited to conclude Elementary School and in a restricted way, to conclude the first grades of Secondary.

It is to be noted here that this phenomenon shall be seen taking into consideration, on one hand, that the supply of educational services in rural areas is basically elementary education and that, for this reason, access to secondary education involves in most cases the need to migrate to urban areas. For this reason, the population that stays in rural areas tend to have a lower educational level.24

- It is to be noted too that the differences in schooling in adult population are strongly related to the lack of schooling. Thus, while 1,8% of men from 15 years old and older has 0 years achieved, said value raises to 8,2% in the case of women.25

In conclusion, regarding the issue of access, permanence and progress in the system, with the subsequent resulting school years achieved, it is not possible to talk about a genre gap, but on a gap per area of residence directly related to the difficulties to provide educational services in scattered rural areas.26 Likewise, it is to be mentioned here the need to intensify the actions of Education for Adults, mainly literacy, among women of rural areas.

In the case of indicators of inter-annual internal efficiency, we have at the level of the national aggregate the following values for the 1999/1998 term27

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24 Peru has 32 946 Elementary Schools for Minors scattered in all the country, out of which 23 568 said are located in rural areas. We have 8 216 Secondary Schools for Minors, mainly located in urban areas or large populated centres.

25 Information taken from the INEI 1999 National Household Survey.

26 The supply of Elementary School was solve by means of multi-grade schools (with one or more teachers, but at least one teaching more than one grade at a time). This solution is not applicable to Secondary Education so that types of Open or Distance Learning and travelling teams are being tried out which, at the same time, may be beneficiated with new developments in information and communication technologies.

27 The statistic information upon being declarative has implicitly a risk of inappropriate statement. We have verified that urban public schools tend to overstating their enrolment figure. This statement may have an effect on the internal efficiency rates, and this is why in the last year it has been performed important efforts to review the external information and fieldwork. The evidence worked out so far, does not allow to conclude that there may be need to adjust the census rates.
Peru 1999/1998:
Inter-annual internal efficiency rates in Elementary and Secondary Education for Minors per grades according to sex

<table>
<thead>
<tr>
<th></th>
<th>Elementary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Men</td>
<td>1  2  3  4  5  6</td>
<td>1  2  3  4  5  6</td>
</tr>
<tr>
<td>Promotion</td>
<td>87.6  79.3  82.3  87.2  89.1  88.4</td>
<td>84.1  86.2  86.0  89.8  87.7</td>
</tr>
<tr>
<td>Repetition</td>
<td>5.6  18.9  15.9  10.6  7.5  3.8</td>
<td>8.3  8.5  6.7  4.1  2.4</td>
</tr>
<tr>
<td>Drop out</td>
<td>6.8  1.8  1.8  2.2  3.3  7.9</td>
<td>7.6  5.3  7.4  6.1  9.9</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Elementary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women</td>
<td>1  2  3  4  5  6</td>
<td>1  2  3  4  5  6</td>
</tr>
<tr>
<td>Promotion</td>
<td>88.6  77.5  81.0  87.3  89.9  87.5</td>
<td>88.3  89.1  90.1  93.3  90.3</td>
</tr>
<tr>
<td>Repetition</td>
<td>5.1  17.7  14.9  9.5  6.0  3.1</td>
<td>5.5  5.6  4.3  2.5  1.5</td>
</tr>
<tr>
<td>Drop out</td>
<td>6.3  4.7  4.1  3.2  4.1  9.4</td>
<td>6.1  5.3  5.6  4.2  8.2</td>
</tr>
</tbody>
</table>

Source: School Census 1999
Ministry of Education – Unit of Educational Statistics.

The chart below shows the genre parity rates for each rate calculated:

Peru 1999/1998:
Parity indexes of Inter-annual internal efficiency rates in Elementary and Secondary Education for Minors per grades according to sex

![Graph showing genre parity rates](image.png)

Source: School Census 1999
Ministry of Education – Unit of Educational Statistics.

The above shows a important parity level regarding promotion and repetition. It would be even possible to state that repetition shows a different

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28 The genre parity index is defined as the ratio between the value obtained for women and the one obtained for men. Thus, a value close to one shows parity, while a value higher or lower than one shows that the indicator is higher or lower, respectively, in the case of women.
behaviour in favour of women.\textsuperscript{29} However, this has to be considered together with the clear difference in dropping out.\textsuperscript{30}

What this information shows is that indeed men and women have equivalent behaviour regarding promotion; however, it is seen that female students failing a school year in elementary, have less probabilities of continuing as repeaters since they tend to drop out.

In the case of the indicators of annual internal efficiency\textsuperscript{31} it is possible to see another type of difference which we shall consider.

**DIFFERENCES DUE TO MANAGEMENT OF THE SCHOOL**

First of all, we can see the differences between education provided by the State and the education provided by schools managed by other than the State. The chart below shows the corresponding indicators.

**Peru 1998:**

| Annual internal efficiency rates in Elementary and Secondary Education for Minors per grades according to management |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Public | | | | | | | | | | |
| | Passed | 82.8 | 74.1 | 77.2 | 83.1 | 86.4 | 91.3 | 78.7 | 80.4 | 82.3 | 86.2 | 87.8 |
| | Failed | 3.5 | 18.0 | 15.3 | 10.5 | 6.8 | 3.1 | 12.6 | 12.3 | 10.6 | 7.4 | 6.9 |
| | Drop out | 13.7 | 7.9 | 7.5 | 6.4 | 6.8 | 5.6 | 8.7 | 7.2 | 7.1 | 6.4 | 5.2 |
| | Non Public | | | | | | | | | | |
| | Passed | 94.7 | 94.0 | 94.8 | 95.5 | 96.3 | 97.4 | 91.5 | 91.7 | 92.1 | 93.0 | 94.3 |
| | Failed | 0.9 | 3.1 | 2.6 | 2.2 | 1.6 | 1.0 | 5.2 | 5.3 | 5.0 | 4.1 | 3.3 |
| | Drop out | 4.4 | 2.9 | 2.6 | 2.3 | 2.2 | 1.6 | 3.4 | 3.0 | 2.8 | 2.9 | 2.4 |

Source: School Census 1999

Ministry of Education – Unit of Educational Statistics

At first sight, the difference seen in the failed and drop out rates is very pronounced.

It calls the attention that, on one hand, the failing rate shows differences that are kept all along the grades of the two levels observed. On the other hand, the differences in the drop out rate are very pronounced between the second and fifth grade of elementary, and then it stabilizes at differentiation levels equivalent to those of the drop out rate.

The chart below shows the corresponding parity rates\textsuperscript{32}

\textsuperscript{29} An important issue that shall be taken into consideration is that there is no internationally accepted methodological construction which may allow to determine when the discrepancy between the indicators may be considered enough to talk about a genre problem. To establish such limit is not an easy task because it requires to correct, for instance, the scale effect of each indicator (it is not the same a discrepancy of let’s say 20% in an indicator which average value is around 90%, and one which value is around 4%)

\textsuperscript{30} It is to be noted that the international standard definition of drop out used here only requires to verify that a student fails to enrol in an educational term to be taken as a leaver, regardless if he/she really leaves the system or if he/she comes back later. This note is important because if we take the leavers as final, we could not understand schooling levels equivalent between men and women. Thus, it is to be noted here that these rates account for presentational education for minors and do not take into consideration non presentational education or that for adults. In fact, in the case of education of teenagers and adults, enrolment tends to be mostly of people under the age of 30 and women.

\textsuperscript{31} We prefer here to use annual and not inter-annual indicators because the former allow us higher level of desagregarion since in this case we can better control the effect of migration.

\textsuperscript{32} The parity index, in this case, is made as the ratio between the indicator for state school and the indicator for non public schools. Note too the necessary extension of the graphic scale.
Peru 1998:
Parity indexes of annual internal efficiency rate in Elementary and Secondary Education for Minors for grades according to management

![Graph showing parity indexes for grades 1 to 6 in Elementary and Secondary Education]

**DIFFERENCE PER LOCATION OF THE SCHOOL**

Next we show the indicators for Urban and Rural State Education.

Peru 1998:
Annual internal efficiency rates in Elementary and Secondary Education for Minors per grades according to the location of the school (only public schools)

<table>
<thead>
<tr>
<th></th>
<th>Elementary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Passed</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1 2 3 4 5 6</td>
<td>1 2 3 4 5</td>
</tr>
<tr>
<td>89,0</td>
<td>79,8 84,4</td>
<td>79,9 81,4</td>
</tr>
<tr>
<td>2,3</td>
<td>14,5 10,3</td>
<td>13,0 12,8</td>
</tr>
<tr>
<td>8,7</td>
<td>5,7 5,2 4,6</td>
<td>7,2 6,0 5,9</td>
</tr>
</tbody>
</table>

<table>
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<tr>
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<td>13,0 12,8</td>
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<td>4,8</td>
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<td>11,1 10,9</td>
</tr>
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<td>18,7</td>
<td>10,3 9,9 8,7</td>
<td>14,8 12,9</td>
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<table>
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<tr>
<th>Drop out</th>
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<tr>
<td>8,7</td>
<td>5,7 5,2 4,6</td>
<td>7,2 6,0 5,9</td>
</tr>
<tr>
<td>4,8</td>
<td>21,8 20,4</td>
<td>11,1 12,9</td>
</tr>
<tr>
<td>18,7</td>
<td>10,3 9,9 8,7</td>
<td>14,8 12,9</td>
</tr>
</tbody>
</table>

Source: 1999 School Census
Ministry of Education –Unit Educational Statistics

It is obvious that there are dramatic differences in the drop out rates which tend to become more noticeable in the higher grades. Likewise, it is seen a trend to get lower passing rates in rural areas, while failing rates that are higher in rural areas tend to be in the same level in secondary.

The chart below shows the corresponding parity rates.

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33 It is to be mentioned here that non state supply is basically concentrated in urban areas.

34 The parity index, in this case, is made as the ratio between the indicator for schools located in rural areas and the indicator for urban school.
Now, if we compare the end values, that is to say those corresponding to non state education with those of the rural state education, we will have the following:\textsuperscript{35}

\textbf{Peru 1998:}
Parity indexes of annual internal efficiency rate in Elementary and Secondary Education for Minors per grades for rural non state and non-public schools

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\textsuperscript{35} In this case, the parity index results from dividing the indicator of rural state school by the indicator of non public schools. Note that in this case it has been required a larger extension of scale.
and non state education. Both gaps point directly to differences that are strongly related to the living standards of the population.

**PERFORMANCE AND ACHIEVEMENT**

In relation to the indicators on students performance, we here find again that there is no systematic differences regarding genre, but there are differences regarding the areas of residence and the management of the schools.36

Indeed, the results of the performance measuring tests carried out in 1998 in a sample of Elementary fourth and sixth grade students and 4° y 5° of Secondary Education, allow us to verify that for the areas or subjects seen, here again differences are related to variables directly related to living standards of population.

In the case of these tests, the Division of Quality Measurement of the Ministry of Education has performed analysis correlating the information obtained from the 1998 tests with the rates of children with chronic malnutrition of the same Schools using the information form the 1999 Second National Height Census.37 These analysis show a material positive correlation between the variables seen.

Thus, the chart below shows the score obtained in the tests according to grade and management.38

### Peru 1998:

Scores in the mathematics and language tests according to the grade and management (average)

<table>
<thead>
<tr>
<th>Grade</th>
<th>Mathematics</th>
<th>Language</th>
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<tr>
<td></td>
<td>State</td>
<td>Non State</td>
</tr>
<tr>
<td>Fourth</td>
<td>293</td>
<td>336</td>
</tr>
<tr>
<td>Sixth</td>
<td>291</td>
<td>343</td>
</tr>
<tr>
<td></td>
<td>State</td>
<td>Non State</td>
</tr>
<tr>
<td>Fourth</td>
<td>290</td>
<td>336</td>
</tr>
<tr>
<td>Fifth</td>
<td>289</td>
<td>340</td>
</tr>
</tbody>
</table>

Source: Taken from CRECER 5/6 Bulletin, published by the Unit of Quality Measurement of the Ministry of Education.

Likewise, tests show a significant association between performance in the two subjects observed in each grade. Thus, higher performance in one subject is accompanied with higher performance in the other and vice versa. For instance, we can mention that the correlation ratio for the test results of Integral Communication and Logic-Mathematics in fourth grade of Elementary reaches a value of 0.60 in the case of public schools and 0.65 in non public schools.39

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36 Since it is information based upon sampling procedures, it is considered only that there are differences when the same continue after being subject to a test of statistic significance.

37 This information is available at the website of the Ministry of Education (http://www.minedu.gob.pe)

38 Because of the test design, the scores give no account of absolute performance. Likewise, they are expressed in a scale aimed at accounting for the differences around a mean of 300 points.

39 These coefficients has been calculated out of the information of each of the cases in the sample.
Likewise, it has been possible to find a pattern regarding the behaviour of the political circumscriptions of the country, under which the departments of higher living standard tend to appear systematically in the best locations and vice versa.

An analysis of the results obtained in the tests given in 1996 developed by the World Bank\(^40\) shows a similar behaviour, additionally, that (after controlling statistically other variables) the Aymara speaking students reached performance in mathematics equivalent to those of Spanish speaking students, which were higher than those of the Quechua speaking students.

This analysis found a strong association between the private expenditure of families and the results obtained, which reinforces the need to give particular attention to the negative impacts in equity arising out of the present financing scheme of public education.\(^41\)

As a general conclusion of this section, we can assert that Peruvian education is not indifferent to the serious problems of equity that characterized the country regarding its living standards, which requires specific policy efforts which may allow to see over the diversity of situation, but also the lack of equity related to the same. The main equity problem is given by the differences related to the standards of living and not by other factors.

c) Quality and relevance of education

As it has been mentioned before, evaluations on the student achievement developed to date are based on national samples and have been developed using norm-reference tests, so that they supply information on relative levels of achievement, that is to say, they supply information on the dispersion and ranking and not on absolute achievement of learning.

The results of evaluations show, as it is set forth in the foregoing paragraph, the following:

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\(^40\) In World Bank (1999) Volume 1, pages 37 and next. This analysis only take into consideration mathematics tests.

\(^41\) As we mentioned before, families contribute approximately with one third of the contribution of the State to the public education which is the result of a social valuation of the education that has created a strong tradition of family contribution as well as the decrease of the public expenditure per student in the last decades.
(i) There are no systematic differences for genre which may suggest the existence of discrimination,

(ii) There is a high and material positive correlation among the results of the different tests,

(iii) Systematically the departments with lower socio-economic development level show lower scores in the tests for all grades and areas of development evaluated, and

(iv) There are important differences in the results obtained between public school students and non public school students in favour of the latter.

Besides these tests, we do not have any systematic measurement on the adequacy levels of the formation developed along the school life in relation to both the present challenges and the changes that the future is posing to individuals and to the communities.

d) Participation of the society in the process of educational change

In order to report on the participation of civil society in the efforts of educational changes developed in the last decade, it is necessary to consider the following:

• At the level of what is called the ‘official scenario’ of the State and politics, civil participation has been particularly limited given the features of the political scheme of the decade and regarding which we are going through a recent process of democratic transition.

The possibilities of dialogue and agreements of national will have been small and not necessarily fostered neither from the State management nor from the civil society.

• However, and in some way going against the above, the tasks of change developed by the Ministry of Education have involved calling broad civil sectors for a very different set of actions. For instance, it has been required the presence of Non Governmental Organisms, of Universities and other Higher Education Institutions for making the educational materials or for training teachers, among others.

Even though these encountering experiences did not represent a space of agreement or concerted action on national public policies, these shall be assessed as genuine chances where efforts have been reconciled between the Ministry of Education and most of the agents involved in the educational change, so that more than formal aspects of the proposal made in 1997, there is a very general agreement both on a wide set of difficulties we have to face, as well as regarding some basic policy orientations we have to keep.

• Likewise, it shall be noted the relevant effort developed by a very large group of Non Governmental Organisms, mainly in the field of human rights, environment, rural education. Many of these efforts have been supported by UNICEF, UNESCO and other international organizations.

Besides these efforts, a important part of these NGO’s and of people related to them, grouped in Foro Educativo, have developed an intense activity aimed at generating spaces of agreement and social accord
regarding the more urging difficulties of Peruvian education and on the alternatives of action which may become public policies.

- On its part, the teachers have gone through a weak time in their union organization, which to some extent has lessened its proposing capacity. Thus, the teachers have tended to focus almost exclusively on aspects for improving their incomes and the preservation of their labour security.

- Now, given the nature of the more urging problems we have to face in the present (equity, quality, management, human resources, adjustment of educational tasks in general) the need of national agreements supporting long term national policies is undeniable.

For this reason, at this time of transition, the first political priority is given by the creation of the basis for a National Agreement on Education, which shall work as a mainstay giving stability, consistency and duration to the public policies in the next years.

Thus, the main lines of the educational policy, as well as the regulations of the system, shall be the result of a deep, broad and true public debate which may allow to emphasize the long term interests of the country, in front of any corporate interest as well as before any possibility of technocratic temptation.

1.4. Experiences gained in the process of change and reform

There is a wide set of experiences gained all along the actions carried out in the last years. Many of these experiences are referred to very specific aspects, while other are referred to general aspects that are related to many activities at the same time.

Below is an intent of organizing these experiences commencing in large axis that may provide a systematic view of what has been learnt.

- First of all, it is to be noted here that the country is learning from the recent experience the importance of guiding the public action by guidelines paper of democratic coexistence.

Beyond the true or apparent short term effectiveness of many actions performed without considering law principles, respect for the other, the conjunction of wills, that is to say, values typical of democratic life, said effectiveness turned ephemeral and with few value.

Peru is living at present, and we hope this would be a consistent and long-lasting learning, that the rules of democratic life, respect for the others, the rule of law, are very important things and that, in the medium term, they involve the final result of the efforts made. The countries that want to be republics composed of citizens, can not do it if in the way they do not build or respect said citizenship.

This situation is directly related to the already established crossed axis within the framework of the planning of the curriculum in force.

- It is very important that public policies be the result of an effort of agreement in order to give it sustainability.

- It is essential that the policies of educational change take into consideration the need to foster, in the scopes set forth below, the cultural change between the agents of the educational task.
The feasibility of the policies and actions of change are directly related to the understanding by social actors of its importance and that they become involved in the same. In this sense, it emphasizes the need to raise the levels of requirements posed by the educational community, which many times is prey of a formal horizon where the decisive things is the accreditation or the certification and not the learning that the student achieves.

In this field it is a key element, on one hand, that parents have clear spaces to express their opinions and expectations at the same time that they receive from the State and other agents of the community, some information and orientations which may allow them to develop abilities as true ‘owners’ of public education because, in last stage, public education shall report to them.

Likewise, it is important the principals and teachers be involved in the change which shall be focused in developing learning. The most important actor is the student and all efforts shall be aimed at his/her development of his/her learning.

Finally, it is essential to review the teaching duty as a task to develop persons, for which purpose it is necessary to modernize the teaching duty, that is to say, to focus its assessment in the teaching performance and put aside any corporate trace that may exist.

The teacher, as any other worker, shall find at work a means of personal gratification which is only possible, and acceptable, because said gratification depends on his performance focused on the learning of his students. In this filed to appropriately remunerate appropriate performances shall become in the orienting axis of the educational change.

- It is important to determine the necessary scope of the state action as manager of education. It is difficult to secure a detailed examination of the performance of Schools and Programmes if such observation is made by those who have simultaneously the responsibility of managing them.

The State has a central role in securing the universal provision of educational services, but this does not have to be confused with the direct and centralized management of learning spaces.

The clear determination of spaces reserved to state public action and of those that are the subject of a public action locally is an imperative to be addressed.

Likewise, it is important to tend to transfer to the society everything that is not essential to be performed by public bodies. The experience regarding hiring bodies for training teachers has been very illustrative and contributes additionally to the creation and/or strengthening of capabilities within civil society.

- The adoption of active methodologies for the development of learning has proved to have a great relevance and pedagogical potential. In this sense, it is required to keep and extend the efforts for its spreading and subsequent transformation of classroom practices, without overlooking the centrality of curriculum changes.
1.5. The main problems and challenges facing the national education at the beginning of 21st century

In accordance with what is stated in the foregoing pages, we shall mention here that in these months defined by the democratic transition, the country is making an effort of identification of the new challenges of Peruvian education on which will shall be agreed upon.

These efforts are informed by the recent experience as well as by the reflections and analysis that develop both from the Ministry of Education and from the civil society.

As per the above, we can present the following lines of major issues of national education at present and in the future.

- Redefine the scope and features of education in face of the growing and accelerated world changes.
  
  We understand that changes in global society, in the family, in knowledge, production and technology, demand from citizens new competences which may allow them to face successfully their lives, to achieve a feeling of personal and collective achievement and to take on with responsibility his role of creative agents of the world and not prisoners of it.

  In this sense, as it is already stated in Delors Report, the school need to be redefined as a space for developing people and not only, nor mainly, as the transmission of information.

  The present efforts of curriculum amendment point at that direction but they require their real, constant and consistent actualisation in the practice of the people who define the educational experience.

  Likewise, these efforts require to consider in depth the place that new information and communication technologies played at school. We understand that we are in times of drastic worldwide technological change which has a dramatic effect on school. Technological literacy is becoming more and more an imperative of education and is directly related to the risks of exclusion of the new society.

- To raise the educational quality and achievement levels, trying to remove the existing gaps. The present challenge is not longer to secure democratisation of education by the universal access to educational service. Now, such democratisation involves the universal achievement of minimum learning levels which, therefore, may secure for everybody better conditions to face their own personal challenges and those typical of national living together.

  This involves to secure the attention to quality of a population settled on a very scattered pattern and of all the economically less favoured. The present development of information and communication technologies is an opportunity that we shall take advantage of, for this task.

- To secure we have the teachers that our children and young people need and that they receive a fair labour treatment paid and acknowledging appropriately the appropriate performance.

The present situation of Peruvian national teachers, including their training and their labour system (ways of recruitment, salaries and labour conditions in general) do not allow us to secure to have with the teaching
performance that the new orientation and the new learning and quality challengers require.

It is essential that we as society make it clear, even to us, which the profile (or the profiles) of the teachers we require is; which is the training they shall have; which the personal features we shall require when recruiting them; what labour system they shall have; and how we can secure they appropriate performance.

These are difficult questions to address since the teachers represent in Peru not only a very large sector, but it has been object, and in many times subject, of an inappropriate action which has devaluated their duties and social acknowledgement.

- Secure a more efficient management of public resources and more level of social control on education.

To date most of Schools are managed by the State through the central government and with the participation of the regional instances designated by the central government.

This administrative scheme, even though it may mean in terms of expenditure some scale economies, it does not necessarily secure that the system has the required flexibility to adapt successfully to each local situation, with this, its possibilities of guarantying the quality of service will be lessened. On the other hand, it does not fosters either a management characterized by a larger participation of the community, nor by a trend to have it provided with an appropriate social rendering of accounts by the officer who, at least in principle, act on its behalf.

Even though in the last decade the principals of School have been entitled with competences in the management of resources that they did not have before, as well as with a policy of management training, it is necessary to think in models, maybe deeper, of decentralization, de-concentration and accord of efforts between the different levels of government, the Private Sector and the community in general.

- The above involves as essential condition to secure the increase, in absolute terms, of public investment per student.

As we have already mentioned, this decade has shown some recovery in the public expense in education. However, it is not enough to secure quality; this leads to keep important levels of participation of the expense of families in the public education with the subsequent equity related risks.

This leads us to ask about how we can increase the Public Expenditure per student in a country with a limited product, with a relatively small State (which accounts only for a little more than 15% of the GDP), with a strong fiscal pressure arising out of external debt and with a population mostly young, incorporated in some of the existing educational levels and basically public school, without having a effect on the existing fiscal balance.

This issue has no easy solution. The analysis made shows that this would feasible only by means of a higher budgetary allocation to public education, which would result in a reduction of the allocation to other functions such as defense and service of external debt. Thus, it is being considered the need to look for international agreements which may allow to lighten the financial burden that means the debt of countries as Peru. It shall be borne in mind
that even in the extreme hypothesis of allocating everything that is now allocated to service the debt, a limited amount will be reached from the point of view of the quality to which we are aiming at and of the levels of medium expenditures of Latin America.

It is necessary to look for several options which may be developed in a convergent way.

Additionally, it is possible to set forth aspects of a different extent and scope, but which are essential in the national education task. Thus, it is possible to establish the need to develop efforts aimed at:

- Securing that the new perspective adopted becomes a fostering factor of dialogue between the system and social, scientific and technological changes;
- Securing the appropriate attention of the cultural diversity of the country; guarantying equity;
- Fostering actions agreed inter-sectors and of multi-discipline nature so that the trend is to enrich the perspective and the debate on educational issues.
- Consolidating efforts aimed at having education contributing not only to develop better guidelines of social coexistence, but also fostering sustainability of development.
2. **CONTENT OF THE EDUCATION AND LEARNING STRATEGIES FOR THE 21ST CENTURY**

2.1. Preparation of the curriculum, principles and assumptions

a) The process of decision-making

As mentioned in the first section of this report, early in the 90’s the Ministry of Education aimed at improving the quality and relevancy of the educational system. For this purpose, it launched a set of reforms, standing out a new conception of the curriculum and the ways to organize and implement it at all educational levels.

In fact, in 1993 the Ministry of Education, through its National Divisions, began preparing the new curriculum of Pre-School Education (for 5 years old children) and Elementary Education organized in 3 cycles (6 grades). On the other hand, within the frame of the proposal made in 1997, the process of curriculum restructure of Secondary Education organized in 2 cycles (4 grades) and "Bachillerato" organized in 2 years began.

At present, the new curriculum design corresponding to the pre-school level for 5 year-old children and to the elementary level is generalized. Meanwhile, the proposal corresponding to the secondary education level is being tested in 407 pilot schools nationwide in order to be validated. This validation process should finish this year. 43

This process of introducing curriculum changes has followed these steps throughout time:

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<tbody>
<tr>
<td>5 years</td>
<td>Development</td>
<td>Generalization</td>
<td>Revision</td>
<td>Revision</td>
<td></td>
</tr>
<tr>
<td>1 G</td>
<td>Development</td>
<td>Generalization</td>
<td>Revision</td>
<td>Revision</td>
<td></td>
</tr>
<tr>
<td>2 G</td>
<td>Development</td>
<td>Generalization</td>
<td>Revision</td>
<td>Revision</td>
<td></td>
</tr>
<tr>
<td>3 G</td>
<td>Development</td>
<td>Test</td>
<td>Generalization</td>
<td></td>
<td></td>
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<tr>
<td>4 G</td>
<td>Development</td>
<td>Test</td>
<td>Generalization</td>
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<tr>
<td>5 G</td>
<td>Development</td>
<td>Test</td>
<td>Generalization</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6 G</td>
<td>Development</td>
<td>Test</td>
<td>Generalization</td>
<td></td>
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</tbody>
</table>

Pre-school education for 5 year-old children is joined to the first two elementary grades composing one teaching cycle.

Likewise, the Ministry of Education encouraged the restructure of the curriculum for elementary and secondary education for young persons and adults and for the teaching formation.44

As detailed below, the process of setting up a new curriculum structure has been accompanied with a training programme for teachers through the National Plan of Teaching Training (PLANCAD), including the follow-up and monitoring of the teaching labour at class, the delivery of support materials to teachers for working at class and the free distribution of texts for students.

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43 Likewise, the curriculum corresponding to “Bachillerato” is being tested for the second year; even when this level has only a pilot character.

44 Both the modality of elementary education for young persons and adults as well as the teaching formation are at their stage of generalization. Meanwhile, the curriculum of secondary education for both modalities is being tested.
DECISION-MAKING

The Ministry of Education, being the ruling institution of the Education Sector through its respective offices – National Divisions in charge of pedagogical matters – has been responsible for preparing the national curriculum, same which establishes the minimum competences all students must achieve. The fact that the national curriculum aims at competences not establishing specific teaching procedures, implies that the Schools and Programmes must and need to develop their own curriculum adjustment or diversification.45

In fact, the national curriculum established by the Ministry of Education has a guiding and substantive but not operational character. That is, it is flexible by nature.

Moreover, within the frame of their Institutional Development Projects (PDI), the Schools and Programmes can have up to 30% of hours annually to develop contents and activities aimed at meeting the needs of local communities, besides the activities assuring the achievement of basic competences.

In that sense, the Regional Educational Divisions must define regional specifications inherent to the curriculum adjustment.

The Schools and Programmes make adjustments within the frame of their own educational projects resulting in the design of Curriculum Projects of Schools. It is expected they result from dialogue by the whole local educational community.

It is worth to mention that in the case of private Schools and Programmes, their promoters must make such curriculum adjustment and design educational projects. There is a wide variety of situations where promoters give or not greater participation opportunities to the rest of the educational community. But, in any case, it is under their own judgement.

DECISIONS AT DIFFERENT LEVELS

The new curriculum, because of its flexible nature, allows that decisions on its content and therefore, its relevancy involve different actors of the educational system and pay attention to the multicultural characteristics of the country.

The curriculum diversification is the axis through which it is intended that the decision on the contents of the curriculum embraces different educational levels.

Thus, in broad outlines, diversification is made at two levels: regional and institutional (school) which results in the work at class.

At regional level: cross-sectional subjects are determined and the competences and contents of the National Basic Curriculum are adjusted to

45 The curriculum diversification is the process through which basic and additional competences (conceptual, procedural and attitude contents) and didactic and methodological strategies adjusted to characteristics, needs and interests of the students in their different socio-cultural environments are established.
the characteristics of the regions and sub-regions of the country, establishing guidelines of regional diversification.

At institutional level: guidelines of regional diversification are examined and the results from diagnosis of the School are taken into account to identify the particular characteristics of the students, their needs and interests. It is being analysed if the guidelines correspond to the reality of the student. On the contrary, other cross-sectional subjects are determined and complementary competences and contents are established, thus composing the Curriculum Project at the level of the School. This Curriculum Project is included in the Institutional Development Project (PDI) of the same School.

At class, the teacher takes into account the characteristics, needs and interests of his students, the competences and contents of the Curriculum Project of the School, including -subjects, in order to draw up the annual programming executed through didactical units (learning, projects and modules).

Based on the annual programming, on the results from the assessment of the process of the students, on their response in front of activities developed daily, the teachers re-programme necessarily, each week, each fortnight or each month, whenever necessary to their own observation, the educational actions taken at class.

Thus, it is expected that the actual and effective curriculum, which is finally applied by the teacher, be the result from the reflexive, creative, flexible adapting of the shape and content of the national curriculum made by him and the set of educational actors of a local and regional community.

It is worth to mention that although diversification allows the decentralization of decision-making regarding the contents of the curriculum, on the other side, the basic curriculum structure designed by the Ministry of Education and on which diversification operates, constitutes the essential basis that gives homogeneity to the system and makes possible among other things, the mobility of the students.

ASSESSMENT OF DECISIONS

As mentioned at the beginning of this section, the process of implementation of the new curriculum design in the country is quite recent. Curriculum generalization was first implemented at the pre-school level for five years old children and at the elementary level. Such process has just been launched two years ago.

In that sense, it is difficult to state a proper judgement about the way educational actors, particularly teachers,46 have developed ownership with relation to the new curriculum approach and their participation and contribution in defining contents. Nevertheless, at the end of this report, we will present some ideas related.

b) Curriculum planning and design

GENERAL PRINCIPLES AND BASIC ASSUMPTIONS OF THE CURRICULUM

As mentioned in the former point, the curriculum structure being implemented by the Ministry of Education aims at facing a new way of

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46 Even more if it is considered that the traditional model did not encourage the capacity of initiative and autonomy of the teachers, which has resulted in teaching practices difficult to change.
understanding learning. This conception of learning already posed by the Delors Report, has become a new paradigm of education.

Thus, the educational labour after being understood as a knowledge transference, focusing on teaching and considering the teacher as an essential agent and the student as a receiver of efforts and knowledge, has become understood as a construction of knowledge, focusing on learning, considering the student as an essential agent and the teacher as a facilitator-leader of the personal process of learning of the students.

This is the reason why each student is specially important above the contents to be taught, up to the point of giving priority to his needs and motivations, capacities and skills, values and attitudes.

In fact, the value of learning of the students must be done depending on their personal and collective life quality and on their better adjustment to different and changeable environments. Among others learning goals from such perspective, the following have a more qualitatively value: “learn to be”, “learn to live”, “learn to make”, “learn to teach” and “learn to understand”.

This type of learning makes possible not only to know how to obtain the best material means to live but also to know how to create new ones. A person that has achieved this type of learning is considered competent for life in the world of today and the future. Thus, only efforts tending to form competent persons for life can be considered valuable and important educational ones.47

According to these ideas, the new Peruvian curriculum is characterized in the following way:

<table>
<thead>
<tr>
<th>Characteristics of the new curriculum</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓ Basic</td>
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<tr>
<td>✓ Humanist and value oriented</td>
</tr>
<tr>
<td>✓ Conceptually open</td>
</tr>
<tr>
<td>✓ Integral</td>
</tr>
<tr>
<td>✓ Interdisciplinary</td>
</tr>
<tr>
<td>✓ Flexible and diverse</td>
</tr>
</tbody>
</table>

Likewise, the psycho-pedagogical foundations on which the new educational curriculum is based are the following:

- **Principle of construction of one’s own:** Learning is an internal, active and individual construction process, which interacts with the social and natural environment. In order to learn, students use logical structures

47 This part has been taken from the Ministry of Education – "Bachillerato" Implementation Pilot Plan Office (1999)
Peru: The Development of Education
UNESCO, International Bureau of Education
Report presented by the Ministry of Education of the Republic of Peru.

depending on variables such as learning acquired formerly and the context.

- **Principle of the need of development of communication and attending in learning**: Interactions between student and teacher and between student and his companions (student-student interaction) are produced, mainly through language. To share concepts leads to reorganize ideas and facilitates development. This fact obliges to create richer, more motivated and healthier interactions at class. Within this context, the teacher creates learning opportunities adequate to facilitate the construction of knowledge, proposes diverse and graded activities, guides and heads works, promotes reflection, helps to draw to conclusions, etc.

- **Principle of meaningfulness of learning**: Meaningful learning is possible if new knowledge is related to the previous knowledge of the individual. If learning is meaningful to students, it will make possible the development of motivation to learn and the ability to construct new learning.

- **Principle of organization of learning**: Relations established among different knowledge are enlarged along time and through the opportunity to apply them to life. This fact allows the establishment of new relations among other sets of knowledge and the development of the ability to show these relations through several instruments, such as, maps and conceptual networks.

- **Principle of integrity of learning**: Learning should embrace the integral development of the students, their multiple dimensions. This multiplicity is more or less varied, according to the individual characteristics of each person. Therefore, the abilities acquired through teachers in their daily life and the development of new abilities through all the curriculum areas should be strengthened. Within this context, it is also essential the respect of individual rhythms of students in achieving knowledge.

**THEORETICAL APPROACHES USED FOR THE PREPARATION OF THE CURRICULUM**

The curriculum structure being implemented within the frame of educational modernization gathers new theoretical approaches aimed at modifying and improving the educational practice.

Among the main authors whose works have been examined are Piaget's learning theory which is based on a epistemology aimed at searching for an equilibrium between assimilation (integration of outer elements to evolving or full-fledged structures in organisms) and adapting (process through which our concepts and ideas adapt reciprocally to the characteristics of the world and our schemes may change when they do not adjust to a given situation) and whose objective is to explain the way the world is known at a given moment and the way our knowledge changes in the world. In other words, Piaget considers that knowledge cannot be a representation of the actual world but a collection of conceptual structures that, because of adaptation,
result feasible within the scope of the experiences of the cognitive individual.

Vygotsky's contributions have also been considered. Like Piaget, he poses a psychology based on the activity. For him, human being are not limited to respond to stimulus but act on them and transform them. In that sense, knowledge and its acquisition begin with the interpersonal social share and then becomes an intrapersonal process.

On the other side, the contributions of Chilean biologist Maturana have also been considered. He poses that the phenomenon of learning is a phenomenon of transformation in coexistence. Therefore, the student will develop a structure which will allow him to observe the world and maintain relations with others according to the contacts established with the teacher and his companions.

At the level of theoretical approaches, the constructivist approach has been checked carefully. In some way it involves the authors already mentioned and assumes that learning is basically a construction and not a simple process of assimilation. This means that in order to learn, the student must construct or reconstruct by establishing meaningful connections between his former knowledge and the new one.

Likewise, the contributions of the cognitive psychology have been examined. It stands out the need of understanding the mental structure and its process as factors necessary to organize knowledge done by man when interacting with his social and natural environment. In that sense, the cognitive approach permits to know, clarify and explain the way the student learns and which are the process, abilities, skills and capacities needed to learn. On the other side, the postulates of the pedagogical theory of the person have also been gathered. It considers the person as the beginning of every thinking and educational action. This theory is developed on the basis of recognition of the possibilities of reason, freedom and language as inherent to human nature and are actualised because of the educational task, transforming man into an agent, into a responsible being and real author of his own history of individual and social life.

It is worth to mention that the preparation of the new curriculum design has also implied the revision of the curricula of several American and European countries, as well as different written investigations on the subject. Likewise, a share of experiences with experts from other Latin American countries has been made and innovative educational approaches from international bodies such as UNESCO and Delors Report, the World Conference on Education for All (Jomtien, 1990) and the Main Project of Education in Latin America and the Caribbean launched in 1980 have been taken into account. Finally, the contributions stemmed from the analysis of the Peruvian educational reality have meant the essential input for designing the new curriculum approach.

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49 The Conference on Education for All held in Jomtien had influence indubitably on the new educational concepts. Based on the concept of basic learning needs, the educational action was focused on learning and not on teaching, so as to establish a relation between these needs and the outline of the competences that each child or young person needs to acquire at school to develop successfully in society.
CURRICULUM STRUCTURE AND ORGANIZATION

The basic curriculum structure is composed by the Curriculum Axis, the Development Areas and the Basic Contents.50

<table>
<thead>
<tr>
<th>Curriculum components and organization</th>
</tr>
</thead>
<tbody>
<tr>
<td>Curriculum axis</td>
</tr>
<tr>
<td>- Personal, social and cultural identity</td>
</tr>
<tr>
<td>- Democratic and citizen culture</td>
</tr>
<tr>
<td>- Innovative and productive culture</td>
</tr>
<tr>
<td>Development areas</td>
</tr>
<tr>
<td>- Basic</td>
</tr>
<tr>
<td>- Communication area</td>
</tr>
<tr>
<td>- Personal and social development area</td>
</tr>
<tr>
<td>- Mathematics, science and technology area</td>
</tr>
<tr>
<td>- Synthetic</td>
</tr>
<tr>
<td>- Economics and business management area</td>
</tr>
<tr>
<td>- Labour development area</td>
</tr>
<tr>
<td>Basic contents</td>
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<tr>
<td>- Conceptual contents</td>
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<tr>
<td>- Procedural contents</td>
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<tr>
<td>- Attitude contents</td>
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</tbody>
</table>

- The Curriculum Axis are leading threads lines that respond to the purposes of the educational system and guide the curriculum construction and the specific educational action. The Peruvian educational system, from the foundations of the "Proposal of New Curriculum Structure" has assumed the challenge to promote self esteem as the basis of the respect to other people, the ability of getting ready to compete without privileges, the solidarity and self-control, tolerance and flexibility; as well as the intercultural opening. In particular, the awareness that individual actions have consequences and effort is rewarded. It also promotes among Peruvians the dominion of the own socio-cultural environment through the ethical, rational and aesthetic judgment, in close communication and cooperation with the rest of people, as well as the development of specific abilities which allow each person to become creatively, responsibly and successfully part of the social and economic life of the country.

From this perspective, the Peruvian education poses the following curriculum axis: personal, social and cultural identity; democratic and civic culture and innovative and productive culture.

- Development Areas: the application of the new curriculum structure implies the development of competences organized in development areas. Two types of development areas exist: Basic Areas (Communication, Personal and Social Development and, Mathematics, Sciences and Technology) which are related to the conditions of education and performance of the human fact, which are present along the whole curriculum structure; and Synthetic Areas (Economics and Business Management and Labour Development) which are related to the practical incorporation of the students into the daily life and lead to

50 Taken from the Ministry of Education (1998b). This part presents in general the organization of the Peruvian educational curriculum, which has been specified by the respective National Divisions when defining their curriculum designs for the different educational levels and modalities, as it may be observed in the following tables.
the adequate exercise of all competences through an individual and socially effective synthesis. Its differentiated treatment begins after the end of the third cycle, which coincides with the beginning of secondary education.

Each area, according to the educational level, aims at a final competence, which achievement implies that the student has developed intermediate competences.

**Basic Contents:** the new curriculum structure includes essential contents (a basic repertoire or cultural ways) required for the student to be able to develop the competences that the educational system promotes, educates individuals capable of continuing learning, living democratically and undertaking. Competence is to know how to solve problems and to achieve objectives at different stages and dimensions of human life.

The concept of competence poses a wide range challenge to the teaching labour as it demands from the students the permanent proposal of critical learning experiences where they could test their knowledge and abilities and face consciously the need of knowing how to choose the most adequate attitude in front of circumstances. Competence has been defined as a capacity of effective action and interaction on different real problematical situations at distinct stages of daily life. Therefore, this know-how not only refers to a handy ability, operational technique but to a "know-how" both in the field of relations of persons with nature, objects, ideas and language, and in the field of the same social and intra-personal relations.

In the actions made by a competent person, it may be observed:

i) **conceptual contents:** meaningful knowledge of outstanding facts, concepts, laws and principles to improve or enrich the capacity of action;

ii) **procedural contents:** abilities or skills and handling of techniques and strategies to execute adequately actions that make possible to achieve goals;

iii) **attitude contents:** affective dispositions to persist in the effort in spite of the difficulties or failure, to act with flexibility and autonomy or, to respect and incorporate other perspectives and interests. Attitudes being subjective dispositions favourable to a determined way to act, make possible not only learning at class, but allow an outstanding use of one’s own knowledge under any circumstance, whenever to solve a problem or achieve a goal.

**INTERDISCIPLINARY ISSUES AND INTEGRATION OF MATTERS**

Unlike the traditional curriculum which was organized as a set of courses, that is, divided knowledge, out of context and foreign to interests and demands from the students, the new curriculum proposal searches for organizing the educational labour upon the development of competences of the students, concerning their needs as well as the country’s. Thus, it emphasizes on the integrating and interdisciplinary character of learning.

In fact, the curriculum development areas stem from organizing and focusing on the contents from a perspective of articulation of the fields of knowledge. In that sense, the curriculum area is a proposal of organization
guided towards the non division of knowledge in order to promote relations among the different blocks of contents of learning proposed by each area.

The development areas establish components which in turn are thematic cores permitting to articulate different contents of learning of each discipline. The articulation supposes an organic and systematic relation of the set of knowledge inherent to a curriculum area. Likewise, it is proposed the articulation among the areas by developing learning projects at each grade, where a same thematic object is approached from the perspective each area allows, thus, making global the knowledge.

It is worth to mention that the contents of the curriculum have a cross-sectional nature which permits to link previous understanding with development areas that makes the acquisition of structured knowledge possible.

c) Teaching and learning strategies

Within the framework of the current educational approach, teaching and learning are two aspects of a same dynamic and creative process, where sets of interactions between students and teachers, between the same students and teachers as a group are established.

In such sense, active, interactive, inquiring and participating, pedagogical strategies are needed and which, taking into consideration the theoretical foundations of the teaching field and learning psychology, permit the students to learn personally and collectively in a real meaningful way, both at the cognitive and emotional level. However, those strategies must be necessarily very diverse because their application needs to respond to the specificity of each particular context. And, because the students of a same class always have different styles and modalities of learning, which are going to demand from the teacher, a permanent very varied offer of procedures, materials and opportunities.

At present, some experiences made by the Ministry of Education are being systematized in relation to the preparation and use of educational materials according to the new educational model, as well as to the use of new technologies. Through both means, it is sought to strengthen and facilitate an increasing participation of the student in the learning process.

The educational materials distributed by the Ministry of Education to all Public Schools of Elementary Education respond to the pedagogical proposal of the Basic Curriculum Structure and are basically workbooks, teachers’ guides, class libraries, reference or consultation books, regional texts, non textual materials and texts for the development areas.

Concerning the introduction of new technologies, since the mid 90’s the Ministry of Education is fostering projects destined to approach students and teachers. Among them, the Edured experimental project searches for identifying the roles, costs, impacts and benefits of the use of computers and telecommunications at secondary schools. Likewise, the Infoescuela project searches for improving the learning process of children of Public Schools of Minor’s Elementary Education, putting at their disposal technological materials and computing tools in order to develop abilities and attitudes related to science and technology and to achieve basic competences in the different personal development areas in the Basic Curriculum Structure of the level. In both cases, it is sought strengthen
competences in all the areas of the current curriculum structure. These projects embrace approximately 700 schools nationwide.

FORMATION RECEIVED BY TEACHERS TO APPLY AND ADJUST THE CURRICULUM

In Peru, the teaching formation is given through Teaching Upper Education Institutes (ISPs) and Universities which have an School of Education. The Ministry of Education only has influence on the first ones as the second ones are autonomous institutions.

For the purpose of giving support and coherence to the new curriculum design for the Pre-School, Elementary and Secondary Education levels, the Ministry of Education, through the National Division of Formation and Teaching Training (DINFOCAD), in 1996 began to prepare the new curriculum for the teaching formation. At present, this curriculum design adjusted to the new educational model is at the stage of generalization for the Pre-School and Elementary Education specialties and it is being tested for Secondary Education.

However, probably the most important effort developed to train teachers within the new educational approach is shown by the National Plan of Teaching Training (PLANCAD). PLANCAD was established with the purpose of improving the quality of the pedagogical work of teachers of Pre-School, Elementary and Secondary Education, through an basic, varied and regional training related to: i) the use of basic curriculum structures of the respective educational levels, ii) programming and development of the learning process, focusing on the formation of values, the application of strategies of active methodology and the use of educational materials and equipments supplied by the Ministry of Education and those prepared using their own environment resources, iii) the assessment of learning process, paying particular attention to considering particularly the application of strategies of educational and differential assessment and iv) the updating of the students’ knowledge on the areas corresponding to the curriculum.

Such Plan began in 1995 and its basic strategy has been to hire executing entities (universities, teaching upper education institutes, non government organizations and educational organizations) which have assumed the task of training teachers from public schools through service contracts signed with the Ministry of Education.

This strategy has permitted to decentralize the teaching training that has always been under the supervision of the Ministry of Education. Educational organizations and institutions have been involved, and thus, civil society has been strengthened at regional and local level.

PLANCAD teaching training process carried out by the executing organizations and which duration is approximately nine months between the months of February and November of each year, embraces the following actions:

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51 Although in a strict sense when PLANCAD began its activities still the new curriculum proposals were not being tested, throughout time its actions have been adjusting to the approach of the new curriculum structure. However, the process has not been exempted from contradictions.
• Teaching training workshops: during the process two training workshops are organized (February - July) with the attendance of principals, hierarchical staff and teachers from the chosen schools.

• Strengthening and follow-up actions: their purpose is to assist the participants along the process of application and support of learning developed at the workshops. Also, to support the teachers with relation to the study for contents updating and assessing their learning. Within the frame of the strengthening and follow-up actions, the teachers will participate in the following actions:

(i) Inspection visits for assessing teaching practices in order to check the application of the new pedagogical approach to identify the achievements and difficulties and to give them the necessary support, as well as to verify the quality of the teaching handling and its incidence in the learning process. The trainers observe teaching practices of a teacher at least twice a semester.

(ii) Meetings of strengthening and follow-up cores, with the purpose of survey the achievements and difficulties of the work at class, sharing experiences, helping in solving difficulties, developing learning demonstrative activities supporting with educational material and gathering suggestions for future meetings. At each semester, the teachers participate in two meetings.

(iii) Monthly tutorial meetings for direct consultations and assessment of learning with relation to the comprehension and application of each curriculum area.

• Preparation of materials. The technical equipment produces annually the following educational materials: training guide for teachers of Pre-School, Elementary and Secondary Education; training guide for elementary principals, training guide for executing entities, training guide for regional principals and training guide for adults. This year, self-study modules are being implemented. Their purpose is to update the teachers on scientific contents in the curriculum area they are responsible for.52

During the 1995-2000 period, PLANCAD has trained a significant number of teachers nationwide, as it can be observed in the following table:

<table>
<thead>
<tr>
<th>Year</th>
<th>Pre-school</th>
<th>Elementary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>1995</td>
<td>2000</td>
<td>24 311</td>
<td>2 938</td>
</tr>
<tr>
<td>1996</td>
<td>2 303</td>
<td>27 278</td>
<td>7731</td>
</tr>
<tr>
<td>1997</td>
<td>3 235</td>
<td>19 977</td>
<td>13 473</td>
</tr>
<tr>
<td>1998</td>
<td>3 621</td>
<td>27 407</td>
<td>39 182</td>
</tr>
<tr>
<td>1999</td>
<td>4 514</td>
<td>4 678</td>
<td>24 311</td>
</tr>
<tr>
<td>2000</td>
<td>3 235</td>
<td>27 278</td>
<td>2 938</td>
</tr>
</tbody>
</table>


d) Assessment policies and instruments used to determine the progress of a student

According to the new pedagogical approach, assessment is understood as part of the educational process and consubstantial with it. It allows the

52 Modules have been established for the curriculum areas of Mathematics, Communication and Sciences, Technology and Environment. For this year, it is expected to establish modules for the rest of curriculum areas.
analysis, reflection and research of the learning and teaching process, as well as the elaboration of strategies to accompany such process. This process has two objectives: on one side, to propose support, readjustment and re-guidance measures to the learning process and, on the other side, to strengthen the will and capacity of success, as well as the sense of purpose of the students.

From this point of view, it can be affirmed that from a concept of learning focused on the students and on their own development process, assessment has not at its essential core measurement and statistical data, but a focus on achieving and a more comprehensive vision taking into account the context and factors influencing on the pedagogical process.

<table>
<thead>
<tr>
<th>Its objective</th>
<th>Traditional assessment</th>
<th>New assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Measurement and collection of statistical data</td>
<td>• Measurement and collection of statistical data</td>
<td>• Comprehensive vision of the factors influencing on learning</td>
</tr>
<tr>
<td>Its interest</td>
<td>• The results</td>
<td>• The process</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• The achievements, difficulties or limits of the student</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• The causes and circumstances influencing on learning</td>
</tr>
<tr>
<td>Its periodicity</td>
<td>• When finishing a given period</td>
<td>• Permanent and continuous</td>
</tr>
</tbody>
</table>

Thus, the student’s evaluation within the frame of the new educational model must be characterized by being formative, continuous, integral and individualized as well as essentially qualitative.

The main part of the qualitative assessment is that it must not limit to qualify or refer only to the results from learning by the students. It must include descriptions and comments explaining the process experienced by the student, same which should reflect clearly the student’s learning level. Thus, the qualitative assessment requires a continuous follow-up of the progress of each student along the process of construction of his own learning.

At present, the assessment of the primary level must have a qualitative nature. Meanwhile, the new curriculum design has already been generalized to all the schools. Nevertheless, we know that still there are difficulties concerning teachers’ correct handling of the new scheme. At the secondary level, the quantitative assessment based on a twentieth scale is still being used.

It is worth to mention that the Peruvian educational regulations establish the existence of a Recovery Programme during the months of holidays destined to those students that had not fulfilled the competences established to be promoted to the next grade. The school principal is the responsible for defining its duration, hours, cost, etc. The attendance of the students that, according to their evaluations, require it is voluntary.

ASSIGNATION OF TIME

As mentioned before, according to the flexible nature of the new curriculum structure, there are no real plans of study, as the curriculum of class is obtained through the diversification of the national curriculum.

53 Taken from Ministry of Education – "Bachillerato* Implementation Pilot Plan Office (1999)
Nevertheless, following there are the development areas embracing Pre-School, Elementary and Secondary levels as they appear in the curriculum designs.

<table>
<thead>
<tr>
<th>Development areas by Educational Levels</th>
<th>Secondary Education (proposed)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-school - Elementary Education</td>
<td>Secondary Education (proposed)</td>
</tr>
<tr>
<td>• Integral Communication (*)</td>
<td>• Communication</td>
</tr>
<tr>
<td>• Mathematical Logic</td>
<td>• Mathematics</td>
</tr>
<tr>
<td>• Social and Personal (**)</td>
<td>• Social and Citizen Studies</td>
</tr>
<tr>
<td>• Science and Environment</td>
<td>• Management of productive and</td>
</tr>
<tr>
<td>• Religious Education</td>
<td>entrepreneurial processes</td>
</tr>
<tr>
<td>• Tutorial (**)</td>
<td>• Physical Training</td>
</tr>
<tr>
<td></td>
<td>• Religious Education</td>
</tr>
<tr>
<td></td>
<td>• Foreign Language</td>
</tr>
<tr>
<td></td>
<td>• Artistic Education</td>
</tr>
</tbody>
</table>

(*) Includes aspects related to Artistic Education. For the case of EBI (Bilingual-Intercultural Education), also includes Second Language

(**) Includes Physical Training

(***) 5° and 6° grade in non-multigrade schools

For the above mentioned reason, the curriculum does not pose the time assigned to each development area. However, in the elementary curriculum and in the test secondary curriculum, temporary limits are suggested to each area, as it can be observed in the following tables.

<table>
<thead>
<tr>
<th>Programme of studies of elementary education for minors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Temporary Limits</td>
</tr>
<tr>
<td>Development Area</td>
</tr>
<tr>
<td>Integral Communication</td>
</tr>
<tr>
<td>Mathematics-Logic</td>
</tr>
<tr>
<td>Sciences and Environment</td>
</tr>
<tr>
<td>Social and Personal</td>
</tr>
<tr>
<td>Religious Education</td>
</tr>
<tr>
<td>Tutorial</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>New Basic Curriculum Structure (Secondary Education)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Temporary limits</td>
</tr>
<tr>
<td>Areas</td>
</tr>
<tr>
<td>Communication</td>
</tr>
<tr>
<td>Mathematics</td>
</tr>
<tr>
<td>Sciences, Technology and Environment</td>
</tr>
<tr>
<td>Social and citizen studies</td>
</tr>
<tr>
<td>Management of productive and entrepreneurial processes</td>
</tr>
<tr>
<td>Physical training</td>
</tr>
<tr>
<td>Religious education</td>
</tr>
<tr>
<td>Foreign language</td>
</tr>
<tr>
<td>Artistic education</td>
</tr>
<tr>
<td>Tutorial</td>
</tr>
<tr>
<td>Free availability</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Weekly teaching hours*</th>
</tr>
</thead>
<tbody>
<tr>
<td>35</td>
</tr>
</tbody>
</table>

* It is understood as 45 minutes.

With respect to the duration of the school year, the regulation in force states that public schools work a minimum of 36 effective weeks. These weeks are composed by 5 day's work composed by 6 chronological hours for the case of Secondary Education, which totals a minimum of 1,080 chronological
hours annually.\textsuperscript{54} For the case of Elementary Education, a day's work is composed by 5 total chronological hours, which totals 900 annual minimum hours.\textsuperscript{55} It must be pointed out that these values normatively established are widely varied in the real practice.\textsuperscript{56}

Public schools have more flexibility, so a significant number of schools have a school year of greater duration than others.

2.2. Change and adjustment of the education content

a) Factors that have caused or are causing curriculum reforms;

The main factors that have permitted and at the same time demanded from the Ministry of Education to launch the reform of the school curriculum may be detailed as follows:

- The changes at the international context related to the revolution of communications and the globalisation process. The speed of change and the uncertainty as axis of a daily human life turn obsolete a significant portion of knowledge, mainly of information. And, on the other side, they question and turn relative the traditional means of transmitting knowledge.

- The apparition of new concepts of learning that define it as a process not of mechanical appropriation of pre-established truths, but of personal construction of knowledge, turning the education into a permanent experience of inquiry and share.

- The diagnosis done by the Ministry of Education in 1993 stated the need of launching reforms aimed at improving the quality and equity of the Peruvian educational system while the ratios of drop-out and repetition were too high.

b) Main institutions, organizations and individuals that participate in the process of change and adjustment of the content of education

The preparation and implementation of the curriculum has been made by the Ministry of Education for being the ruling body of the Education Sector through its National Divisions and intermediate organizations.

Nevertheless, the design and subsequent establishment of the Curriculum, particularly as of the strategy used by PLANCAD, has involved different actors such as local, foreign experts, Universities, Pedagogical Upper Education Institutes, NGO's, etc. In that sense, it could be affirmed that this process of change is the result from a work that has surpassed the limits of the Ministry of Education.

As mentioned above, in the first section of this report, at present significant efforts are being done to assure that the decisions of change and adaptation of the content of the education involve other actors, besides those that have already participated, such as the teaching union and the private sector.

\textsuperscript{54} They include 45 minutes daily (135 hours annually) of intervals or rests.
\textsuperscript{55} They include 30 minutes daily (90 hours annually) of intervals or rests.
\textsuperscript{56} The real time of classes at each school changes according to different characteristics which are not still well studied in their real proportion. However, as example we can mention that a research on Rural Schools (Ministry of Education 1998a) found that in average in the 16 schools examined, students had received 40% less of classes of what corresponds. Likewise, the same study states that the Andean Region is the area with the less percentage of time of classes.
c) Strategies adopted in the design, application, follow-up and assessment of the reforms of the curriculum

Among the strategies adopted for the preparation and application of the new curriculum proposal, the following can be mentioned:

- Work meetings with the educational community to spread, consult and create consensus related to the new structure of the Peruvian educational system.
- Workshops with international experts and share of experiences of the national consultants in charge of preparing the school curriculum.
- Workshops with experts in each curriculum areas in order to update and validate later the contents of the new curriculum.
- Consultations with different educational actors on the curriculum proposals in order to receive their suggestions and observations.
- Preparation of a strategy of application of the new curriculum structure that supposes: teaching training, preparation of educational materials for students and teachers and, preparation of assessment instruments in order to follow-up the application.
- Establishment of Curriculum Development Networks (RDC) with teachers from Pre-School, Elementary and Special Education through which the Intermediate Bodies promote and strengthen the actions for the Curriculum Diversification, giving priority to the preparation of the School Curriculum Programme, within their respective execution environments.

As mentioned before, to assess the application of the new curriculum posed by the Ministry of Education is still early. However, we would like to mention some ideas regarding the way this process has been done.

First, the process of application of the new curriculum supposes changes at different levels and at other spheres that are not influenced by the Ministry of Education. In such sense, many times those changes do not occur or do occur at a different rhythm, which does not permit to make efforts.

Second, it must be stated that there is still a work to do at the Ministry of Education in order to have unified approaches and strategies for its National Divisions. This is required to articulate the curriculum designs of the different levels with the purpose of giving coherence and unity to the educational structure.

Likewise, the new curriculum approach requires an almost Copernican change related to the school traditional administration. In fact, its implementation supposes to make, at least, changes at the level of the administrative and pedagogical handling. It is necessary that the educational actors that fulfil an administrative function leave their controlling role and become leaders and supporter in the educational labour. Likewise, it is essential that the teachers restate their pedagogical role, emphasizing on innovation and recovering their creative ability.

On the other side, it is important to assure that the efforts developed concerning the curriculum re-guidance are accompanied with the development of instruments and guidelines that assure that the assessment
systems at class respond to those guidance. Therefore, they may produce significant information concerning the student’s progress.

Particularly, we consider that although PLANCAD strategy has permitted to reach the goals concerning teaching training in the new curriculum approach, still there are aspects that are necessary to assess and improve. Among them:

- The lack of coordination between the division in charge of teaching formation and training and the respective offices that have prepared the new curriculum according to levels and modalities;

- Although the strategy of executing entities has permitted to decentralize training, on the other side it has been checked the disparity in the quality of formation they provide, damaging the poorest zones where also the teaching institutions with lower level of institutional and academic development are found;

- Although training has been decentralized through the executing entities, the handling of the monitoring process and assessment of this experience has not been supported enough by intermediate organizations as it has been focused on the headquarters of the Ministry;

- It lacks more dedication in the preparation of educational materials supporting the pedagogical practice within the frame of the curriculum and that encourages the teacher to assume a more active function as requested by the new educational approach.

- It is necessary to systematize the experience of the executing entities so as to count with new elements to propose and adjust the pertinent policies.
3. **Final Comments**

Finally, we consider convenient to summarize some subjects as general conclusions of this report.

(i) The Peruvian education has achieved significant goals concerning the levels of access to the system on the side of the persons in age of attending school compulsorily in the whole country. This progress is the result from both the State measures and a significant long-term process based on a great social valuation of education and it is implying an increasing number of school-years achieved by adult population.

(ii) This progress in the field of the coverage has been accompanied with a long-term fall of the levels of public investment per student, which presumably is found at the basis of the greatest part of difficulties faced by the system and that involve the levels of quality and equity of the national educational offer.

(iii) Concerning the previous point, we can observe significant gaps of equity related to the living conditions of the population. The main observable gap of equity is referred to this factor more than to any other (gender included).

(iv) Recent efforts on educational change show the scope of the new educational approaches and their technical relevancy. However, an adequate approach is not enough as it is essential to count on the social forces permitting to make the change. On one side it supposes the arrangement of wills and on the other side, the development of the national institutional system.

(v) The recent experience also shows the importance of conjugating the changes of pedagogical guidance with mechanisms promoting, strengthening and supporting the cultural change among the agents of the educational labour.

(vi) The central axis of the educational changes is given by the very needs of the learning process of the students. The efforts concerning teaching must be outlined by this imperative, so we can obtain a teaching performance of the type students deserve, and at the same time recognize and reward their adequate performance, by re-valuating and modernizing the teaching labour.

(vii) The main challenges of the Peruvian education are, therefore, composed by the very elements of our current situation as well as challenges stemmed from trends of global change. These are related to:

- Redefine the scope and characteristics of education in face of the increasing and accelerated world changes.

- Increase the quality levels and educational achievement aimed at eliminating the existing gaps. Nowadays, the democratisation of education not only implies to assure the access but also and essentially to attain a universal achievement of minimum learning levels.

- Assure a more effective handling of public resources and greater levels of social control on education.

- The above mentioned supposes an essential condition related to assure the increase, in absolute terms, of public investment per student.

These are the key subjects of the current educational agenda and we trust on establishing agreements that permit us to embrace these subjects systematically, coherently and sustainable in the following decades.
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