BULLETIN

THE MAJOR PROJECT OF EDUCATION

In Latin America and the Caribbean

UNESCO

REGIONAL OFFICE FOR EDUCATION IN LATIN AMERICA AND THE CARIBBEAN

OREALC
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BULLETIN 24
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In order that this bulletin may reflect in as complete and timely manner as possible the initiatives and activities carried out by each and all the countries of the region in relation to the Major Project of Education in Latin America and the Caribbean, pertinent official bodies are invited to send to the UNESCO Regional Office for Education in Latin America and the Caribbean all information they wish to have published in this bulletin.

The views expressed in the signed articles are those of their authors, and are not necessarily shared by UNESCO. Reprint of this publication is authorised mentioning its source.

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Presentation

The attendance by almost all ministers of education of Latin American and Caribbean countries at the PROMEDLAC IV Meeting, the importance of adopted text content and the climate in which PROMEDLAC IV* deliberations took place, permit one to rate this meeting as historic. What was so new about PROMEDLAC IV? First, the recognition that a stage of educational development had ended and that a new era was beginning. This recognition, already latent, had been expressed at previous meetings. The Guatemala meeting (PROMEDLAC III), the preparatory meetings of the World Conference of Education for All and Latin American and Caribbean participation itself at Jomtien were important landmarks in this process. But PROMEDLAC IV ratified this conviction, and did so with the force afforded it by the massive attendance of the region's ministers of education. But, besides maintaining the need for embarking upon a new path, PROMEDLAC IV defined the base lines for it. In this respect, the text of the Quito Declaration synthesises the basic points on which regional consensus was established in connection with the new strategy: the need for national consensus on educational policies, intersectoriality, requirements for modifying management styles by introducing modes of action that strengthen responsibility for results, the emphasis on actions based on educational demand, the break up of educational corporateness, the meeting of basic educational needs as a criterion for curricular transformation, domestic and international solidarity as cardinal elements for the success of proposals, coordination of contingency and long term plans and a series of other elements to be listed in the recommendations' text adopted at the meeting, all constitute key words in the new educational discourse. The third notable aspect of PROMEDLAC IV was the strengthening of cooperation ties at various levels. The first of these was the tie between countries: bilateral agreements, subregional agreements, agreements between countries of Latin America and the English-speaking Caribbean, formal and nonformal agreements; all these were strengthened prior to and during the meeting, and will likely constitute one of the most important elements in the near future. Now more than ever, regional integration is a dynamic reality. Second, the ties between State and non-governmental organisations. Their presence and recognition of the need for their coordination was a constant during the meeting. Third, the ties between cooperation agencies. With PROMEDLAC IV it has become clear that the Major Project has ceased to be the exclusive domain of UNESCO and the Ministries of Education and has gone on to become the project of all agencies and institutions committed to the objectives of education for all. This issue of the Bulletin includes all the PROMEDLAC IV material. The meeting undoubtedly constituted a starting point that augurs a future of effort,
new challenges and renewed enthusiasm for the Major Project in its second
decade. We are confident that the PROMEDLAC IV documents included in this
issue will serve as a permanent reference point in this new endeavour.
Likewise, we present an article by Ernesto Schiefelbein, who offers us important
information on education opportunities for women in Latin America and the
Caribbean.

* The Intergovernmental Committee of the Major Project of Education in Latin America and the Caribbean is known with the
acronym of PROMEDLAC (Proyect Majeur dans le domaine de Reeducation in Amerique Latine et les Caraibes)
In Chapters II, III and IV, the educational situation is reviewed in relation to the three main objectives of the Major Project of Education in Latin America and the Caribbean and in the light of basic learning needs identified at the World Conference on Education for All. Those chapters give an account of progress, limitations, obstacles and issues arising from recent experience acquired by the countries concerned in the not too distant past. They also identify points where alternatives must be found in order to raise the level of efficiency of education systems and enlist the help of new social actors traditionally excluded from the world of education.

Chapter V looks at the challenge that education systems of the region will have to meet in their future development and the main strategies for tackling it appropriately. That challenge involves; linking educational action to strategies aimed at changing patterns of production according to equitable criteria by reaching national consensus in the field of education, and attaining a higher degree of vigour through three main strategies: renewal of teaching processes through the professionalisation of teachers as a body, flexibility and relevance of curricula, and encouragement of innovation in the priority areas of any policy to improve the quality of education; strengthening of educational administration and management through the use of effective arrangements to enlist the participation of all those involved in the education proc-
ness, new incentives to give people responsibility for results, selectivity of operations aimed at target populations, and intersectorality in modalities of action; and optimum use of the possibilities afforded by international cooperation.

The purpose of this working document is to facilitate discussion during the proceedings of PROMEDLAC IV. Additional information on the situation of education in the region and on co-operation activities may be found in other documents prepared by UNESCO.¹

Chapter I. A new stage in educational development

The decade 1980-1990 culminated in a series of regional and international events calling for a debate encompassing both the two-year period since PROMEDLAC III and the sectoral analysis of education. In order to gain proper understanding of educational phenomena and to design appropriate strategies, it is today more indispensable than ever before to have a broad overall vision of educational problems.

In that decade, educational development co-existed with "regression on the economic and social fronts in the vast majority of the countries of the region. This may best be gauged by setting the achievements made in previous decades and also in the 1980s against those of other countries, especially the industrialized countries of the Organisation for Economic Co-operation and Development (OECD) and various South-East Asian countries".

The Economic Commission for Latin America and the Caribbean (ECLAC) has accordingly described that decade as a 'lost decade' and a time of 'painful lessons'.

Between 1980 and 1990, education was affected by the economic crisis, mainly through cuts in public expenditure and the deterioration in the quality of life of the people at large. In education, the average reduction in public expenditure was estimated at 25 per cent, although higher percentages were recorded in some countries. The quality of life of middle-and low-income groups in particular, has deteriorated with a sharp decline in their consumption capacity and in their possibilities of joining the labour market.

Owing to the reduction in public spending on education and the declining ability of households to bear the costs of education, efforts have concentrated on maintaining the coverage of the system, while sacrificing the quality of the education provided. Although there are major differences from one country to another, an assessment of the decade reveals that it was possible to maintain and in some cases even extend coverage at the cost of a significant deterioration in the working and employment conditions of teaching staff and in the facilities and resources allocated to education, including the school infrastructure.

The most eloquent indicator of this deterioration is repetition, which concerns approximately 20 per cent of pupils in primary schools, more particularly in the early grades, and this percentage usually applies to children from low-income families in rural and urban fringe areas.

Fundamentally, the deterioration in the working and employment conditions of teaching staff has been the result of the fall in pay, the deterioration in the professional status of their work and the huge difficulties encountered in implementing further training and educational support programmes. Some studies carried out in the countries of the region show that staff are disillusioned and frustrated, while teachers' organizations concentrate their action on wrangles over salary claims and suspend teaching activities, thus reducing the number of days that pupils attend class. On several occasions, in response to initiatives by an authority that did not offer

¹ The State of Education in Latin America and the Caribbean, 1980-1987. UNESCO/OREALC, Santiago, Olile, 1990; UNESCO’s co-operation within the framework of the Major Project for Latin America and the Caribbean. ED-91*RoMEDLACmEF. I
adequate employment or working conditions, teachers have acted to oppose change or educational renewal.

The deterioration in the tools of the teaching trade, in both quantity and quality, concerns the availability of materials for both teachers and pupils. Basic materials such as exercise books, textbooks, pencils for pupils and teachers' guides are in short supply. In an education system based primarily on the availability of resources rather than on the suitability of teachers, these shortages seriously curtail the learning opportunities open to pupils. But this deterioration is also apparent in the difficulties encountered in acquiring new equipment and educational apparatus for science teaching and for the introduction of new items directly related to scientific and technological progress such as computers, libraries, laboratories, radios and video systems.

The deterioration of the infrastructure of educational establishments and the lack of new buildings to cope with the growth and greater complexity of the demand for education have thrown into sharp relief the precarious backdrop against which education is unfolding.

One factor that aggravates the seriousness of this deterioration is the long duration of the crisis. It should be borne in mind that if the decline in teachers' pay and the failure to maintain buildings and equipment continue for a very long time, they will have irreversible consequences which will make it necessary to retrain staff completely, rebuild premises or renew all equipment, as the case may be.

Faced with this economic crisis, which is having such serious repercussions on education, neither families nor the State have remained idle. Families have adopted strategies of action in response to this new crisis in education. Many middle and lower middle class families, which had been able to meet the cost of their children’s education privately in the past by sending them to private establishments, have chosen to send them to State schools, thus increasing the burden of demand on a sector seriously short of resources. Poor families send their children to State schools so that their children’s basic nutritional needs may be met, besides, their learning needs.

States have faced up to this situation by maintaining levels of coverage, and in some cases have increased them. Similarly, strategies to maintain and improve certain standards of quality have been encouraged.

Three of the main public strategies designed to maintain educational coverage are as follows:
- To give priority to population groups most at risk from the crisis and which have been passed over by the education system. This accounts for the priority given to basic education and literacy.
- To support administrative rationalization in order to improve efficiency in the management of education systems. Sharing out responsibility with a view to decentralisation and fuller participation by parents and by the community in general have been the main lines of action in this regard.
- To co-ordinate health care from the vantage point of the schools and to maintain and increase food aid provided in schools, within the limits of the resources available. Governments have also endeavoured to help pupils with clothing and textbooks.

From the point of view of quality, some of the most common strategies are:
- The use of textbooks describing situations in the pupils' daily lives, new systems of evaluation (automatic promotion) and pilot experiments in areas such as data processing, improved science teaching and new methods of teaching reading, writing and arithmetic.
- Experiments have been carried out and innovations made in the curriculum in order to incorporate such dimensions as population education, community participation, human rights teaching, ecology and the environment, and the struggle against drugs and AIDS.
- In countries with high percentages of indigenous peoples, bilingual-intercultural syllabuses have been actively encouraged, but they continue to be geared to the indigenous peoples only and do not form part of the general curriculum.
International co-operation has helped in various ways to ensure that such strategies to protect educational development in the region are viable. Foreign contributions, through loans or donations, at a time of severe cutbacks in public expenditure on education, acquired great importance during the decade. In particular, those contributions provided governments with additional resources for implementing their priorities. The World Conference on Education for All made it possible to combine not only the efforts of the four agencies that convened the Conference - UNESCO, UNICEF, UNDP and the World Bank - but also those of a significant number of other agencies and non-governmental organisations. In the case of Latin America and the Caribbean, special mention should be made of the Inter-American Development Bank, which provided very substantial backing during the preparatory stages.

The last ten years have been regarded as a decade spent safeguarding educational development and, at the same time, opening up fresh possibilities: fresh in the sense of both emergent trends and the objective conditions that make new operations possible.

To recognize the existence of these fresh possibilities is not to deny that the crisis will continue to be a significant limiting factor. Foreign debt servicing and low economic growth rates, for example, will continue to influence public spending on education. Education policies and strategies will continue to operate under conditions of great financial austerity. But, by the same token, it may be acknowledged that energies and proposals will not be concentrated exclusively on clamoring for greater resource availability.

Some of the factors that, in the regional context, may have a favourable influence on educational development are the following:

- From the economic point of view, according to ECLAC documents, the urgent need to correct the imbalance of the region's international position has been fully confirmed, and awareness has also grown of the importance of maintaining short-term macro-economic balances and supplementing them with sectoral policies for change. Efforts were redoubled to take greater advantage of potential for regional integration, and spurious dilemmas over industry versus agriculture, the domestic versus the foreign market, State versus private sector and planned versus market economy were largely resolved.

The proposal to 'change the patterns of production on equitable terms' recommended by ECLAC lays emphasis on the objectives of international competitiveness and equity in a context of democratic, pluralistic and participatory institutions. A strategy based on these principles will lead to new and important demands being made on education, as it will be necessary to develop human capacities in both quantity and quality as never before.

- The consolidation of democratic governments not only creates better conditions for the operation of pluralistic patterns of participation and coexistence but at the same time makes heavy demands on the education system. These are demands for the renewal of formulae and strategies for preparing individual citizens for life in more complex societies, where needs arise from the traditional areas of civic participation and also from newer areas such as care of the environment, prevention of diseases such as AIDS, the struggle against drug addiction and new forms of social racial discrimination.

- Trends towards regional integration have gained new strength. This is happening in an international climate that is conflict-free and, at the domestic level in particular, one of growing awareness of the need to achieve peaceful and negotiated solutions for the
development of national economies. That being the case, new types of demands for cultural and educational integration will arise, at both the base of the system and in the upper echelons.

Economic and political changes have been accompanied by a number of educational changes, the fruit of the experience that the countries of the region have gained. Such changes include the following:

- In the context of national reform, proposals to decentralise the administration and management of education systems, have become widespread. Although experience and results vary significantly and it is too early to draw conclusions, it is obvious that decentralisation is a framework with a high potential for encouraging the participation of new actors, curriculum adaptation, accountability for educational results and administrative efficiency.

- Moves towards decentralization have also made it possible to recast the role of the State in both central and local administration. At the central level, States have started to strengthen their capacities to evaluate results and to draw up and implement programmes with a view to evening out differences. At the local level, it is easier to devise opportunities for linking the work of the school to that of other institutions concerned with education and other members of the community.

- Growing awareness of the value of education in development strategies has given impetus to processes which, although still in their infancy, make it possible to identify aspects on which some of the changes will be concentrated in the immediate future. Such changes may centre on strengthening and modernising the teaching of reading, writing and science, on the more systematic use of information technologies both in teaching and in the management of education systems, on the need to make school establishments receptive to the world of work and to culture, on recognition of cultural diversity as a factor that gives added breadth to educational schemes and on the promotion of educational innovations and steps to improve educational quality as one of the central themes running through action-oriented strategies.

The end of the decade marks, to a certain extent, the end of a process of educational development in which the region scored important quantitative successes but at the cost of low levels of efficiency, quality and equity. Quantitative achievements have been maintained during the decade thanks primarily to the efforts of families and teachers. In such circumstances, however, quantitative gains cannot be sustained for much longer and development demands in terms of equitable change in production patterns will call for more and more attention to be paid to improving the quality of academic achievements. In short, the countries of the region are faced with the challenge of devising strategies to meet new demands in the field of education brought about by social change. Taking up this challenge implies putting the medium- and longterm dimension on the decision-making agenda of education authorities. From this point of view, one of the most important lessons to be learned from the decade of crisis is that the pressing need to take long-term decisions must be recognised. These decisions imply:

- The link-up between the State and the private or non-governmental sector. The question must then be raised: how can equality of opportunity be guaranteed in an education system in which the private sector has a growing share of responsibility for education?

- With regard to gearing education to the world of work, scientific, technological and cultural output, the question should be raised: how can the education system break out of its isolation from the productive, scientific and cultural dynamism of modern society?

- With regard to co-ordination between central and local government, it would be useful to ponder the questions: what should be the role of each? what machinery is most effective in achieving unity amid diversity?

- With regard to the stability of educational funding policies, it would be worth while to
ask questions such as: how can a steady flow of resources for the implementation of long-term education policies be ensured? what machinery is most effective in eliminating discrepancies? And which incentives are likely to enlist greater private participation in the funding of education?

- On the subject of the growing professionalization of teachers as a body, certain questions should be asked, such as: what initial and in-service training strategies should be promoted? how can creativity, innovation and greater accountability for results be encouraged? how can the most talented people be attracted into the teaching profession?

Chapter II. A minimum of eight to ten years' schooling for all children of school age

As the decade comes to an end, it is important to point out that in spite of great financial constraints, the number of pupils enrolled in basic education has risen. At the same time, it should be borne in mind that repetition has also increased.

Some 30 per cent of pupils entering the first year do not get beyond the fourth grade of primary education; approximately 50 per cent drop out of the school system before completing primary education, which lasts for six, seven or eight years, as the case may be.

The high percentage of academic failure in the poorest population groups brings out the existence of serious problems of equality of access to and retention within the school system. This is proof that problems of coverage and quality cannot be considered in isolation. The reliable records available confirm that one of the most important challenges to be taken up in the next two decades, in view of the level of educational development attained in the region, will be to expand and consolidate levels of coverage by making significant improvements in quality and in conditions of equity in the field of education.

Pre-school education

The expansion of the coverage of pre-school education marks one of the decade's major steps forward. The information available indicates that about two thirds of 5-year olds and a quarter of 3 to 4-year olds are covered. The English-speaking Caribbean countries have made great strides at this level and most of them have introduced compulsory schooling for 5-year olds. In spite of this progress, coverage is still concentrated in urban areas except in a few countries where the public sector has made major efforts to extend coverage to rural children. Similarly, in terms of both the coverage and the quality of the education available, the middle and upper classes have the advantage. The private sector caters for a quarter of pre-school enrolments, and concentrates its supply in the economically more privileged urban areas. In rural areas, however, this responsibility rests primarily with the public sector.

Financial difficulties and constraints have boosted inventiveness in finding pre-school educational alternatives that both serve educational purposes and comply with demands that comprehensive arrangements be made for children living in conditions of poverty. Strategies of community action, involvement of fathers and mothers as educators of their children and training of instructors from within the community itself have made this a very vibrant level of education displaying much internal variety.

That variety also has to do with the variations in the ages of children in pre-school education. There are three distinct age-groups, matched by different strategies of action: the 4 to 6 age-group, the 2 to 4 age-group and the 0 to 2 age-group.

In the 0 to 2 age-group, action is geared to educating families, and especially mothers, to provide early stimulation, health care and proper nutrition for their children. The demand for this type of action is met by the ministries of health
with very little input from the ministries of education. Non-governmental initiatives concentrating on areas of extreme poverty play a very important part in its development. The contribution of the churches and of charities in conjunction with UNICEF’s very substantial contribution have been crucial to the development of this type of activity. Programmes are being carried out in many countries through the mass media, which have an important educational role to play.

A vital theme in any discussion of education policies is that of ways and means of providing support for the initial education of children up to the age of 2 in population groups that take priority under the Major Project of Education for Latin America and the Caribbean. Adult education is still required for both mothers and fathers, and for persons working with the children and their families. The content of functional literacy programmes in the countries of the region is geared to meeting that demand. In the context of vocational training, there is a heavy demand for adult education that must be met.

For the 2 to 4 age-group, it is apparent that the form of education provided varies according to social class. In the middle and upper classes of society, its growth parallels the growth in education for 4 to 6-year olds. In poor rural and urban fringe areas, there is a high level of community participation. Important experiments are under way in some countries of the region such as the day-care centres programme in Colombia and the informal initial education programme operating with community participation in Mexico.

This demand remains largely unsatisfied, owing to budgetary constraints. With the growth of awareness of its importance and of the need for women to work, demand has every reason to increase. The extent of organisation in the community is a crucial factor if the latter is to achieve self-sustaining development, which calls for efficient, intersectoral working arrangements to be devised.

One subject for discussion is whether priority should be given to developing this level or, on the contrary, concentrating efforts on the pre-primary education of children aged 4 to 6. Enlisting the help of community agents in the care of children aged 2 to 4 has been a step towards achieving all-round provision for children and, equally important, education and entry into the world of work for adults, especially women. Adult literacy and education in this regard raise a very important issue: how to satisfy the demand for adult education in such a way as to give direct encouragement to improving the quality of education for children up to the age of four.

As already mentioned, there has been considerable expansion in the provision for 4 to 6-year olds. Future debates will centre on how to link this level of education to primary education. The main points at issue have administrative and financial, as well as educational perspectives.

In that regard, answers must be sought to questions such as: in the present circumstances of austerity, is it possible and desirable to propose as an objective one or two years of compulsory pre-school education? what are the most appropriate ways and means of linkage? is it possible to promote just one level of education which will cover the years of pre-school education and the first few years of basic education, and will concentrate on meeting the basic needs of learning to read, write and do arithmetic, and the all-round development of the child’s personality? will teachers at this level require specialized training or can primary-school teachers be used without professional retraining?

Primary education

At the regional level, the countries’ efforts to expand educational coverage have yielded growth in both gross and net rates of primary-school enrolment. Although population patterns differ from one country of the region to another,
these increases indicate that all in all the growth of education has exceeded population growth. The most recent estimates available for the 1990s show that the number of pupils enrolled between the ages of 6 and 10 has risen from 64.8 to 71.4 million. This increase seems to be the combined effect of three factors, namely, the expansion of pre-primary education (which has risen from 7.9 to 15 per cent in ten years), easier access to basic education (the net enrolment rate rose from 80.2 per cent to 85 per cent for 6 to 11-year olds, and for 8- and 9-year olds the net rate is over 90 per cent), and longer time spent attending school as regular pupils (five years or more). In the aggregate, these increases have been achieved concomitantly with a fall from 29 to 27 pupils per teacher during the decade.

Analysis of the official information available on enrolments suggests that, allowing for exceptions, all children who so desire may have access to schooling. As a result, at present, constraints on the general provision of basic education have to do not so much with factors relating to the expansion of the system but rather with factors relating to the quality of education. These factors are, on the one hand, the diversity of demand, which is both multiple in origin and manifold in social and economic motivations and requirements, especially in societies where there is bilingualism and geographical dispersal of the rural population and, on the other, a series of determining factors that have led to a decline in the quality of State education. On the whole, these factors are concentrated in four critical areas: late enrolment, repetition, temporary dropout and premature final drop-out. The first three are interactive and reinforce premature dropout. Permanent drop-out occurs between the ages of 10 and 12, and more than 55 per cent of 15-year old pupils drop out once and for all.

There are certain obstacles connected with demand which, because of their persistence, are considered to be structural and consequently call for intersectoral and integrated policies on the part of the State. They include inter alia poverty, whereby socioeconomic background strongly affects academic performance, or those learning situations in which the cultural context, usually an indigenous one, is worlds apart from the context implicit in subjects taught at school.

Other obstacles, in particular those resulting from the downturn in public expenditure per capita on education (from US $ 88 in 1980 to US $ 60 in 1986) take on special importance if they are considered over time. In the short term, the unsatisfactory situation of teachers' pay has resulted in the spread of strikes, a rise in absenteeism, shorter working hours and lack of motivation to follow through innovations.

In the long term, the persistence of austerity and of budgets earmarked primarily for salaries makes a teaching career less attractive and cuts down to a minimum the investments that affect the quality of the education provided. This situation manifests itself in a number of shortcomings such as growing deficiencies in the state of school buildings, which are in poor condition because they are used for many purposes and by many shifts, the high percentage of incomplete and unstreamed schools, the shortage of textbooks and equipment, and the lack of resources for necessary changes in curriculum content, modernization of the system and training facilities.

In short, an appraisal of action aimed at attaining the objective of providing eight to ten years' education for all the children in the region shows that the obstacles to be overcome are closely bound up with the ways in which the system responds to the diversity, both cultural and material, of demand. One salient problem concerns forms of educational management in which there is on the whole very little accountability for results. High repetition and drop-out rates and low levels of learning attainment do not usually call forth appropriate reactions where educational administration is concerned.

The participants may be interested in discussing future strategies in primary education. The debate might focus on questions such as:

- is it desirable and possible to extend compulsory schooling to the age of 16, as some developed counties have already done, or
is it preferable to ensure that eight years of schooling are effectively provided everywhere? should basic education be seen as an end in itself providing content and activities that enable pupils to meet their needs and requirements as members of a society? In counties with poor educational coverage, would it not be advisable to reduce the number of years of compulsory schooling in order to concentrate resources and curriculum structures on a period of schooling that would be Duly universal?

What are the most suitable strategies for reducing repetition in schools? how can experiments such as automatic promotion, fulsome schools and one-teacher schools be evaluated?

**Special education**

Catering for the demand for special education is one factor that must be taken into account in coverage policies in order to attain the target of education for all. Although no precise information is available on the size of this demand or its location, estimates from the World Health Organization indicate that about 10 per cent of children of school age would need special attention.

Great progress has been made in the region in caring for disabled children attending public or private educational establishments. In addition, there has been further legislation on disabled people’s right to education and their access to it. That legislation has given a boost to special education in several countries, thus making it easier to win support and funding. Similarly, in both of ficial speeches and educational practice, there has been a gradual shift of focus, in that responsibility for caring for pupils with special needs has been Transferred from special schools to the ordinary school system, which is expected to cope with the needs of all children. This educational integration marks an important step forward in the process of integrating the disabled into society in general.

In several countries, associations of parents of disabled children have been strengthened. Such associations are a force to be reckoned with, both in making direct contributions and in their ability to exert pressure for better facilities for disabled children and for their future integration in the labour force.

It should be pointed out, however, that such progress is Sell on a very small scale. Special education is given too little priority in resource allocation and little or no follow-up to schooling or vocational Draining services are provided for the disabled.

Some groups of disabled people still have no access at all to education, especially those suffering from serious or multiple handicaps. It is also very likely that many more disabled children do not in fact attend school because the law is not strictly enforced, or because of the lack of resources and educational services.

Although much has been said about the importance of parent participation, parents continue to play a minor role in the education of disabled children. The spread of knowledge and the pooling of experience, which have yielded encouraging results in various countries, have also been modest at regional level.

On the whole, the special education provided in the private sector tends to be qualitatively better than in the public sector, and is concentrated in urban areas.

Although there are major differences between countries, it can be claimed that, apart from the common problem of scarce financial resources, there is a lack of clear policies and precise strategies on education for disabled children. Legal and administrative provision are rigid, especially with regard to the classification of handicaps and the allocation of resources by category. In addition, such definitions often fail to match individual needs. The real scale of the problem of handicap is unknown, both quantitatively (number of children with handicaps and their location) and qualitatively (nature of their educational requirements). These factors considerably hamper the planning and evaluation of the services provided and are also compounded...
by a certain conceptual ambiguity in determining which children actually have special educational needs. In some countries, special education is still regarded as charitable work, as a social welfare programme or as the responsibility of voluntary organisations. The attitudes of teaching staff towards the current trend of bringing disabled children into ordinary schools are coloured by strong reservations and doubts, owing to the novelty of the issue, unwillingness to change and lack of training or qualifications for coping with these new tasks.

In the context of the current debate on finding places for disabled children in ordinary schools, discussion arises as to whether priority should be given to expanding a subsystem of specialized services outside the ordinary education system (cf. traditional special schools) or to strategies that combine both components.

Problems also arise as to the definition of the teacher profiles: in other words, whether they should be specialists or general practitioners, trained to work in a separate or an integrated context, or whether ordinary teachers should be trained to work with special children?

In the event that the option of integrated education is chosen, it would be appropriate to ask: what are the most suitable modalities for the region? what steps are needed to ensure that expansion does not mean a decline in quality?

Chapter III. Eradication of illiteracy and expansion of educational facilities for adults

In the closing years of the decade, national or local literacy campaigns or programmes were under way in almost all the countries of the region - a sign of the priority given to youth and adult literacy education. There has consequently been a decline in absolute illiteracy ratios and a reduction in the number of illiterates.

As a result of the progress made in fighting illiteracy, the problem is now concentrated in six countries of the region, although serious literacy problems persist in the indigenous population of a further four countries and in the over-40 age-group in almost all countries of the region. The number of absolute illiterates in Latin America and the Caribbean, estimated at 44.3 million in 1980, had been reduced to 42.8 million by 1987; during that period, literacy efforts were successfully stepped up so as to eat for the full population increase of approximately 100 million. The estimates of total numbers of illiterates for 1980 and 1987 are comparable, since they are based on projections derived from population census data based on standard demographic methodology. According to national estimates, which are even more optimistic, a further 4.9 million persons have been made literate through literacy campaigns or basic adult education.

Notwithstanding all this progress, if we assume that current trends continue until the year 2000, the total number of illiterates can be reduced to only 39.3 million, which is equivalent to 11.1 per cent of the population aged 15 and over. This estimate suggests that the region must redouble its efforts if absolute illiteracy is to be brought down to less than 10 per cent by the end of the century. For that purpose, special schemes would have to be planned to reduce illiteracy in Brazil, Dominican Republic, El Salvador, Guatemala, Haiti and Honduras, which would otherwise have absolute illiteracy ratios approaching or exceeding 15 per cent by the end of the century. Special projects are also warranted for the indigenous communities of Bolivia, Ecuador, Guatemala, Mexico and Peru, which still have high illiteracy ratios, particularly among indigenous girls and women. Such projects would focus on enrolment of the rural population and the provision of literacy facilities for adults. Moreover, they could be made more effective if more detailed information were available on groups that have slipped through the net.

Evaluation studies of national experiments in literacy teaching have revealed a change of approach to illiteracy, literacy programmes and adult education. There is more awareness of the fact that illiteracy is a phenomenon associated
with poverty, lack of co-ordination among multicultural social systems and the failure of the formal system of basic schooling. As a result, more realistic approaches are being adopted, taking into account the real and complex scale of the problem and the influence of the prevailing socioeconomic context. Moreover, the traditional importance of literacy education is beginning to be overshadowed by the need to establish integrated adult education systems. Although adult education still consists of a scattered array of services, with little co-ordination between formal and non-formal and governmental and non-governmental programmes, there is greater awareness of the need to rise to the challenge of setting up an integrated system that will meet the needs of both new production patterns and social justice, organized around a new blueprint for basic education.

Progress in the eradication of absolute illiteracy is making it possible to concentrate energy and resources on the problem of functional illiteracy, which has grave implications both for the present and for the future. Functional illiteracy is difficult to measure accurately, but a rough idea of the scale of the problem can be obtained from data on incomplete primary schooling. In Latin America and the Caribbean, where quality assessment systems and evidence of repetition and drop-out indicate that inadequacies are concentrated in the area of reading and writing, this indicator is more reliable than in other contexts. Thus, the 1980 population census data indicated that almost 60 per cent of the population over the age of 15 had not completed primary school. Even for the youngest age-group (15 to 19), the percentage was as high as 50 per cent. The situation is therefore extremely serious and will call for resolute action in the short term.

It has further been acknowledged that responsibility for literacy and adult education should not lie exclusively with the administrative units in ministries of education or with organization set up for such purposes, but should devolve on the entire education system, which should be widely co-ordinated with social organisations. The proclamation by the United Nations and UNESCO of 1990 as International Literacy Year (ILY) prompted countries to give literacy education the status of a national undertaking. National committees or organisations for ILY were set up in most countries of the region and many non-governmental organizations created special programmes or committees for the same purpose.

Adult education also received a strong boost from the preparations for and the results of the World Conference on Education for All held in Jomtien, Thailand, from 5 to 9 March 1990, which helped to spread the idea that the overriding aim of such activities is not just to teach people literacy and numeracy but to offer them basic education opportunities coupled with an improvement in the quality of life and greater justice and participation in the life of society for the entire population.

In the interim since PROMEIBLAC III, there have been some outstanding examples of national action with a potential regional impact. The "Monsenor Leonidas Proano" National Literacy Campaign in Ecuador, which has a number of important features and implications, mobilized some 60,000 young students, made 153,000 persons literate, produced an educational impact through leaflets designed to foster awareness of the situation in the country and laid the foundations for the organisation of an integrated and interdisciplinary educational programme, taking into account the recommendations of the Conference in Thailand. The award of UNESCO's Nadezhda K. Krupskaya Prize to JAMAL (Jamaican Movement for the Advancement of Literacy) in 1989 was an accolade for the multisectoral approach adopted in its programmes and for its methods and action to promote literacy among reluctant adults by means of television and special library facilities. In the field of adult education, special mention should also be made of the intersectoral and interagency action carried out under the leadership of the Colombian Ministry of Education by public (national and departmental) bodies, NGOS and universities belonging to the Regional Network.
for the Training of Personnel and Specific Support for Literacy and Adult Education Programmes (REDALF) of the Major Project of Education in Latin America and the Caribbean, with a view to organizing a national adult education subsystem.

The gradual institutionalization of bilingual education in countries with a large indigenous population has led to an increase in programmes adopting such an approach. Outstanding examples are the creation of an indigenous education subsystem in Ecuador with literacy and adult education programmes in which the indigenous people themselves are the chief decision-makers and the main protagonists, and the progress made with the Guarani community in Bolivia, the Papiamento-speaking community in Aruba, Bonaire and Curacao and Mee Creole-speaking community in certain Caribbean countries.

Attempts have been made to co-ordinate literacy and adult education efforts with one another and with formal basic education. A series of strategies have been adopted with this end in view, such as the provision of combined basic education facilities for children and adults in El Salvador; the co-ordination of literacy and basic adult education, with provision for equivalent curriculum content, in Ecuador, Peru and some Central American countries; the inclusion of work components in basic adult education programmes in Argentina and Venezuela; and the organisation in Ecuador of adult basic education programmes that are complementary or alternative to adult primary education and oriented towards the world of work, with craft training components and vocational training.

The diversification of the supply of basic adult education (BAE) is evident not only in bilingual literacy education but also in the increased use of distance education facilities and the mass media, especially in literacy work. Worthy of special mention are: literacy teaching by the Radio of the Archbishopric of San Salvador, El Salvador; programmes that use videos in literacy and post-literacy work with rural communities in Peru; and the Shuar radio system (Ecuador), which broadcasts mother-tongue literacy and basic education programmes.

The pilot literacy and civic education projects being carried out on behalf of rural women in the Andean subregion also deserve a mention. The systematic implementation of projects such as these has set the stage for a regional debate on the linkage of literacy and civic education with a view to safeguarding the underlying legal concepts to be found in traditional communities.

Most of the countries that have conducted evaluation surveys of their literacy programmes are not satisfied with the results. The competent: authorities are aware of the fact that only limited progress has been made towards reaching the targets set, and they admit that the quality of the programmes may sometimes be at fault. The problem of relapse into illiteracy is extremely frequently mentioned in this connection, the main reasons for relapse being contextual factors that come into play during and after the process of acquisition of literacy skills, such as the lack of publicly accessible places where written material is available and the non-existence of post-literacy programmes that systematically follow up the learning process.

Adult education is one of the most vulnerable branches of activity in terms of the socio-economic context. There is a direct connection in adult education between increasing the supply and broadening its aims, while at the same time democratising the social system. However, some changes of government also lead to breakdowns in its organisational structures, with a correspondingly adverse impact on the quality of teaching.

The obstacles to literacy and adult education fall into at least five different categories, one of which is persistent failure in formal basic education. Another, is the heavy potential demand for educational opportunities on the part of absolute and functional illiterates who have no access to literacy programmes. A third concerns the problems of programme quality, in particular a failure to allow for the cultural, linguistic and gender-related characteristics of the target communities, shortage of resources, inadequately trained
personnel and the lack of back-up research and evaluation activities. It is also important to mention the limitations imposed by a socio-political and cultural context that is unfavourable to certain educational initiatives, owing to the negligible provision made by certain countries for systematic action to maintain and continue the adult learning process. Lastly, attention should be drawn to the problems that learners have in gaining access to programmes and staying with them, owing to unemployment, work-related demands and other problems associated with the marginal status of such adults.

The objectives set for the programmes are not based on a careful analysis of the situation or consultation of the adults concerned. Programmes with exclusively educational aims predominate over other activities that are closely bound up with work, health, housing, etc. In basic education most countries provide only primary level instruction without vocational guidance. In literacy education, programmes based on the principles of functional education predominate. Only a third of the programmes evaluated link their objectives to those of popular education.

In most countries, funds for literacy and adult education are very meagre and come mainly from public sources. The problem is more acute in the case of literacy instruction, especially since staff costs absorb almost all available funds.

A large proportion of the programmes fail to make full provision for the intercultural dimension of education. Educational content usually fails to take local culture into account and the official language is used even when it differs from the mother tongue. Mother-tongue literacy instruction is still an unsolved problem, owing to the difficulties presented by languages or dialects whose grammars are just starting to be codified and the mistrust of the indigenous peoples themselves, who are more interested in having immediate and direct access to the official language, viewed as a 'passport' to higher levels of education, standards of living and social prestige.

The status of teachers, and in particular their unstable employment situation and poor academic credentials, are very serious obstacles to literacy and adult education. Teachers in a number of countries are voluntary or dependent on bonuses and do not form part of the regular teaching staff. This trend is more pronounced in the case of literacy instruction. Furthermore, academic qualifications vary considerably from country to country, but the lack of specialisation in adult education is a feature common to all.

Most adult basic education students are young drop-outs from formal day schooling with unskilled jobs. Neither the teachers nor the educational content of basic adult education curricula are geared to the circumstances and needs of these young people.

The debate on literacy and adult education shows signs of reaching saturation point, owing to the continuing divergence between theory and its practical application through specific programmes. In other cases, determination and activism, which are always warranted by the urgency of the cause, are not supported by analysis, research and evaluation of results.

A major challenge in adult education is how to design and operate national subsystems that comprise literacy programmes and basic education and training facilities, making coordinated use of both public and private resources and pursuing strategies designed to meet the principal, most fundamental learning needs of young people and adults. Any national adult education project depends for its success on having more effective means of organizing and mobilizing people than the conventional methods. The challenge here is that of overcoming isolation and working in conjunction with the many social actors involved in the field, chiefly business firms, trade unions, community organizations, voluntary associations and social organizations. In opting for reformed basic education for young people and adults, it is essential to seek curricular alternatives that take account of local culture and cater for the aspirations and needs of young and adult participants.

The challenge, where both absolute and func-
tional illiteracy are concerned, is to devise and implement national strategies that mobilize all available resources for action geared to the characteristics of the target communities, with strong emphasis on everything relating to the areas of impact of the programmes. It is of vital importance that these strategies should link literacy instruction for young people and adults with action to prevent academic failure in basic schools and should give priority to those young illiterates whose educational needs are greatest and who are potentially the most strongly motivated to acquire literacy skills.

Chapter IV. Improving the quality and efficiency of education systems

In most countries of the region faced with the shortage of resources, it is the quality of education that has come under pressure. Accordingly it is in that area that we find the most serious shortfalls in achieving the objectives of the Major Project. Two consequences sum up the impact of the shortage of resources on this aspect of basic education: the overall decline in standards, and the gradual decline in the quality of particular branches of the education system.

This gradual decline is the result of a widening gap between the public sector's capacity to meet educational demand and that of the private sector and schools located in specific areas. The results produced by quality assessment systems in the countries where such systems exist point to differences of 50 per cent or more in the performance levels achieved by children attending different types of school.

In all the countries of the region, the problem of educational standards has become a central issue in policies and strategies of action. In the recent past, the countries have not attempted system-wide reforms, but most of them have fostered the development of programmes and innovations intended to improve the quality of education.

Analyses of factors that determine the quality of means and ends in education usually highlight such aspects as: educational personnel; pupils; curricula in terms of objectives, content and methods; teaching materials and resources; the organisation of schools; the evaluation and development of teaching skills. The assumption on which such analyses are based is that the children attend schools which meet the minimum conditions that will enable them to benefit from the education on offer. Below that minimum level, both situation and strategies show a qualitative change. Nevertheless, there are some, albeit isolated, cases in which encouraging results have been achieved over the years. A case in point is the Escuela Nueva in Colombia.

A SUCCESSFUL EXPERIMENT: ESCUELA NUEVA (COLOMBIA)

As soon as we set foot in a school on the Escuela Nueva model (Colombia), we see that it works in a different way. Several pupils, come up to the visitors and ask them very calmly and with great interest 'what they have come to see'; meanwhile others continue working, engrossed in their tasks. The teacher gives some final instructions to the group with which he is working and is then able to talk to the visitors. All the pupils appear to know exactly what they have to do, and if the visitors ask can tell them what they are doing and, more importantly, how they are learning. They know that they are using a method: they observe, think and write, first alone and then in groups; they compare notes for purposes of self-assessment, make corrections and rewrite, eventually asking for the comments and additional suggestions of the teacher, to whom they may turn at any time when they are in difficulty. In the Escuela Nueva, the teacher actually performs the role always recommended in colleges of education and teacher-training institutions but never put into practice, namely, the role of the guide who facilitates the learning process for the learner, i.e. the pupil.
There is general agreement on the central role of educators in elucidating educational processes and results. The need has thus arisen to review the role assigned to teachers in educational processes and their responsibility for results. To uphold the need to review the role of teachers is to imply that the problem resides in the institutional underpinnings of the education system and not only in the shortcomings of teacher training. In most countries it can justifiably be claimed that the role assigned to teachers has minimised their responsibility for results, limiting their function to that of mere managers of methods and techniques, relaying ready-made knowledge without any need to understand how their pupils learn.

The best long-term strategy for giving teachers greater autonomy in decision-making and greater responsibility for results is to confer higher professional status on their work. A broad debate has been initiated in this context, providing an opportunity to review the factors which assist or hinder the professionalization of the teaching role. This analytical approach, which has found expression more particularly in training centres for education personnel, may be summed up in the following question:

How far are the conditions being created that will enable teachers to assume effective responsibility for the learning achievements of their pupils, thereby producing teaching-learning process of high quality?

A question of this type should be seen in relation to such problems as aptitude of teachers, standards imposed in schools and conditions of work and employment in the teaching sector.

There is general agreement that the aptitude of teachers is directly related to the quality of training centres and opportunities for further training to which they have access during their working life. This is not to discount the claim that their aptitude also depends on many individual and social factors.

Criticism of current systems of training generally focuses on their disregard for problems arising in the classroom, the transmission of knowledge which has no practical application and the piling up of knowledge without any interdisciplinary grasp of educational processes. Criticism also points to the fact that teacher training perpetuates the faults to be found in school teaching, which means that teachers are unable to improve their work when they enter the system or to show any interest in so doing. The relative inadequacy of teacher trainers and training techniques are further justifications for the claim that teacher-training centres are going through a crisis.

Recent regional technical meetings on the problem of teacher training have noted that a debate is taking place in most countries on how to improve the quality of training. Many training centres are being restructured and are trying out large numbers of innovations. The debate seems to focus as much on the level at which training should be acquired as on the methods that should be used. Some countries are in favour of maintaining teacher training at secondary level, while others wish both to maintain it and to increase the number of years of study. A third group have decided to upgrade teacher training to the level of tertiary and university education. There is a wide range of alternatives in the region that can be regarded as a store of experience on which to draw so as to ensure that decisions closely match the features and requirements of each country. One phenomenon registered in most countries is the knock-on effect of the deteriorating social, economic and academic status of teachers on the selection of recruits for careers in teaching. The high percentage of drop-outs during training and among graduates of teacher-training courses for work in education confirms the belief that many people who fail to embark on another career carrying greater status or social prestige fall back on teaching as second best.

The number of teachers which each country should train is also the subject of debate. Some countries tend to plan the number of graduations according to the needs of the system and restrict
quotas. Other countries have opted for a training policy with no quota restrictions and turn out more teachers than are needed to meet the demand. But aside from the question of numbers, the overriding problem is: what policies will attract talented young people into the teaching profession?

The debate on basic or initial training for teachers hinges directly on the existence or non-existence of permanent large-scale systems of further training on which teachers can rely for professional support and advice during their careers. Some countries are tending to give priority to reforms in these areas while lowering their requirements for the duration of initial training. The debate on further training and vocational training, updating of knowledge and in-service training is based on analyses of the current situation regarding such courses, which are on the whole few in number, sporadic and irrelevant to the problems of practical teaching. The creation of permanent machinery for further vocational training and in-service training bringing the work of teachers into touch with daily life is for many countries in the region a task which cannot be postponed. There is a need to establish further training facilities to enable teachers to tackle the problems that they encounter in their work, thereby developing new knowledge on which to base new methods, which in turn will enable them to be more scientific in their approach to their pupils' learning problems.

With regard to institutional standards, which have direct consequences for the role of teachers, the debate concerns the degree of autonomy that teachers should be granted and envisages giving them more responsibility and setting up the machinery for professional support, supervision and monitoring that they need to help them in their work.

Teachers' conditions of work and employment are spheres in which the worst deterioration has been felt in many countries of the region. The general view is that these factors directly affect teachers' chances of improving their academic qualifications by concentrating on their professional work without having to take on other duties and their ability to be receptive to culture and innovation. Improvements in these conditions would not only produce more qualified teachers but would also reduce the number of conflicts over social conditions and increase the number of actual days of schooling for pupils. In many studies it has been shown that the overwhelming majority of teachers cannot afford to acquire the textbooks and other books needed to improve their skills. The same applies to the specialized newspapers and reviews that teachers need as background information to their work.

Improving teachers' terms of work and employment will mean that all action on behalf of the teaching sector must be stepped up in the countries of the region. It should also be recognized that the participation of teachers' unions has a decisive effect on the quality of education. They have indeed raised this problem and expressed their determination to work for improvements. Teachers' efforts to involve parents in the running and improvement of schools and to promote community-oriented activities should make a substantial contribution towards improving the quality of education.

Besides the role of teachers, the role of pupils in the learning process also needs to be reconsidered. It is generally agreed that pupils should take an active share in their own education, consciously building up their stores of learning and knowledge; that their relations with the teacher and with the subject taught should be continuously defined in accordance with their learning opportunities and requirements; that educational processes should take account of their points of view, drawing on their earlier learning experience and taking in their interest and motivations. In some countries the pupil's role has been enhanced through individualized forms of learning and student management councils which enable them to accept a wide range of responsibilities. As well as promoting better standards of education by encouraging the active participation of students in the teaching-learning process, there is a need to provide satisfactory food, housing, clothing and trans-
port for underprivileged pupils. Assistance to pupils is an important means of encouraging children with meagre resources to continue attending their schools in poor areas.

Where curricula are concerned, the countries have concentrated their greatest efforts on finding innovative solutions to the problems involved in learning to read, write and calculate, on improving science teaching and on introducing new subjects, especially at the second stage of basic education, such as management and control of natural resources, preservation and reclamation of the environment, prevention of specific diseases and drug abuse, population education, peace and respect for human rights and international co-operation and understanding. In several countries, computers are being phased in as teaching aids. A general trend is apparent in some countries of the region towards making curricula more flexible; this in turn, should require teachers to be more independent and creative.

Current curriculum policies have been subjected to in-depth critical scrutiny at recent meetings in the region, which have pointed out the need to overcome certain built-in obstacles to better standards of teaching. The limitations that must be overcome as a matter of priority are the rigidity of syllabuses, their lack of relevance, a top-down approach to their application and a uniformity which makes them difficult to adapt to regional and especially to local circumstances.

Hence the advisability of promoting curriculum policies which create the right conditions for greater teacher participation, and some attempt to achieve greater flexibility, relevance, diversification and assessment. Recommendations have been made for the development of open-ended, flexible, diversified curricula which would combine a universal core common to the whole country with regional content of greater cultural relevance.

The need for flexibility and diversification is even greater in the area of method than it is in that of content. In most countries, the choice of methods tends to be placed uniformly in the hands of the teachers and institutions concerned.

In curriculum planning, it is assumed that methodological considerations are only approximate guides, and head teachers are required to reconstruct and adapt them according to circumstances. There is more awareness of the difficulties involved in producing proposals that are applicable on a wide scale and bringing successful innovative experiments into general use. Here, granting the greatest possible degree of institutional autonomy, conferring professional status on teachers and making schools receptive to the needs and requirements of their surroundings are important aspects of strategies to change the curriculum. To sum up with regard to curricula, it would seem that more emphasis should be placed on bolstering the innovative capacity of teachers and educational institutions than on attempting to discover innovations which are universally applicable.

The preparation of textbooks for pupils' use has been a subject of discussion at many regional and national meetings. As well as recommendations for the preparation and mass reproduction of textbooks both centrally and along decentralised lines, several basic criteria have been established: with regard to writing, there is a recommendation to include in all activities periods of free writing during which pupils must, necessarily, think for themselves. In the area of decision-making, the suggestion has been made that pupils should have the opportunity to select specific learning situations that will enable them to reach a certain objective. With regard to local adaptation it is desirable to induce pupils to identify model situations derived from their experience. Regarding community participation, it would be worth while insisting that many experiments make use of everyday facts about health, remedies, production and work, the family, food, plants, seeds, animals, handicrafts, minerals, simple plans and maps, educational games, songs, anecdotes, local history, the points of the compass, radio and television. For purposes of modular evaluation, activities should be arranged in sequence so that the desired objectives can be evaluated over short periods of one or two weeks. As regards the use
of scientific method, it should be borne in mind that each activity should include observation, an oral and written description, comparison with the observations of classmates, experimentation, self-evaluation of results in relation to a model and a corresponding review of earlier stages with a view to subsequent review by the teacher. With regard to socialisation, care must be taken to ensure that each activity includes both individual and group work. An important rule to be adopted is the avoidance of extra work for the teacher, by providing him or her with all the necessary instructions to enable the pupil/group to cope with the learning situation, even if the teacher considers it appropriate to introduce changes.

In most countries, the widespread use of computers, quite apart from its financial implications, is entering the debate and is one of the priorities for investment in the medium term. The countries must define the link between education and the media in short-term strategies, in view of the very wide access that the population has to television, radio and other mass media.

The teaching materials needed for science teaching have become a cause for concern in most countries of the region. The bearing of this branch of teaching on attitudes, knowledge and skills provides increased scope for teachers' initiatives to conserve and utilize existing resources in each area, involve pupils in the use of low-cost materials and the construction of experimental apparatus, and to find ways whereby teachers and learners can link the investigation of local surroundings with their teaching.

The organization of teachers and ancillary personnel performing other tasks in schools is part of the attempt to achieve administrative rationalisation and democratization of forms of management. New patterns of organizing work in schools are being tried out in several countries through the co-ordination of duties and the development of work committees in which responsibilities within a single establishment can be given a social dimension.

Educational projects for individual schools are a type of innovation that is in harmony with local development processes. These projects are devised by the teachers and headteachers themselves, which facilitates the co-ordination of activities undertaken by people who usually work separately. It has been shown that the success of such projects depends directly on the leadership shown by the school head in enlisting the participation of teachers and maintaining the stability of staff within the same institution, this being an essential condition for the formation of working teams.

Excessive turnover of teachers and their failure to remain in the same establishment make it more difficult to introduce group work as a regular feature.

Teachers' workshops are a form of further training in coping with common problems that arise in the everyday business of teaching. Working in small groups, the teachers make a rigorous and systematic analysis of specific problems in order to develop, test and evaluate alternative courses of action. In various countries of the region this practice is part of the teacher's regular working day, and makes further training part of an ongoing, large-scale group activity. It has made this activity particularly effective as a form of teacher participation in the introduction of innovations to improve the quality of education with the help of continuous assessment and joint responsibility for results.

Several countries have managed to set up national systems of learning assessment which are designed to gauge the effectiveness of the education system both nationally and on a school-by-school basis. Some countries are trying out new learning assessment techniques which teachers might use. For example, the evaluation of modules and promotion policies are intended to reduce or eliminate possible causes of drop-out, thus helping to ensure that pupils remain in school and facilitating the return to the fold of those who have dropped out temporarily.

Methods of assessment are permanently on the agenda of the current debate in all countries on the quality of education. Nevertheless, in most countries, there is a need to tackle assess-
ment in greater depth and on a more continuous basis.

The accumulated frustrations generated by the results of pilot innovations intended for general application tend, paradoxically, to promote the capacity for innovation rather than individual innovative experiments. As well as being an ingredient in training and further training policies, the development of an innovative capacity calls for specific policies to strengthen educational research and its links with the decision-making process. In this connection the debate on how to improve the quality of educational processes seems to focus on comprehensive policies for teachers and synergetic action drawing together the various factors that influence those processes. The systemic nature of the factors involved in educational processes would seem to indicate the need for strategies which adjust and harmonize activities relating to all branches.

The management of education at the institutional level may bring about progress that affects the quality of education. The build-up of administrative structures and multiple responsibilities at the centre and apex of the system of decision-making machinery for the whole education system, the legal and tax system, and the human resources management policies of government agencies in general and in education systems in particular, are some of the main factors which tend to make management rigid. The result of this trend over time has been a system whose structure and functioning hinder the development of two components which are essential if the quality of education is to be improved: firstly, definition of responsibility for the results of educational action and, secondly, development of the incentives needed in order to encourage innovations and ensure that they are universally introduced.

The restrictions imposed by the economic crisis and the demands of democratisation have in most countries of the region fostered restructuring of the State on a grand scale and the reformulation of its role in society in general and in education in particular. The deconcentration and decentralisation of the various components and forms of State management are the intended means of implementing this process. The purpose of these experiments is to achieve a combination of skills and functions (different in each country) at central, regional and local levels. Current developments indicate that under this general heading a great many different processes have been launched in curriculum administration aimed at making educational content more relevant and also in the funding of education with a view to achieving a greater mobilization of resources. It should be noted that the implementation of these processes is itself creating new situations and generating unexpected momentum in a number of areas. Deconcentration and decentralisation need permanent machinery for research, training, evaluation and follow-up.

Similarly, State reform entails a major shift in the roles, styles and practices of management of the system towards generating a capacity at central level to trace the broad outlines of education policy, follow-up and evaluation and to develop the machinery necessary for its function of restoring balance; and also towards giving local administrative authorities the capacity and degree of autonomy necessary to improve the education service. With these aims in view, a series of important experiments has been launched in various areas for the purpose of improving the quality of education.

On the basis of specific experiments in past decades, several countries in the region have decided to set up permanent information systems in order to collect and generate data enabling them to detect and assess the level of quality of educational services. Nowadays a reliable national system of quality control is not only a means of gauging how efficiently values are acquired or knowledge is transmitted, but is also seen in efficiency terms as a follow-up and monitoring system providing support for efforts to improve quality on a region-wide basis and in individual schools. By revealing quality levels the systems provides information on progress and problems, raises the awareness of the com-
munity and identifies areas for action and areas of responsibility. Within general policy guidelines for improving the quality and fairness of education, emergency action has been started in one country of the region to improve the performance of 900 basic level non-fee-paying schools in poorer districts which represent the bottom 10 percent of schools nationally in terms of educational attainments. Through a combination of activities focusing on pupils, teachers, methods and infrastructure, the programme seeks to improve the learning performance of children in the first four grades in the areas of reading, writing and arithmetic. This programme was properly implemented thanks to the unqualified political will behind it, and also because there are systems for measuring the quality of education which can identify schools whose situation is critical, and likewise a system providing information on the state of premises and materials.

In the area of planning it has been necessary to explore new approaches in an attempt to overcome the limitations of traditional practices. Special emphasis has been placed on trying out strategic planning models which make it possible to tackle greater levels of uncertainty and facilitate linkage with other cultural and economic contexts. In a more original vein, there is also a trend towards situational approaches which allow political variables to be taken into account in planning. Many current experiments in local and participatory planning have highlighted shortcomings and the need to reinforce and expand micro-planning and school mapping.

Attention is also being focused on simplifying the system from within, looking for alternative forms and rationalising its operation. Here, one priority area has been the formulation of shortand long-term policies for training and the management of human resources. Priority has been given, then, to the development of new training techniques, the creation of innovative systems for the evaluation of new needs, new job descriptions, new systems of promotion and incentives which correspond primarily to criteria determined by the changing context rather than criteria of seniority. Another issue of strategic importance which is beginning to emerge more clearly is the need at central, intermediate and local levels for strategies of deconcentration and decentralisation which depend on a critical mass of officials capable of managing the system efficiently and of making regular innovations by introducing both modern management techniques and the new information technologies.

Such management capabilities are all the more necessary in that the quality of supply in the public sector is considered to be inadequate and tends to be seen as "everybody's responsibility". This view recognizes the emergence of a plurality of new actors whose participation must be co-ordinated with the educational work of the ministries or departments of education, and which also mirrors the trend towards intersectorality and a global approach to priority issues and problems. The mobilisation of extra-sectoral resources and co-ordination with other sectors in the public domain and the private sector, as well as with private education, non-governmental and religious organisations, community bodies and parent organisations, calls for attitudes and skills which civil servants must acquire, particularly those working at decentralized levels, such as local government and school management.

The impact of the financial crisis has tended to be that funds earmarked for education are used essentially to pay salaries. Activities to improve quality therefore tend to be restricted, dependent on external funding or directed towards improving the efficiency of the system; in other words, achieving more with the same resources. There is growing awareness of the fact that the inefficient use of educational resources cannot continue. If the efficiency of education systems is to be improved, new forms of resources management must be sought and activities in different areas must be linked. To that end, efforts are being made to reduce the wastage entailed by high repetition and drop-out rates, to improve the management of educational facilities and to review the criteria for distributing funds among the educational levels. New terms and condi-
tions are also being worked out for the allocation of financial resources according to pupil attendance at the various institutions, the development of new modalities of educational funding and the establishment of new forms of taxation linked to decentralisation.

Chapter V. The major challenges of the new stage in educational development

The region will have to rise to the challenges described in the preceding chapters if it is to make progress towards achieving the goals of the Major Project of Education in Latin America and the Caribbean, in line with the Declaration of the World Conference on Education for All, whose aim is to meet basic learning needs.

In a context in which education has begun to play a leading role in new development models, the region faces two major challenges as it embarks on a new stage of educational development.

The first challenge is to arrive at major national agreements on education from which educational policies and strategies can derive legitimacy and continuity. The second is to infuse greater vitality into education systems through strategies that will bring education out of its present isolation and give those involved in the educational process greater autonomy in decision-making and greater responsibility for results.

The possibility of launching a new stage in educational development in the region is enhanced by the existence of a favourable socio-political context for the participation of the various social actors in strategies designed to achieve its goals and objectives. A favourable socio-political context undoubtedly depends on factors such as the existence of an explicit social and political consensus on a line of educational development that is properly coordinated with national development trends. Working out national agreements on education is one possible means of providing sociopolitical support for educational activities and thus fulfilling one of the conditions for the success of educational strategies, namely, continuity.

The countries of Latin America and the Caribbean already have a number of basic agreements on education comparable to those relating to other fields of activity. It should be mentioned here that the great majority of countries have enshrined the right to education in their constitutions and have assigned special responsibility to the State for guaranteeing the exercise of that right. At the regional level, the Major Project of Education in Latin America and the Caribbean lays down objectives and priorities for the period up to the year 2000. At the world level, the World Conference on Education for All specified goals and targets for meeting basic learning needs. The call for a national agreement on education implies reactivating existing agreements and producing new ones that are interlinked in such a way as to reflect the reinforced political will to embark on a new stage of educational development.

The conclusion of a national agreement implies the expression in formal terms of a political will that endorses the commitment of political and civil society to joining forces in order to meet the social demand for education. From the point of view of form, such agreements may range from the enacting of general laws to the conclusion of specific undertakings.

This being the case, the conclusion of a national agreement on education presupposes the launching of a debate on the most significant aspects of educational development and its coordination with overall development strategies.

Introducing procedures for the formulation of a national agreement on education is the responsibility of governments, political parties and social actors in general. Democratic government structures have appropriate channels for doing this, both at parliamentary level and in the State’s relations with the various political, economic and social actors.

The content of the national agreements will vary from country to country; there can be neither prior limitations nor universal validity. Under these conditions, the potential for gener
ating a basic consensus in education will depend on the circumstances of individual countries, on their ability to reconcile interests, build alliances, establish short- and long-term social commitments, co-ordinate activities and bring about social co-operation.

In general terms, national agreements could reinforce, inter alia, any basic consensus that high priority should be assigned to education in the allocation of resources. In this connection, world-level estimates indicate that the equivalent of two days of military spending or 2 per cent of the servicing of foreign debt would be sufficient to finance the universal introduction of basic schooling. At the regional level, the proportions seem to be much the same. A national consensus regarding the priority to be given to sustained investment in education is a necessary prerequisite for attaining the goals of new patterns of production based on social justice.

In addition, such basic agreements would make it possible to establish priorities for the investment of funds allocated to education. National agreement on such priorities is a prerequisite for ensuring that the activities undertaken achieve increasingly tangible results and a return on investment.

Furthermore, basic agreements would lead to a redefinition of the roles of the State and the private sector and of central and local authorities. Agreements on these points are necessary for co-ordinated participation by State and community bodies. They would provide for optimum use of resources and would clearly state the activities to be undertaken and the responsibilities to be assumed.

The basic agreements would also make it possible to focus on the need for co-ordination in educational decision-making and to devise the necessary machinery for achieving it. Agreements on consultation arrangements and the participation of different sectors in the running of educational establishments are essential in order to guarantee speed in communicating information and adjusting plans of operation.

The second challenge to be met in the implementation of educational strategies is that of providing the systems with stable foundations so that they can be more dynamic. In this connection, different sources of momentum may be identified as capable of adding their weight to national agreements in terms of objectives and national mobilisation. They are, on the one hand, the factors that produce a direct impact on the educational process and, on the other, the machinery of regional and international cooperation.

It is no easy task to overcome the immobility and rigidity of education systems. Action to that end must be system-wide, although in specific situations and at specific times individual decision-makers may provide for a particular form of action that favours one aspect over others. What is important, in the final analysis, is to be aware of the different levels of action and the way in which they interconnect. Unilateral or one-dimensional approaches should be avoided.

Isolation, lack of continuity and organizational rigidity are obstacles directly linked to the administration and management of education systems. The purpose of administrative modernization is to make the organisation of existing resources more efficient, and that of democratic management is to create conditions in which managerial personnel can work more effectively. Both the modernization and the democratization of management are criteria of action aimed at making the human factor more dynamic in education systems so that the latter may in turn exploit the potential of existing technical resources and yield more consistent educational action designed to reconcile responsibility with autonomy and creativity with the execution of national and local education plans.

If educational administration and management are to play a dynamic role, it is essential to improve information systems both for administrators and for the general public. Information has a decisive role to play in reactivating education systems inasmuch as it prepares the way for more relevant action and more discriminating demand for education. Evaluation of the performance of the education system is one means of bringing it into line with new educational
demand and identifying ways of enhancing its efficiency. The establishment of permanent systems of overall and specific evaluation of results is a development aimed at breathing new life into a system that has had very little prior experience of change.

It is processes such as these that will ultimately determine the success or failure of efforts to attain the goals of the Major Project of Education in Latin America and the Caribbean. They are the source of learning opportunities for students and they also have a decisive influence on the educational situations that, in the last analysis, give meaning to other factors inherent in the education system.

Prevailing views regarding the inertia or sluggishness of education systems in the face of the need for demand-oriented development are based for the most part on the content and form of these educational processes. There is, in turn, a broad consensus regarding the problems of poor performance, failure, repetition, drop-out and the inadequate qualifications of those graduating from the system, all of which confirm the urgent need for systematic action to modernize these processes. It is also clear that the region is not starting from scratch but has a store of experience on which it can draw. Most countries have had experience with or are at present implementing curriculum reforms in an attempt to deal with the problem. Isolated innovations have been tried, but they have not succeeded in launching a steady trend towards educational renewal in the countries concerned. The same may be said of the decentralization movement. Educational processes have probably suffered hitherto from the lack of both an internal and an external environment conducive to educational renewal. The necessary internal environment could be created through administrative rationalisation and the democratization of management. A new debate to generate awareness of the importance of education for individual and social development could help to create favourable conditions in the external context.

The complexity of educational processes makes it necessary to work in a holistic and synergetic way through a variety of activities with a view to sustaining the momentum of renewal.

The renewal of educational processes as one of the pillars of an overall strategy aimed at making them more dynamic calls for co-ordinated action, geared, inter alia, to:
- an integrated policy for educational personnel, with training and further training facilities designed to enhance the professional status of teachers;
- more flexible and relevant curricula;
- more active involvement by students in the learning process;
- increased production and more effective use of the media for education and for mass communication;
- more and better evaluation of students' progress in the learning process;
- fuller and more technical participation on the part of teachers' organisations;
- reorganisation of teaching work in educational establishments;
- development of teaching expertise.

The history of regional and international cooperation has shown that it is not only a source of funding for the countries of Latin America and the Caribbean but also a factor conducive to the dynamic development of education systems. Regional co-operation has played a part in many drives by individual countries in the fields of educational legislation, reform and innovation. Countries have derived mutual benefit from exchanges of persons and experience. The wide range of regional and international co-operation that has taken place in the past has invigorated and supported national education systems, motivating individual countries to join the regional and worldwide campaign for educational development. The closing of borders, depowerment, atomization and isolation are factors that have contributed to immobility, stagnation and the hardening of resistance to change. By contrast, the opening of borders, transparency, coordination and joint efforts have proved to be factors conferring dignity on the action that people take and imbuing education systems with
new meaning and with new individual and social energy.

Infusing new energy into education systems must therefore be seen as a regional and international cause, with co-operation as a prerequisite for educational development in each country.
Recommendation concerning
the implementation of National Plans of
Action and the Second Regional Plan of
Action for
the Major Project of Education in Latin
America and the Caribbean
(1990-1995)

Considering the continuing validity of the
lines of emphasis, structures and constituents of
the Second Regional Plan of Action for the
Major Project of Education in Latin America
and the Caribbean, unanimously adopted at the
Third Session of the Intergovernmental
Regional Committee for the Major Project of
Education in Latin America and the Caribbean
(Guatemala City, 26-30 June 1989).

Reaffirming its commitment to the goals of
the Major Project of Education in Latin
America and the Caribbean and to the Project's
general aim of meeting basic learning needs,
Reaffirming the validity and timeliness of the
recommendations of the First, Second and Third
Sessions of the Intergovernmental Regional
Committee,

Bearing in mind the need to co-ordinate the
Major Project with the follow-up to the World
Conference on Education for All, held in Jom-
tien, Thailand, from 5 to 9 March 1990, and
with the principles of action set forth, in parti-
cular, in the World Declaration on Education for
All and the Framework for Action to Meet Basic
Learning Needs, and also in the directives and
plans of action of UNESCO, UNTCEF, UNDP
and the World Bank and likewise those of IDB
and UNFPA,

Mindful of the broad lines of the development
strategy based on changing production patterns
with equity, which was approved at the twenty-
third session of the United Nations Economic
Commission for Latin America and the Carib-
bean (ECLAC), held from 3 to 11 May 1990 in
Caracas, Venezuela,

Mindful that equity issues in the education
system should be addressed in their qualitative
and quantitative dimensions, and taking into
account the extent to which these are trans-
formed or maintained by the wider social and
economic structures,

Considering the results and expected out-
comes of International Literacy Year, proclai-
med by the United Nations General Assembly
for 1990 and implemented by UNESCO,

Considering the development potential inher-
ent in the renewed efforts aimed at regional and
subregional integration in Latin America and
the Caribbean.

Considering that the countries of the region
have been making encouraging progress in the
planning and implementation of projects and
proposals to give concrete effect to the recom-
mandations of the previous sessions of the
Committee,

Adopts the following guidelines for the
preparation, updating and implementation of
National Plans and of the Second Regional Plan
of Action for the Major Project in the Field of
Education in Latin America and the Caribbean
in the second phase of the period 1990-1995.

The need for a new style of educational
development

The Committee acknowledges that economic,
political and social factors and challenges have
affected the implementation of national plans
and of the Second Regional Plan of Action and
will continue to weigh heavily on the formula-

* Preliminary version
tion and implementation of educational policies and strategies. They include, on the one hand, the persistence of the adverse effects of the serious economic crisis, whose impact has been felt beyond the confines of purely economic structures, and, on the other, the consolidation of democratic processes in the region.

One of the most adverse effects of the economic crisis, in most countries, has been the curtailment of public spending on education. These cutbacks, which have brought budgets down to unacceptable levels over a long period, have resulted in a marked deterioration in the educational services provided by the public sector. The main indicators of this deterioration are: the working and employment conditions of teachers and their social status; the educational facilities and resources available; school infrastructure and welfare programmes for students. This situation has in turn led to the persistence of low enrolment rates and high rates of illiteracy, repetition, academic failure and drop-out; a reduction in the rate of expansion of post-compulsory education, especially in the case of low-income families; an increase in the internal fragmentation of the system and a deterioration in the quality of education.

This crisis has also brought to light a deeper underlying trend in education: the loss of momentum and obsolescence of an idea and a style of educational development that has failed to reconcile quantitative growth with satisfactory levels of quality and equity. The salient characteristics of this style, which has concentrated on the valid task of extending coverage, have been: (i) an administration that is centralized and bureaucratic, often with authoritarian leanings; (ii) a tendency to take the short-term view in decision-making; (iii) considerable isolation from other sectors of the State and of society; (iv) uniform educational services for diverse population groups; (v) educational processes focusing on teaching rather than on learning and (vi) a tendency to place greater emphasis on teaching aids and curriculum design than on the professional role of teachers. At the end of the first decade of the Major Project, the countries of the region are faced with the challenge of developing a concept and a new style of educational development that is effective both in realizing the unattained goals of the past and in satisfying the demands of the future.

The crisis and the open expression of democratic aspirations have encouraged the formulation of proposals—shared by a growing number of governments—aimed at reactivating economies by changing the structures of production, strengthening regional integration processes and seeking a more equitable development model as the basis for a new development strategy for Latin America and the Caribbean in the 1990s. These proposals stress the twofold contribution to be made by education, both as a key component of social policy designed to promote a more equitable form of development and in the training of human resources capable of active adaptation to a world of work characterized by new qualities of creativity, intelligence and solidarity.

The Committee is convinced that education systems in the countries of the region are at a strategic juncture leaving one stage behind them and embarking on another. Furthermore, it considers that both in the external context in which education operates and within the education system itself, a combination of conditions, needs and possibilities has emerged that is creating new types of demand for an end to the traditional lack of alignment between education and social needs. In view of the foregoing, the Committee draws attention to the need to embark on a new stage in educational development through a new form of management which—in a context of scarce resources—can meet the threefold challenge of: (i) improving efficiency and effectiveness, that is to say improving the quality of the system by making it more relevant in

1 Proposals contained in the document "Changing Production Patterns with Social Equity". ECLAC, Santiago, Chile, 1990.

2 the term management, in this context and in a broad sense, denotes the conduct of educational systems and processes.
cultural and environmental terms and in terms of its usefulness to individuals and society; (ii) enhancing equity in the distribution of educational services, in other words providing high-quality education to priority sectors of the population, namely, those living in urban fringe and rural areas, the poor, indigenous groups, women, drop-outs and those excluded from the education system; (iii) increasing the efficiency of the system by developing the capacity to make optimum use of resources with a view to its smooth internal functioning, which presupposes a considerable improvement in the quality of education.

The following proposals concern the strategic options that would determine the new style of educational development during this stage in the economic, social and political spheres.

Strategic guidelines for updating and implementing National Plans and the Second Regional Plan of Action.

In order to attain the goals of these plans and generate a new style that fosters in people appropriate capabilities and qualities for participation in a just, peaceful and mutually supportive society in the twenty-first century, it is suggested that the countries of the region undertake a series of activities aimed at boosting the vitality of their education systems, following the strategic guidelines set out below:

*Forging a qualitative link between education and development strategies.* On the one hand, education should develop in individuals the knowledge, attitudes, values and skills conducive to the mastery of technological innovations. In addition, a forward-looking approach will be necessary in the framing of educational policies that can be linked with medium and long-term development strategies. This will make it possible to differentiate between responses to emergencies and necessary long-term responses guaranteeing the continuity of educational activities. On other hand, education should be linked to existing social development policies, which must prepare the ground for equitable distribution of the gains accruing from economic growth.

*Strengthening the democratic and participatory dimension as an educational development strategy.* From the standpoint of equity, this entails ensuring access to formal and non-formal education and the priority allocation of funds to the satisfaction of the demands of the least privileged sectors; from the pedagogical standpoint, it involves the promotion of relations, contents and methods that guarantee democracy in educational praxis and consolidate the democratic process; and from the political standpoint, it means guaranteeing active participation by educational agents in decisionmaking and seeking broad national consensus on education as a vital and priority factor so that it may enjoy the fullest possible legitimacy.

*Building new alliances in education.* National consensus and national agreements should be conducive to the forging of new alliances within the State and among States that will foster coordination between public bodies and higher education establishments, non-governmental organizations, organized groups active in education, various actors in the private sector and the community. Such alliances should, among other things, formulate communication policies that will make education-related issues a subject of interest in all sectors and among the public at large.

*Modernizing planning and management.* This should be linked to the broader processes of transforming the State, such as deconcentration and decentralisation, and directed towards new strategic functions with regard to the formulation of development policies. These should include, in particular, compensatory or affirmative action policies and policies to follow up and evaluate the performance of the educational process through the introduction of information systems and various forms of research that generate the kind of information needed for problem identification, for central and local decision-making and for the assumption by individuals and institutions of a larger share of responsibility as part of that process, as well as
policies for transparency in information.

Adjusting the focus of curricula with a view to improving the quality of basic education, shifting the emphasis from subject areas to basic learning needs stemming from the characteristics and policy options of each country. These include both needs for the instrumental means of providing access to information and the ways in which it is processed and expressed, and the necessity for a transformational ethic, to cope with people's basic needs in regard to their attitudes towards themselves, cultural identity and the environment.

A new concept of literacy education and basic adult education, treating the former as an integral part of basic education and hence of integrated educational policies linking youth and adult literacy education to access to, and retention and academic success in, the formal system; addressing problems not only of total but also of functional illiteracy; establishing priorities and focusing activities on specific groups, including women and young people excluded from the formal education system.

Introducing momentum into the education system by fostering unity of purpose among those involved, while developing the role of the family, schools, community organizations and the media. Among these educational actors, special attention should be focused on strengthening the teaching profession by recruiting candidates with a marked aptitude for that career, with provision for training and regular inservice training, improving their employment and teaching conditions, and establishing structures to motivate them and acknowledge them as professionals. These factors combined will ensure that teachers are able to play a sound professional role so that they become effectively accountable for meeting their pupils' basic learning needs, with a view to converting the school into a centre for community cultural development.

Diversification offending sources for educational services. Strategies should seek to mobilize and combine the potential of a variety of sources: public, private, non-governmental, within the community and, at the international level, bodies engaged in technical and financial co-operation.

Arrangements for using funds should be closely co-ordinated with the financial management policies and criteria in force in each country. Spending should be structured in such a way as to make optimum use of funds, channelling them, as a matter of priority, into educational investment and innovation. In addition, budgetary planning and administration should be subject to strict financial controls based on cost analysis, rates of return and the achievement of results. Lastly, the use and channelling of funds from public sources and international co-operation should be better co-ordinated in order to ensure that the goals of the funding agencies are compatible with national policies and priorities.

National Plans of Action

These guidelines provide a strategic basis for updating both the activities designed to attain the goals of the Major Project and the follow-up activities to the World Conference on Education for All and the World Summit on Children. With these aims in view, the Committee recommends to Member States that they formulate their National Plans of Action for the Major Project and their National Education-For-All Action Plans as a single instrument, covering the following points:

With regard to the new style of educational development and the requirements of the new strategy of changing production patterns in a spirit of equity.

- Personal development—both its individual and its social dimensions and taking into account the individual's capacity to bring about change—should be seen as the central goal of the new style of educational development;
- Consideration should be given to the emergence of a wide range of demands on the part of the various social and economic actors: taken together, such demands accentuate the need for education to be seen as a social priority and for conditions to be created that
- will encourage all to join in the building of a national educational consensus, based on the requisite fundamental learning needs, on policy-making and policy implementation;
- A national educational consensus on the main lines of educational policy must be fostered. Priority should be given here to consistency between short-term activities and medium and long-term policies, the mobilisation of social resources and strengths in support of those broad policy lines and the establishment of machinery to link education with other dimensions of development.
With regard to educational planning and management for educational change, initiatives with a high potential for stimulating education systems should be promoted, planned and implemented. These include:
- new forms of strategic planning capable of handling higher degrees of complexity and uncertainty and conducive to greater flexibility in this area;
- strengthening of the planning and management capabilities of executive authorities at the various administrative levels -regional, provincial and local- and in schools;
- new forms of strategic human resources management, including, for example, measures to encourage gifted and motivated young people to enter the teaching profession and to promote participation in teaching activities by persons working in the productive sector and the media;
- procedures to streamline, deconcentrate and decentralize administrative structures in order to foster, where possible, experiments in local educational development conducive to democratic management that will gradually confer a greater degree of autonomy on educational establishments and teachers and make them more accountable for performance.
- a more intensive use of information technologies and the creation of data bases and information systems; this means that countries should support the national information networks and the results of educational research and innovation. Provision should be made, through horizontal co-operation; for these results to be exchanged with centres and networks in other countries of the region and in other regions;
- development of intersectoral machinery for the establishment of special funds, and for the drawing up of emergency plans for such areas as nutrition and health, in order to make a comprehensive response to the needs of children;
- introduction of different evaluation methods so that the individual and social impact of educational processes are more immediately apparent in order to promote better quality;
- design and operation of funding mechanisms, both to manage scarce resources in periods of budgetary austerity and to attract funding from the community, the productive sector and outside sources;
- experimenting with the organization and management of educational facilities and timetables with a view to using them to better effect and facilitating the improvement of educational achievements.
- With regard to literacy and youth and adult education:
- national strategies should be devised and implemented to prevent, in the medium and long term, the emergence of pockets of illiteracy, by addressing the problems of young people and adults in a comprehensive manner through measures to deal with the causes and effects of academic failure;
- the real scale of the problem should be taken fully into account by identifying groups of illiterates who, because of their sex, age and involvement in productive work or social development, have a greater chance of success in the pursuit of literacy, and giving them priority where appropriate;
- encouragement should be given to the creation and organisation of national subsystems of basic education for working children and for young people and adults that include literacy programmes, new basic education practices and approaches, in-service training and training for the reform of productive proc-
esses, based on a strategy of inter-institutional and intersectoral co-operation aimed at meeting the main basic learning needs of the target groups in their role of citizens and producers;

- research should be carried out as an initial step towards overcoming the problem of functional illiteracy by determining its principal causes and characteristics in the areas of reading and writing, science, mathematics, and social and occupational skills.

With regard to educational processes, the emphasis should be on co-ordinated measures to reduce academic failure and improve quality. These might include the following:

- Focusing attention on pupils, placing more emphasis on learning than on teaching, organizing the pupil's work in such a way that he or she is able to play a more active part in the learning process, and promoting and implementing strategies that cater for the wide variety of situations in which children find themselves, as a result either of their culture (such as membership of a particular ethnic group) or of their place in the socioeconomic spectrum (as members of rural or urban fringe communities, for instance). In this context, special provision should be made for children with disabilities. Focusing attention on pupils also means catering for their parents by offering them programmes that will develop their potential to stimulate children in infancy and support the learning activities of school-age children.

- Fostering educational leadership skills among teachers through the implementation of a comprehensive policy to improve their status, encompassing co-ordinated strategies for training, the acquisition of professional qualifications and further training and better working conditions and salaries; the improvement of initial training schemes for future teachers, with the emphasis on learning; the establishment of continuing teacher education systems in which teachers are able to make a critical assessment of their own work and endeavour to improve their teaching methods, and are encouraged to keep their scientific and technological knowledge up to date; the promotion of participation by teachers' organizations in bringing about educational change and building up a core of qualified teachers; the promotion of teacher participation in the production of written and experimental materials, and encouragement of creative, innovative ideas in teaching; and the development of facilities where teachers can demonstrate innovative schemes and introduce them on a systematic basis.

- The curriculum should be brought up to date and made more coherent and more flexible, with a shift in emphasis from subjects taught to the satisfaction of individual and social learning needs. Other requirements include a revision of learning content bearing in mind, on the one hand, the need to provide pupils with the tools they require for understanding, processing and expressing basic reading, writing and arithmetical codes, and, on the other, the need for a transformational ethic relating to personal development and the refinement of attitudes to others and to the environment; the design of methods of curricular change allowing for adjustment to a variety of cultural, scientific and technological circumstances; schemes for bridge-building between national and local curricula, between general and special education, etc.; proposals for intercultural bilingual education policies not only for indigenous groups but for the school-going population as a whole; and the formulation of specific policies to cater for pupils with slight and moderate disabilities.

In the field of regional and international co-operation, intensive use should be made of available resources, especially by:

- consolidating the co-operation networks REPLAD, REDALF, PICPEMCE and CARNEID and SIRt at the national level, and interlinking them at the regional and subregional levels, by strengthening the planning and evaluation of their action programmes and linking them to other networks, such as REDUC, run by non-governmental bodies;
strengthening national capacities for the management of financial resources set aside for the development and qualitative improvement of education, the point being that national education budgets are allocated almost entirely to salaries;

- making better use at the national level of the store of knowledge accumulated at the regional, subregional and international levels, both with a view to transferring theoretical and applied knowledge and in order to promote a more thorough understanding in the various education systems of the countries of the region, an essential condition for a stronger sense of cultural identity and better integration in the economic and trade spheres;

- promoting and developing bilateral cooperation between countries by fostering exchanges of technical backstopping missions, the granting of scholarships, the joint production of materials (book publishing, audio-visual materials), the pooling of innovative experience; research work and the joint establishment of data bases.

Priority fields of action under the Regional Plan of Action

To support the implementation of national plans of action with a view to educational change, the Committee has identified the following priority fields of action for this phase of the Second Regional Plan:

Educational policies, planning, management and facilities

To strengthen national and regional capabilities for the co-ordination of educational processes with reforms in general public administration in the new contexts of deconcentration and decentralisation, participation and intersectorality, it is recommended that steps be taken to:

- stimulate support by the international community for broad consensus-building on education at the national, subregional and regional levels;

- test and develop new planning and management models that are sufficiently flexible to ensure that the processes of educational change can be managed appropriately in contexts of greater complexity and uncertainty; assess, on the basis of national experience, the desirability of introducing budgeting systems based on results;

- support the drawing up and implementation of emergency educational plans designed to solve urgent problems in the event of natural disasters or social emergencies;

- foster the setting up of flexible administrative structures that facilitate experimentation in the organization of schoolwork, interlinking and co-ordination of the different stages and levels of education systems, interlinking of ordinary and special education, and co-ordination with other social actors in the development of innovative models for human resources management and greater autonomy for institutions;

- promote the development of modern techniques and initiatives in financial management to ensure optimum use of available resources, while at the same time fostering complementarity between public and private and national and international resources;

- work out criteria to be applied in assessing basic learning needs and designing systems for the measurement and management of levels of achievement with a view to enhancing the quality of education;

- set up structures to facilitate the formulation of policies and the implementation of strategies of deconcentration and decentralisation; promote educational policies geared to local development which: (i) facilitate the integration and co-ordination of different institutions and initiatives within a given field and geographical area; (ii) enable individual educational establishments to devise their own educational projects tailored to local needs and national educational goals;

- support, in the light of the expected outcomes of International Literacy Year, national literacy strategies and those specially designed to
combat indigenous illiteracy;
- promote and systematically pursue policies designed to ease the transition from initial to primary education, seeking greater co-ordination between them and a reduction in failure rates;
- systematise and expand major policies and initiatives to redress social imbalances through educational organization, inter alia in areas such as welfare assistance for school-age children;
- promote national projects designed to offset inequalities in the access of extremely poor population groups to educational goods and services;
- raise awareness among groups directly involved and the community at large of the social and cultural factors that influence such educational processes as the educational integration of disabled children;
- promote the development of: (i) prototypes and standards for setting up teaching and assistance centres with a view to the creation of educational industries; (ii) models for the building and renovation of multipurpose educational facilities for basic education, giving precedence to a style of architecture that reflects local culture and caters for the needs of the community; (iii) appropriate techniques for the building, maintenance and administration of establishments that are resistant to natural disasters and can serve as safe havens for the community, while promoting exchanges of experience in this field.

Pre- and in-service training, upgrading and refresher training for key educational personnel

To develop the capabilities of key personnel for the renewal of educational processes, it is recommended that steps be taken to:
- formulate strategies designed to make initial and in-service teacher training more flexible, enhancing their relevance and introducing new components such as: basic forms of planning and management of human, material and financial resources; environmental themes; the ability to produce written and experimental materials for science teaching; the rudiments of education for children with disabilities; the democratic and participatory approach; action aimed at closer co-operation among the countries of the region;
- promote the establishment and development of subregional or regional centres of excellence in the region, with a view to guaranteeing the highest levels of theoretical and practical vocational training for key educational personnel, with emphasis on the training of teacher educators in various fields;
- in the framework of the REPLAD, REDALF and PICPEMCE networks, and with the support of regional organizations specialising in co-operation, undertake training activities for teacher educators and directors of national projects associated with these networks, and experiment with distance teaching arrangements in the fields covered by the different networks;
- promote general pedagogical training for administrators to give them a deeper insight into educational problems and make them more open to innovation.

Experimental testing and evaluation of new pedagogical options

To develop literacy programmes, basic education programmes for children, adolescents and adults, and non-formal and informal education programmes, it is recommended that steps be taken to:
- stimulate, systematize and spread innovative experiments in reading and writing, elementary science and technology and mathematics with a view to bringing about a qualitative improvement in education and reducing failure rates in the early years of schooling;
- promote, as part of adult education, instruction for parents interested in early childhood education, whether or not they have themselves attended school;
- design and test curricula and teaching materials geared to the different target population
groups, focusing on programmes of educational integration for disabled children;
- enhance the flexibility and co-ordinate the structure and development of programmes designed to identify and meet basic learning needs, taking into consideration those relating to the natural and social environment and those of the individual student;
- stress the importance of teaching science and the practical aspects of technology throughout basic education as a key component of education for living, linking these to the idea of preserving a sustainable environment and placing emphasis on their usefulness in developing logical thinking processes for information-seeking and practical problem-solving;
- promote the use, for educational purposes, of the messages transmitted by the mass media and those which have a bearing on the content of school curricula, through such practices as the incorporation in teaching activities of an analysis of the press, television and other communication and cultural media with a view to developing critical attitudes towards such messages;
- stimulate new strategies designed to remedy inequalities in access to education by young people and women, particularly where literacy and other educational options for women are concerned, in the form of programmes to improve their ability to educate their children; programmes should also be designed specifically for young people denied a place in formal education so as to prepare them for adult life and enable them to become responsible parents and members of society.

Information and research systems

To develop national and regional capabilities with a view to retrieving formation that can be used to produce relevant indicators, it is recommended steps be taken to:
- prepare indicators that are reliable and can be standardised, encouraging, as far as possible, the development of computer programs that can be used to analyse: the current situation of, and trends in, student access to education (scale and opportunities), duration of attendance, progress, repetition and drop-out; the efficiency of education systems; disparities in educational provision for groups and regions; the diversity and range of educational possibilities at each level; academic achievement and other indicators of the quality of education.
- prepare models for the analysis of information, identifiable by school and by course, concerning the system of staff remuneration and administration, building and maintenance, and statistics concerning enrolment and teachers, supervision and assessment, and feed this information into a data bank so as to have more facts to hand for optimal decision-making;
- analyse the results of activities under the Major Project during the period 1990-1991 in individual countries and at the subregional and regional level, circulate the studies in the Major Project Bulletin and other publications and summarize these activities in a new report for the period 1980-1991;
- stimulate and enhance the role of universities in the development of educational research on the Major Project priorities in scientific development, the search for and construction of new educational theories and the testing of new methodological and educational management options; in particular, urge universities to do their utmost to improve the quality of teacher-training establishments;
- foster "state-of-the art" assessments on sub-
jects of common interest to the countries of the region where sufficient research, studies and information exist, on the lines of the OREALC/REDUC publications, for example, to enable the information accumulated on various subjects to be systematically compiled and disseminated.

Educational industries and publication policies

In this field it is recommended that steps be taken to:

- compile inventories of educational industries in the region and seek machinery for co-operation with a view to greater integration among the countries of the region;
- encourage, with international support, national, subregional and regional projects for the production and exchange of printed materials, teaching packages, audio-visual materials, computer programs and electronic media, and basic documents for use in upgrading teachers' qualifications;
- encourage the development of a policy and strategy of translation, into the languages of the region, of major works in education and related disciplines;
- foster the development of publications for the exchange of experience and the dissemination of bibliographies of works dealing with the renewal of educational processes;
- promote activities such as meetings, seminars and special training courses which tend to further educational journalism.

Promoting the development of the Co-operation Networks

To enhance the capacity of the horizontal Co-operation Networks (REPLAD, REDALF, PCEMCE and CARNEID), SIRI and REDUC with a view to introducing educational change and the new style of education, it is recommended that steps be taken to:

- mobilize institutional, national, regional and other resources so that the Networks can fill the activating role assigned to them under the Major Project;
- foster and support the functioning of the national Networks in keeping with the design, implementation and evaluation of the National Plans of Action; within the framework of the Major Project;
- strengthen the links between the Co-operation Networks and between them and subregional and other networks such as REDUC, through joint undertakings. This entails the development of conceptual frames of reference to stimulate research and innovation, both among training institutions and within the formal school system, concerning specific regional issues such as the identification of basic learning needs, repetition, drop-out, the time available for learning, assessment of achievement and its relevance at the local and institutional levels, qualifications of teaching staff and availability of materials;
- encourage the formation of regional and subregional groups carrying out similar projects in areas such as research, experimental work and innovation;
- promote the exchange of specialists among the various countries in order to foster horizontal co-operation in the renewal processes taking place both in training institutions and within the formal school system;
- evaluate the experience of the Co-operation Networks and apply it systematically in order to ensure that their operations are geared to giving sustained support to educational change.

Technical and financial co-operation in support of the Programmes and Activities of the Regional Plan

The Committee, recognising that:

- the Framework for Action and the Declaration of the World Conference on Education for All, together with the goals of the Major Project, should constitute an ongoing and joint endeavour involving the governments of the region and the sources of technical and financial co-operation such as UNDP, UNICEF, the
World Bank, IDB and UNESCO, among others.

Calls for:
- encouragement to be given to all possible initiatives regarding the financial and technical support that international agencies can provide to governments, in order to facilitate the development of education for all, within the framework of the Major Project of Education;

Recommends:
- that the necessary efforts be made to ensure that the States and agencies which signed the Jomtien World Declaration on Education for All actively participate in the implementation of activities relating to the attainment of the goals of the Major Project;
- that, wherever possible, regional and subregional banks, other intergovernmental bodies and non-governmental organisations be associated with the implementation of strategies, projects and programmes and with their financing, having due regard to prevailing regulations, with a view to complying thereby with the Framework for Action adopted at Jomtien and attaining the goals of the Major Project of Education;
- that UNESCO considers and proposes any necessary amendments to the Committee's Statutes so that the agencies which signed the Jomtien Declaration can participate more effectively in the activities planned for the attainment of the goals of the Major Project of Education in Latin America and the Caribbean;
- that, with the help of the media, a policy to disseminate this recommendation be pursued with the aim of ensuring that its main points are brought to the attention of specialists and the public at large, so that it may serve as an incentive for the organisation of seminars and as a frame of reference for the evaluation and analysis of the National Plans of Action.
QUITO DECLARATION

The Ministers of Education of Latin America and the Caribbean, convened by UNESCO to attend the Fourth Session of the Intergovernmental Regional Committee for the Major Project in the Field of Education in Latin America and the Caribbean, recognize the significant progress made in expanding education in the past decade, despite a background of acute economic hardship and social difficulties.

We also acknowledge that, under the traditional strategies in which the region's education systems have evolved, the possibilities of harmonizing quantity with quality have been exhausted. We therefore maintain that we have reached a time of great historic importance, when it will be necessary to embark on a new stage of educational development to meet the challenges of changing production patterns, social equity and political democratisation.

Consequently, having taken cognizance of and considered the reports and proposals submitted at the session,

WE DECLARE:

1. That in order to overcome the economic crisis and enter the modern world as active partners, the countries of the region must consolidate their regional integration and bilateral ties, invest as a matter of priority in the training of human resources and strengthen their social cohesion. Without quality education there will be no growth, equity or democracy. This is why education must be the subject of broad national consensus guaranteeing the commitment of society as a whole to educating its future generations and the continuity of the policies and programmes put under way to attain these objectives;

2. That in order to meet these requirements, a radical change must be brought about in traditional educational management, making it possible to link education effectively with economic, political and cultural demands, bringing educational action out of its isolation and transforming it into a driving force for economic development, the equitable distribution of wealth and public participation. What the new strategy basically calls for is a response to the demands of society and not just to those of educational administration as such;

3. That education is the responsibility of everyone, and not just that of one sector or group. It is therefore necessary to devise and develop mechanisms and strategies for consultation among the various government sectors and between the latter and non-governmental organizations, private companies, the media, church bodies, trade union and community organisations and the families themselves;
4. That to guarantee its linkage with social needs and the intersectoral nature of educational action, substantial changes will have to be made to the styles of planning and administration. The traditional administration of our education systems does not provide for the full participation of the main protagonists in the teaching/learning process, fails to take responsibility for the system's disappointing results, does not focus actions on the priority sectors of the population and does not encourage teachers to be innovative and creative. In this context, we draw attention to the need to step up moves towards decentralisation, regionalization and Reconcentration, to devise streamlined machinery for the evaluation of results, to implement effective programmes of compensatory education, to boost emergency programmes having recourse to exceptional measures to deal with the crises affecting poor and marginal population groups, and to design information and research systems for decision-making as ways of improving management capacity;

5. That changes in management and commitment on the part of all those involved are necessary but not sufficient conditions of the new educational strategy, so that they must be supplemented by new classroom techniques and more relevant curriculum content. From this point of view, improving education quality means stepping up moves to enhance the status of the teaching profession and promoting the transformation of the curriculum through measures that will meet the fundamental educational needs of the individual and of society. These measures should facilitate access to information, enable individuals to think and express themselves clearly and strengthen their ability to solve problems, analyse facts critically, join forces actively and loyally with other people, and protect and improve the environment, the cultural heritage and their own living conditions; and

6. That although the countries of Latin America and the Caribbean are prepared to make all the necessary efforts to bring about internal changes, these efforts should be accompanied by international solidarity. The World Conference on Education for All, held in Jomtien just over a year ago, drew attention emphatically to the need to redress the serious international economic imbalances in order to be sure of attaining the objective of satisfying the basic educational needs of the whole population. At the World Summit on Children, held in September 1990, the governments of the world endorsed this commitment, stressing the need to provide educational opportunities for all children from birth.

The commitment entered into by the international community highlights the importance of investing in individuals as a guarantee of peace and understanding among peoples. We call upon bodies working in the field of international co-operation to translate that determination into concrete proof of support for the programmes of education for all that the countries of the region, individually and collectively, are promoting so that the objectives of the Major Project of Education may be fully attained by the year 2000.

We, the Ministers of Education of Latin America and the Caribbean, hereby issue this Declaration in Quito on the twenty-fifth of April, nineteen hundred and ninety-one.
The clear will to begin a new stage of educational development to satisfy the needs of their people was the dominant decision in the consultations of representatives from Latin American and Caribbean countries at the Fourth Meeting of the Intergovernmental Regional Committee for the Major Project of Education, held in Quito, Ecuador, between April 22 and 25, 1991.

Member States representatives analysed the main advances, limitations and obstacles in achieving the objectives of schooling, literacy and quality of education of the Major Project of Education for 1989-1990. Forecasts and strategies for the next few years, the articulation between education and development and the directions and priorities of subregional, regional, interregional and international cooperation were also analyzed.

29 of the 33 Member States participated in PROMEDLAC IV, of which 26 were headed by Ministers of Education, Deputy Ministers or Secretaries of State. In addition, 5 Member States from outside the region attended, as did agency representatives from the United Nations System, 10 observers from intergovernmental organisations, 17 from international non-governmental organizations and 5 institute and foundation directors.

The delegations' work was simultaneously organized into the Plenary Session and the Working Group. In the former, each country's report was made known, as were messages from cooperation agencies. Two round tables were held on the technical subjects relating to the development of the event. In the Working Group, meanwhile, recommendations to ensue from the meeting were discussed.

The Minister of Education of Ecuador, Alfredo Vera, was elected committee Chairman of PROMEDLAC IV. The Minister of Education of Chile, Ricardo Lagos, the Secretary of State of Public Education of Mexico, Manuel Bartlett Diaz; the Minister of Education of Trinidad and Tobago, Gloria Henry and the Minister of Education of Venezuela, Gustavo Roosen were elected Deputy Chairpersons. The Minister of Education of El Salvador, Cecilia Gallardo de Cano was elected Rapporteur. The Minister of Education of Peru was named Chairman of the Working Group, while the Minister of Education of Colombia, Alfonso Valdivieso Sarmiento, was designated Rapporteur of Chat Group.

There was a main document prepared for PROMEDLAC IV by UNESCO, entitled "Major Project of Education in Latin America and the Caribbean: Advances, limitations, obstacles and challenges" (ED-91 (PROMEDLAC IV), as were two reference documents.

At the opening session, the General Director of UNESCO, Federico Mayor Zarazoga, called attention to the importance of the meeting, the first of its consequence to be held after the World Conference on Education for All (Jomtien, March 1990). In this respect, the General Director indicated that This meeting constituted an opportunity to embark upon new educational strategies within the framework of productive transformation with social equity and political democracy. He also highlighted the problem of teachers, and called attention to the need to reflect and to take initiatives on policies for teacher professionalisation, in response to the
greater demands imposed upon them, which guarantee them adequate working/conditions and status.

Referring to the cooperation within the framework of the Major Project, the General Director invited participants to go on record regarding the changes that should be introduced into the structure, mechanisms and modes of action of this Project, from an outlook of greater globality, intersectoriality and shared responsibility.

The President of Ecuador, Rodrigo Borja, opened the Meeting with a speech in which, after welcoming participants, he indicated that development of a country required cohesive use of natural, financial, human and technological resources. He associated the outdated nature of education in the region with the lack of human and technical resources. President Borja stressed that the demand for education for all presupposes a change in approach within universities and in the remainder of the educational system. He placed particular importance on the role education could and should play in consolidating the current political democratization processes in the region. He ended by describing the main educational efforts undertaken in Ecuador, despite the recent economic crisis.

Alfredo Vera, Minister of Education of Ecuador and Meeting Chairman, gave an overall review of the biennium. He indicated that basic education in recent years has continuously experienced significant quantitative growth, despite existing problems. He added, however, that this growth, in many cases, has not been accompanied by the required levels of effectiveness, quality and equity. This has meant the exhaustion of traditional educational development, and poses the challenge of pursuing new styles and strategies for this decade.

After mentioning new prospects within the framework of the Declaration on Education for All and the importance of the ECLAC proposal on productive transformation with equity, he referred to the need to pay greater attention to preschool education, whose coverage is still lacking in Latin America and the Caribbean, particularly in rural and urban marginal areas.

He highlighted the trend observed in all countries of the area towards use of a flexible curriculum that takes into account the population's needs, interests and problems. He went on to indicate that progress has been made in special education, with greater attention being given to its scope and quality in legislative terms and in the preparation of specific strategies. He also reminded those present that efforts to decentralize and deconcentrate educational systems and processes were maintained during the biennium and that national and regional cooperation courses in educational planning and administration have been developed. The Meeting Chairman ended by pointing out international cooperation and expressing his thanks to UNESCO and other agencies and cooperating governments that have accompanied the development of the Major Project of Education.

Sessions

During the plenary sessions, among the many topics discussed various speakers acknowledged advancements made in broadening the coverage of primary education. They agreed that the greatest problem lies in dropping out and repetition, which becomes acute in rural and marginal urban areas. For the most part, the delegates considered that, in order to overcome the problem, the quality of education needs to be improved. The need was also expressed for a broader preschool education policy, extending this stage primarily to five and six year olds.

The Declaration of Jomtien was seen as having inspired comprehensive programmes, with strategies that include new alliances in literacy between various public and private sector agencies and non-governmental organisations. Various countries stressed that they are substituting the conception and implementation of literacy as an exclusive state action for one that is national, in which central public agencies progressively become institutions involved in planning, encouraging and supporting a task shared with other public institutions and NGOs. This trend is confirmed by the creation of national education
systems for youths and adults, starting from the coordination of interinstitutional policies and actions, the creation of new basic education programmes for all, the decision to combine literacy and citizen participation in long term programmes, etc.

Various speakers pointed to attempts being made by their respective countries to offer indigenous populations an education that takes into account their world and cultural view, highlighting intercultural and bilingual education projects.

In terms of quality of education, delegates indicated that qualitative improvement is a priority and will continue to be so in plans for the nineties. In this respect, curriculum renovation and its innovations have been suggested as key aspects in the quality of education, with particular emphasis on the need to include or review primary schools subjects in science and technology, human rights, education for peace and the environment, among others. Professional training of teachers was also considered to be a key element in improving the quality of education. To this end, concrete and relevant actions were suggested that relate to the situation and working conditions, as well as to the creation of strategies that attract high school graduates to teaching and to promoting work in difficult-to-reach areas. A number of delegates indicated the importance in this respect of preparing teaching material as teaching aides. Mention was made of the need to prepare, publish and use textbooks, among other materials, for students and teachers in primary or basic education.

Administrative decentralisation and the transfer of resources towards rural areas have resulted in significant improvements, and it is forecast that the trend will continue. It was acknowledged that decentralisation has generated innovative actions and has fuelled other changes.

From a financial point of view, existing limitations in the support of educational development were mentioned. For this reason the need for an in-depth study and treatment of projects and strategies with new financial approaches was emphasized. An example would be using state resources to sponsor free private educational centres which prove effective and efficient and offer quality in learning.

A number of delegations expressed the need for continued international support and under-scored the fundamental role of UNESCO in this cooperation as a privileged forum for educational debate and for the search for solutions. Mention was made of the need to rescale both international and regional technical and financial cooperation, acknowledging the key role of education in development and in the democratic process. Likewise, reference was made to the importance of agencies and sources of funding, and the wish was expressed for greater coordination in all such efforts in order to obtain greater effectiveness.

UNICEF announced that it will devote 25% of its resources to education and health during this decade and that it will enter into an agreement of cooperation with UNESCO. In turn, the delegation of the Government of Spain expressed its intention to continue its cooperation with the Major Project, while the Standing Committee of non-governmental organisations associated with UNESCO offered its complete support in achieving the objectives of the World Conference on Education for All.

**Round Tables**

**Improving the quality of education in a crisis context (Round Table No. I)**

Moderated by the Secretary of Public Education of Mexico, Manuel Bartlett, participants included Claudia Davis from the Carlos Chagas Foundation of Brazil, who spoke on Advances and challenges of measuring quality; Donald Holsinger, of the World Bank, United States, who presented the topic Research undertaken by the World Bank to improve the quality of education; Fernando Fajnzylber, from ECLAC, Chile, who dealt with educational Demands of economic development and productive transformation with equity; Hazel M. Salmon, University
of the West Indies, Jamaica, who presented the topic, Training of teachers for better education; Vicky Colbert, from the UNICEF Regional Office, Colombia, who spoke on How the Escuela Nueva has succeeded in raising the quality of education in Colombia; and the Minister of Education of Argentina, Antonio Salonia, who presented the topic Global political view of restrictions on raising quality.

Lecturers made known the advances in terms of measurement of quality and the stages that must be faced in the decade. In this respect, they identified a dozen factors that could be modified, having a positive effect on the quality of education, such as textbooks, relating content to population needs, increasing the time allocated for learning, training teachers in reading techniques, bilingual education and increasing children's capacity to receive education upon entering primary school. Innovation in these factors was said to be closely linked to changes in the so-called "frontal method of teaching" in which the teacher spends all his time conveying content and instructions to students. This modification seems to be politically feasible, but requires certain conditions such as the existence of printed materials which, by their content and routine instructions can be read directly by the student, leaving the teacher time for the educational task itself. The results of the Escuela Nueva in Colombia, appear to suggest positive results in this respect.

The construction of national agreements in education (Round Table No. 2)

Moderated by the Minister of Education of Jamaica, Carlyle Dunkley, participants included the Minister of Education of Chile, Ricardo Lagos; Marvin Herrera, Minister of Education of Costa Rica; Elbia Palomera, Technical Secretary of the Business Sector Education Commission of the Instituto de Proposiciones Estrategicas de Mexico. (IPE); Rev., Antonio Bachs, Executive Secretary of "Fe y Alegría" for Latin America; Jose Joaquin Brunner, FLACSO social scientist and Andres Cardo Franco, Senator and President of the Education Commission of the Senate of Peru.

Speakers agreed on the importance of the topic for creating conditions of legitimacy and continuity of future educational policies and strategies in the region. There was also consensus on the need to coordinate between decentralized management of sectorial, intersectorial, regional and local agreements. The interdependence was established between national agreements and the possibilities of relying on new resources and support for sustained educational development in the region and within each country. Participants expressed awareness of the fact that contents, mechanisms and other components of a national education agreement will have to be differentiated according to the particular conditions of each case.
The clear trend towards equal education opportunities for both sexes confirmed in this study calls attention to the potential role of education vis-a-vis social change. After two decades in which experts from developed countries stressed the reproductive nature of pedagogical actions, the figures finally bear out those authors who expressed doubts as to the validity of these propositions for Latin America's. However, there is no doubt as to the fact that neither women (nor men) from marginal urban and rural areas have been able to formulate coherent demands in terms of the quality of education they are to received. For the time being, this inability may be seen as being due more to a lack of better educational models which offer higher quality of education (or to a lack of access to those which appear to have been successful in Latin

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1 We wish to thank our colleagues J.C. Tedesco and R. Vera for their comments and suggestions, which permitted this new version of the report to be prepared, and the OREALC Documentation Centre for their collaboration.


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Source: Population census data circa 1980 for all countries except Bolivia, for which the 1988 national population and housing survey was used.

a Estimated assuming that incomplete education in each level corresponded to half the grades of that level and an average of two years of post-secondary education.

b Quotient between years of schooling of male and female populations.
America, than to system inertia. But this hypothesis remains to be proven over the next decade.

Although this study only describes women's relative situation and its trends over the past decade, it has clear implications for educational policy and for the theory of reproduction. An accurate description permits one to discard some of the myths on opportunity discrimination levels that tend to be increasingly reduced and thus, permits one to focus on the problems of certain minorities (e.g. peasant women in certain indigenous communities) and on the quality of education per se (e.g. roles assigned or reinforced by schools for each sex). As there is little information on this, studies are designed and carried out on the basis of: (i) sex stereotypes in textbooks; (ii) procedures and results of the selection of directive teaching staff and (iii) the characteristics of each society's deprived groups. If more support is given to this type of research, one will eventually obtain a critical mass of studies necessary for regional analyses on these and other aspects of decision-making.

4 See, for example, mEP, Redefining basic education for Latin America - lessons to be drawn from the Colombian Escuela Nueva, Paris, 1990 (mimeo).

5 A good example of this approach is the report by Canmen Llanos de Vargas, Mujer campesina Aymara: una aproximación a la situación de la mujer campesina en el altiplano de La Paz, CEPROMU, La Paz, 1988.

6 In 1971, UNESCO undertook a survey in eight countries on lags in textbooks to reflect changes in women's lifestyles. Evidence of prejudice and stereotype formation was observed in all countries, although in most cases it was involuntary. For a review of values affecting equal opportunities for women, see Maria Teresa Sirvent, La Fiery el Proyecto Principal de Educación en América Latina y el Caribe, UNESCO/OREALC, May 1983, pp. 65-71. A pioneering study was prepared by S. Magendzo, Relación entre estereotipos de roles sexuales y libros de enseñanza, in CEE (eds), Educación y realidad socioeconómica, CEE, Mexico, 1979, pp. 477-486.

7 Differences within each country tend to be greater than those observed between countries. See Carolyn M. Elliot and Gail P. Kelly, "Perspectives on the Education of Women in Third World Nations". Comparative Education Review, Vol. 24, No. 2, June 1980.

Equality in years of schooling

While females enrolled in the LAC school system during the eighties could expect to complete over five grades of education, those enrolled in the early fifties barely completed three grades or less (see table 1, age groups "20-24" and "45 and over"). Increases by women in years of schooling meant that, for the same period, the negative 0.4 grade difference with respect to males in the fifties was eliminated (3.3 vs 2.9 for the "45 and over" age group) and was finally surpassed by 0.2 grades (4.5 vs 4.7 for the 15-19 age group).

There have been differences in advances in equal opportunities and in absolute levels of schooling between the various regions, and the differences are greater still when comparing countries, particularly those in which access to primary education is far from universal. In 1980, women enjoyed greater levels of schooling among young age groups in South America and in the English-speaking Caribbean, but fell slightly below that of males in the other two subregions (table 1). In the past, the situation was more homogenous, since in all regions women in the "35 and over" age group achieved lower levels of schooling than males. It is interesting to note that the difference between males and females in the "45 and over" age group is slightly less than that for the "35-44" age group (3.3-2.9 vs 4.3-3.8 for the region and similar differences in each subregion). This suggests that in the fifties there were less differences in education between men and women in upper levels of society (since better educated persons tend to have a longer life expectancy).

8 The "15-19" age group tends to be the youngest age group that reflects the greatest access to primary education including those entering for nal night school. The "20-24" age group reflects the majority passing through secondary school and the "25-34" age group reflects those passing through post-secondary education.

### LAT AMERICA AND THE CARIBBEAN: YEARS OF SCHOOLING IN POPULATION OF 15 YEARS AND OVER, BY COUNTRY AND AGE GROUP

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**Source:** National population and housing censuses of the indicated years for Bolivia, was used the document: "1988 Nationaipopulation and housing survey. Final results. La Paz, Bolivia,July 1989" from INE and UNPDP/ DTCD, UNESCO. Statiscal Yearbook 1990. Paris,1990.

a Female population used for calculation cor esponds to estimates from CELADE.
b Males and Females figures correspond to 14-19 age group.
c Incomplete primary corresponds to those students who studied some grade of basic primarv; complete primary, to some year of intermediate primary,65 and over was included m non declared age.
d De jury population.
e Estimated figures for 15-19 and 20-24 age groups.
f The distribution of the educational level is estimated im "complete" and "incomplete".
g Estimated figures for 20-24,25-34 and 45 and over age groups.
h The secondary level includes UTU, teaching education and military instruction; ignored level was included in , non-schooling.
i The distribution by level of instruction of the population by sex was estimated.
j Non-schooling includes "ignored lever".
k Population used for calculation, estimated by CELADE.
l Non declared age, included in 65 and over age group; "non declared level, included in "non-schooling".
Each country shows progress in equal opportunities and in absolute levels of schooling in recent decades. During 1950-1980 this progress is corroborated by schooling figures for age groups from population censuses around 1980. Only three countries obtained higher female schooling (or at least equal to that of males in the "45 and over" age group (Argentina, Jamaica and Uruguay), while this occurred in 24 of the 30 countries for which information is given in table 2.

However, differences still persist in schooling levels between countries and this can be seen more clearly when one confirms that women in the region as a whole, still do not obtain the levels of schooling reached by women in the most advanced country during the fifties. Women’s schooling grades range from 2.4 to 9.5 grades (2.4 to 8.9 for males) for the region, but are lower in subregions of South America (3.77.1 and 3.5-6.9) and in the Caribbean (4.2-6.4 and 4.1-6.3).

Advances in women's schooling have allowed the region's average in the eighties to approach schooling levels of the most advanced countries of the region in the fifties. Although schooling for women of the region (which reached 4.7 grades in 1980 for age group "15-19") is lower than the 5.3 grades reached by age group "45 and over" attending school in Argentina in the early fifties, it is equal to levels of the other two countries with the highest schooling in the fifties (Chile and Uruguay). However, it is necessary to break down schooling averages in educational levels in order to evaluate education conditions more accurately for women in the region.

**Equal access to education levels**

LAC women now have greater access to primary and secondary education than males, but they still have less access to post-secondary education and quit studying before males do. The greater access to education achieved by young women also suggests that they will achieve lower illiteracy levels in the future. Only 11.8% of females aged "15-19" lack schooling, as opposed to 12.8% of males in this situation (table 3), which suggests that absolute illiteracy should tend to be of that magnitude in the future. This reflects important headway made in connection with the high percentage that lack schooling (over 30%), which corresponds to the "45 and older" age group.

Over half the women in LAC complete primary school or higher, which has doubled women's achievements in the "45 and over" age group (50.6 vs 23.8%) exceeding those of men, since less than half of them reach those education levels (50.6 vs 49.3). However, female enrollment in technical secondary schools (particularly industrial) is low even in those countries which have opened up this type of education to women. During the 1975-1986 period, the percentage of women in technical schools in Argentina rose from 6.9% to 12.5%, even when one includes management where women are predominant. Women who do attend, in turn, are apparently subject to various kinds of discrimination.

Despite advances in access to the first two levels of education, as mentioned in the preceding paragraphs, and despite progress in terms of continuing on to post-secondary courses, LAC women still do not achieve as high post-secondary education levels as males do (table 3). In the "15 - 19" age group, the percentage of women in post-secondary education is greater than that of males (2.6 vs 2.3). They lose this edge in the "20-24" age group when males gain a considerable lead (7.5 vs 8.5), and then, the majority of women quit studying while 2.2% of males continue on to post-secondary education, so that 10.7% reach this type of studies as opposed to 7.8% in the case of women. Perhaps the responsibility for maintaining a family, the greater possibility of continuing in night school and

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10 There is a correlation close to I between knot having had access to school and declaring oneself "illiterate" in population censuses.
11 A. Birgin and M. Kisilevsky, SAsisten lasninasa escue las Sara varones? PLACSO, Buenos Aires, September 1989, p 47.
12 Ibid., pp. 6-76.
cultural traditions may explain this greater persistence of males towards 1980. As we shall see further on, this trend appears to be changing and it is very likely that censuses in the nineties will confirm an advance towards equality in persistence.

What census data do not show, but which comes to light in case studies, is the channelling of female applicants into post-secondary careers with more flexible schedules (which are more patible with a greater dedication to work intence the home) and where there is less chance of wage

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<th>Female (%)</th>
<th>Male (%)</th>
<th>Female (%)</th>
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Table 3

LATIN AMERICA AND THE CARIBBEAN: BY YEARS OF SCHOOLING COMPLETED AND SEX.

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</table>

discrimination by sex. This is the only area where no major changes were observed over the past decade. While in the seventies only 10% of female students in Latin America were in engineering and 34% in law, over 60% were in social sciences and in education These proportions


14 C. Braslavsky, Mujer y Educación, UNESCO/OREALC, August 1984. The figures in table 5 differ somewhat to those of Braslavsky in Social Sciences and Teaching due to having taken a greater number of countries into account.
Table 4
LATIN AMERICA AND THE CARIBBEAN: PERCENTAGE OF WOMEN IN FOUR FIELDS OF HIGHER EDUCATION, 1975, 1985

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have remained constant for a decade, since there was only a small increase in the eighties (10 percentage points) in the proportion of students in law. A 1982 study shows that conditions in Latin America are fairly similar to those observed in developed countries. A similar situation was observed in France, where 75% of female university students studied arts and humanities and where only 6% of university subjects were given by women. These case studies have shown that the lower the entry requirements for careers chosen as compared to others, the lower women's performance in university entrance exams is likely to be as compared to that of males.

15 Division for the Advancement of Women, Centre for Social Development and Humanitarian Affairs "Comparación entre la escolarización de mujeres y hombres en diferentes sectores de estudio" Perf yas Estadísticas sobre la Mujer N° 10, United Nations Office in Vienna, April 1990.

### Table 5

**LATIN AMERICA AND THE CARIBBEAN:**  
**COMPLETED SCHOOLING AND SEX.**

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**Source:** National Census data except for Bolivia where used the 1988 National Survey.

a Corresponds to 14-19 age group

b Netherlands Antilles and Barbados had no information for 15-19 age group
### DISTRIBUTION OF POPULATION AGED 15-19 BY LEVEL OF EDUCATION

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*No data breakdown for "completed" and "incomplete" is available, but the majority completes primary school. See Table 2 footnotes.*
Differences by subregion and country are considerable, both in terms of the age one studies in as well as in the years of schooling completed at each level of education. While in three subregions greater schooling in post-secondary levels is reached between ages "25-34", in the Gulf of Mexico subregion this is achieved between ages "20-24". There are also major differences in post-secondary schooling where the range for three regions is 6.1-8.7 years, while in the English-speaking Caribbean it is only 2.7 years.

An analysis by country of the youngest age group "15-19" shows that only in five cases did the percentage of females "lacking schooling" exceed 10% (Brazil, Ecuador, Guatemala, Haiti and Mexico) circa 1980 (See table 5). In four of these countries more females lacked schooling than males. In five countries reached levels in the 5-10% range (Colombia, Peru, Venezuela, Honduras and Panama) and the remainder were under 5%. As mentioned above, these figures are closely related to future illiteracy levels in females. In most countries future illiteracy levels for women will be lower than for men.

Progress in post-secondary schooling is more apparent in the analysis by country (table 6). Among those in higher education early in the seventies, which corresponds approximately to the "25-34" age group in 1980, only in Uruguay did women have an edge over men. Already in the "20-24" age group women's situation improved and in 10 countries (out of a total of 30) women had a lead in post-secondary schooling. One also observes that in the "15-19" age group, women's situation is better in an even greater number of countries. However, given the comments on persistence in post-secondary studies, it is possible that even in these countries women eventually lose this edge in subsequent years. It will therefore be necessary to continue studying women's situation in higher education with more recent data, and to complement this with case studies on the way women can participate in each type of training.

Differences within each country tend to be greater than differences in averages observed between countries (table 7). "School attendance rates" for the case of Argentina according to the occupation of the head of household are presented as an example of these major internal differences. Although women's attendance rate for each level of education is somewhat higher in all cases than for men - except for the group attending with delay at primary level - there are major differences between the various "occupation" categories as seen in table 7 (17 vs 73.7) at secondary level and 1.2 vs 25.6 at higher levels.

**Equality in class attendance**

Data on education system attendance show that similar opportunities for both sexes are finally being provided in the region, and that, as a result, trends favouring equity observed in comparisons of age group schooling (table 8) will be maintained. There are less females than males in age groups "6-9" and "10-14" not attending schools (28.0 vs 30.8% and 26.2 vs 27.0%, respectively, in the region total of table 8), and the difference in age group "25 and over" is very small (95.5 vs 95.9%). The similarity in this age group is particularly important since it reflects equality in attendance of post-secondary institutions where it had been observed that women were clearly lagging. This is consistent with the increase in the percentage of women over time. For example, Argentina increased from 38% of women in higher education in 1963 to 54% in 1983, and Brazil increased from 30% in 1965 to 49% in 1982, although the percentages of women in university per se are somewhat lower.

---

17 In Haiti, schooling levels for males and females are similar, despite the low absolute levels of schooling. See UNDP, "Participación de la mujer en el desarrollo", Estudio de Evaluacion N° 13, New York, June 1985, pp. 92-93.


Education opportunities for women. The case of Latm
Table 6

LATIN AMERICA AND THE CARIBBEAN: PERCENTAGE OF POPULATION AGED 15 AND OVER REACHING POST SECONDARY LEVEL, BY AGE GROUP.
CENSUS DATA 1980

<table>
<thead>
<tr>
<th>Country</th>
<th>Year</th>
<th>15-19</th>
<th>20-24</th>
<th>25-34</th>
<th>35-44</th>
<th>45 and over</th>
<th>Total</th>
</tr>
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<td></td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td></td>
</tr>
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<td></td>
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<td></td>
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<td>1980</td>
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<td>6.9</td>
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<td>2.8</td>
<td>3.3</td>
<td>18.9</td>
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<td>16.7</td>
<td>11.1</td>
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<td>1980</td>
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<td>4.5</td>
<td>7.3</td>
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<td>1.7</td>
<td>9.6</td>
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<tr>
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<td>12.3</td>
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<td>20.1</td>
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<td>4.7</td>
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<tr>
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<td>1981</td>
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<td>...</td>
<td>...</td>
<td>...</td>
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<td>6.7</td>
</tr>
<tr>
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<td>...</td>
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<td>...</td>
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<tr>
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<td>1.6</td>
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<td>0.5</td>
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<td>4.0</td>
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<td>7.1</td>
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<td>Jamaica</td>
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<td>2.8</td>
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<td>0.0</td>
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<tr>
<td>Saint Kitts and</td>
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<td>0.8</td>
<td>0.4</td>
<td>3.5</td>
<td>2.3</td>
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<td></td>
<td></td>
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<tr>
<td>Saint Vincent</td>
<td>1980</td>
<td>0.0</td>
<td>0.0</td>
<td>0.5</td>
<td>0.3</td>
<td>1.9</td>
<td>1.5</td>
</tr>
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<td></td>
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</tr>
<tr>
<td>Saint Lucia</td>
<td>1980</td>
<td>0.2</td>
<td>0.0</td>
<td>0.5</td>
<td>0.3</td>
<td>2.1</td>
<td>1.0</td>
</tr>
<tr>
<td>Trinidad and</td>
<td>1980</td>
<td>0.1</td>
<td>0.1</td>
<td>2.4</td>
<td>2.0</td>
<td>4.3</td>
<td>2.7</td>
</tr>
<tr>
<td>Tobago</td>
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<td></td>
<td></td>
</tr>
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<td>Region</td>
<td>2.3</td>
<td>2.6</td>
<td>8.5</td>
<td>7.5</td>
<td>10.7</td>
<td>7.8</td>
<td>7.6</td>
</tr>
</tbody>
</table>

Source: National Population Census data except for Bolivia where used the 1988 National Population and Housing Survey. See Table 2 footnotes.
Although attendance by sex is very similar in each of the three subregions for which information is available, females in Central America still face some constraints in entering primary school (33.7 vs 30.5% in the "6-9" age group and 34.3 vs 27.5% in the "10-14" age group), although those who succeed in doing so remain in the system in equal proportion to males (see the similar percentage distribution of both sexes in table 8).

There is a relatively homogenous situation of attendance by sex by country that tends to vary more than the subregional averages (table 9). Although in the "6-9" age group the predominant countries are those in which females have lower rates of "school absenteeism", there is a similar number of countries in the "10-14" age group where lowerrates correspond to one or the other sex. In ten out of thirteen countries, females between ages 6 to 9 have lower school absenteeism, and in the cases of Peru (32.4 vs 31.1), Guatemala (41.5 vs 36.6) and Haiti (65.0 vs 64.0), the higher rates of female absenteeism do not exceed those of males by that much (table

---

**Table 7**

ARGENTINA. TOTAL COUNTRY. HOUSEHOLD POPULATION: RATE OF SCHOOLING BY LEVEL ATTENDED, SEX AND AGE GROUP, ACCORDING TO OCCUPATION, INACTIVITY OR EDUCATION OF HEAD OF HOUSEHOLD, 1980

<table>
<thead>
<tr>
<th>Occupation, inactivity education of head of household</th>
<th>Pre-school education (population aged 5-6)</th>
<th>Secondary education (population aged 13-18)</th>
<th>Higher education (population aged 18-29)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Males</td>
<td>Females</td>
<td>Males</td>
</tr>
<tr>
<td>Total</td>
<td>40.5</td>
<td>33.9</td>
<td>39.0</td>
</tr>
<tr>
<td>Business executives</td>
<td>59.5</td>
<td>3.9</td>
<td>91.5</td>
</tr>
<tr>
<td>Professionals in specific fields</td>
<td>60.5</td>
<td>9.8</td>
<td>92.8</td>
</tr>
<tr>
<td>Small business entrepreneurs</td>
<td>55.5</td>
<td>16.7</td>
<td>92.6</td>
</tr>
<tr>
<td>Technical or similar personnel</td>
<td>49.9</td>
<td>23.7</td>
<td>92.5</td>
</tr>
<tr>
<td>Independent small-scale producers and salesmen</td>
<td>48.2</td>
<td>23.6</td>
<td>92.6</td>
</tr>
<tr>
<td>Independent specialized workers</td>
<td>51.6</td>
<td>24.5</td>
<td>92.2</td>
</tr>
<tr>
<td>Skilled workers</td>
<td>37.0</td>
<td>36.0</td>
<td>89.9</td>
</tr>
<tr>
<td>Unskilled workers</td>
<td>36.8</td>
<td>33.8</td>
<td>91.1</td>
</tr>
<tr>
<td>Domestic and irregular workers</td>
<td>25.6</td>
<td>49.4</td>
<td>87.5</td>
</tr>
<tr>
<td>Unspecified occupation</td>
<td>29.2</td>
<td>45.4</td>
<td>87.0</td>
</tr>
<tr>
<td>Unspecified occupation</td>
<td>38.8</td>
<td>39.6</td>
<td>89.7</td>
</tr>
</tbody>
</table>


---

20 Table 8 only includes information of Guatemala and Panama for Central America.
9). In the "10-14" age group females have lower school absenteeism in only seven of the thirteen countries, and in most of the remaining countries the highest absenteeism does not exceed two percentage points except in Peru (17.9 vs 13.5%) and Guatemala (40.2 vs 31.7%).

The analysis of future trends presented above is also corroborated when using figures published by the Ministries of Education to the extent that they are consistent with attendance data from population censuses. Women's participation in enrollment at all education levels

Table 8

LATIN AMERICA: SCHOOL ATTENDANCE OF POPULATION AGED 6 AND OVER, BY AGE GROUP. CENSUS DATA 1980

<table>
<thead>
<tr>
<th>Subregion</th>
<th>Age</th>
<th>Population attending</th>
<th>Percentual distribution of population</th>
<th>Non-attending population as % of total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Males</td>
<td>Females</td>
<td>M</td>
</tr>
<tr>
<td>South America</td>
<td>Total</td>
<td>51,420,990</td>
<td>25,885,038</td>
<td>25,535,952</td>
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<td></td>
<td>6-9</td>
<td>13,980,316</td>
<td>6,990,078</td>
<td>6,990,238</td>
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<tr>
<td></td>
<td>10-14</td>
<td>19,622,092</td>
<td>9,847,574</td>
<td>9,774,518</td>
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<tr>
<td></td>
<td>15-19</td>
<td>10,587,733</td>
<td>5,354,574</td>
<td>5,233,159</td>
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<tr>
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<td>20-24</td>
<td>4,027,075</td>
<td>2,029,522</td>
<td>1,997,553</td>
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<tr>
<td></td>
<td>25 and over</td>
<td>3,203,775</td>
<td>1,663,291</td>
<td>1,540,484</td>
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<td>Central America</td>
<td>Total</td>
<td>1,692,547</td>
<td>891,366</td>
<td>801,181</td>
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<tr>
<td></td>
<td>6-9</td>
<td>480,898</td>
<td>249,000</td>
<td>231,898</td>
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<tr>
<td></td>
<td>10-14</td>
<td>681,634</td>
<td>365,299</td>
<td>316,335</td>
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<tr>
<td></td>
<td>15-19</td>
<td>290,489</td>
<td>151,133</td>
<td>139,356</td>
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<td>20-24</td>
<td>102,650</td>
<td>54,237</td>
<td>48,413</td>
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<td>25 and over</td>
<td>136,876</td>
<td>71,697</td>
<td>65,179</td>
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<tr>
<td>Gulf of Mexico</td>
<td>Total</td>
<td>22,511,894</td>
<td>11,086,675</td>
<td>11,425,219</td>
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<td>6-9</td>
<td>7,668,544</td>
<td>3,681,993</td>
<td>3,986,551</td>
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<tr>
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<td>10-14</td>
<td>7,385,156</td>
<td>3,629,436</td>
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<td>15-19</td>
<td>4,751,536</td>
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<td>20-24</td>
<td>1,261,578</td>
<td>626,228</td>
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<td>1,445,081</td>
<td>790,454</td>
<td>654,626</td>
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<tr>
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<td>37,863,079</td>
<td>37,762,352</td>
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<td>22,129,757</td>
<td>10,921,071</td>
<td>11,208,687</td>
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<td>27,688,882</td>
<td>13,842,308</td>
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<td>15,629,758</td>
<td>7,864,270</td>
<td>7,765,487</td>
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<td>20-24</td>
<td>5,391,303</td>
<td>2,709,988</td>
<td>2,681,315</td>
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<tr>
<td></td>
<td>25 and over</td>
<td>4,785,731</td>
<td>2,525,442</td>
<td>2,260,289</td>
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</table>

amounts to 49% in the region (table 10). Only in six countries do participation levels drop below 48%, reaching a lower limit of 44.2%. In higher education, participation rose from 42% in 1975 to 45% in 1982 and it is estimated that it continued to do so during the remainder of the decade.

As in previous cases, it is necessary to examine whether these percentages vary significantly in some of the levels. This can be done by examining participation rates at each level which could be affected by differences in population or by examining the rates of schooling. We prefer the latter due to its greater accuracy. Net schooling rates in primary education show that females have less opportunities for primary education (differences over 2 percentage points)

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21 The greatest underestimation of enrolment was confirmed in Guatemala, according to attendance figures from the population census (See table 8).


23 1980 figures show small differences in preschool, primary and secondary drop in many countries for higher education. See C. Bravasvsky, Mujery Educaci6n. Des, igualdades educativas en America Latina y el Caribe, UNESCO/OREALC, Santiago, August 1984, p. 27.

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Table 9
LATIN AMERICA. SCHOOL ATTENDANCE BY POPULATION AGED 6-9 AND 10-14. CENSUS DATA AROUND 1980.

<table>
<thead>
<tr>
<th>Country</th>
<th>6-9 age group</th>
<th>10-14 age group</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Population</td>
<td>% Not attending</td>
</tr>
<tr>
<td></td>
<td>Males</td>
<td>Females</td>
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Source: National Census for year indicated, except for Bolivia where information is from the 1988 National Population and Housing Survey. Final results.
Education opportunities for women. The case of Latin America and the Caribbean / E. Schiefelbein with S. Peruzzi

LATIN AMERICA AND THE CARIBBEAN: ENROLLMENT BY SEX, LAST YEAR AVAILABLE


* Includes primary, secondary and higher education
b Higher education figure included corresponds to 1986
c Excludes higher education
d Female enrollment figures were estimated based on percentages of previous year
e Higher education figure corresponds to 1987
f Female enrollment figure in higher education only corresponds to University
g Female enrollment figures for secondary and higher education were estimated on basis of percentages of previous years
h Female enrollment figure in higher education was estimated based on percentage of previous year
i Higher education enrollment figure corresponds to 1983. Female enrollment figure for secondary education was estimated using a percentage of general secondary education enrollment
j Female enrollment in higher education figure was estimated based on percentage of female enrollment in university
k Subregional figures and the total for the region only apply to countries appearing in table

in 3 of the 16 countries for which information is available (table 11). In Bolivia, the difference is substantial (78 vs 88%). However, Bolivia is one of the countries in which enrollment rates of the Ministry of Education underestimate actual school attendance, particularly in the case of females. In Haiti, the difference is quite small (53 vs 56%) and indicates the same situation reflected in the difference (65 vs 64%).

Net schooling rates in secondary education suggest that females have good possibilities of continuing on into secondary school and that in virtually all cases (11 out of 12 cases) they succeed in regaining ground at this secondary level and in improving the relative participation they achieved in primary education (table 11).

<table>
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<tr>
<td>a Includes primary, secondary and higher education</td>
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<td>k Subregional figures and the total for the region only apply to countries appearing in table</td>
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Unfortunately, information is only available for half the countries of the region, since in order to estimate net schooling rates one needs to know enrollment by age, which is key information for examining aspects of quality of education, and which is not always gathered. Hence, one has to resort to the analysis of gross schooling rates as an alternative.

### Table 11

**LATIN AMERICA AND THE CARIBBEAN: NET SCHOOLING RATES, LAST YEAR AVAILABLE**

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<th>Country</th>
<th>Year</th>
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</table>

| Central America |      |         |         |           |         |
| Costa Rica     | 1987 | 6-11    | 85      | 85        | 12      |
| El Salvador    | 1984 | 7-15    | 65      | 66        | 16      |
| Honduras       | 1984 | 7-12    | 85      | 87        | 13      |
| Nicaragua      | 1987 | 7-12    | 76      | 79        | 13      |
| Panama         | 1986 | 6-11    | 89      | 89        | 12      |

| Gulf of Mexico |      |         |         |           |         |
| Cuba           | 1987 | 6-11    | 95      | 95        | 12      |
| Haiti          | 1985 | 6-11    | 35      | 36        | 12      |
| Mexico         | 1987 | 6-11    | 100     | 102       | 12      |
| Dominican Rep. | 1983 | 7-12    | 70      | 70        | 12      |

| English-speaking Caribbean |      |         |         |           |         |
| Barbados        | 1982 | 5-10    | 99      | 100       | 11      |
| Jamaica         | 1986 | 6-11    | 98      | 99        | 12      |
| Suriname        | 1986 | 6-11    | 96      | 97        | 12      |
| Trinidad and Tobago | 1987 | 5-11    | 88      | 88        | 12      |

| Region         |      |         |         |           |         |
|                |      |         |         |           |         |
|                | 88   | 79      | 79      | 35        |


*Net rate of secondary education corresponds to 1984*
Although information available on gross schooling rates suggest small differences unfavourable to females at a primary level (118 vs 120 in the last line of table 12) and favourable at the following levels (65 vs 62 and 28 vs 27, respectively), these conclusions are tentative since gross rates only constitute approximations of attendance levels. In fact, comparisons in the extent of gross schooling rates for males and females do not permit clear and accurate conclusions to be drawn, given that gross rates for each sex can be affected by differentials in school performance. Better performance tends to reduce grade repetition and to increase the speed with which one advances on to higher grades of the system, which eventually reduces the magnitude of gross schooling rates.34 Hence lower gross schooling rates can indicate both lower attendance and better performance.

Access to campaigns or nonformal types of literacy programmes

Although information is indirect, it suggests that women did not take as good advantage as men did of opportunities offered in campaigns and other nonformal means of literacy programmes undertaken in the previous decade. 4.1% of women and 6.2% of men, corresponding to age groups which were between ages 25-34 in the early eighties and ages 15-24 in the seventies, became literate in campaigns, nonformal courses or by self-teaching. (The same difference favouring males occurs in all subregions, but is somewhat higher in the English-speaking Caribbean). Somewhat less than 4% of those that were in the 35-44 age group in 1980 (and 25-34 in 1970) for both sexes, became literate in the seventies, with a slight edge for women's total (3.8% vs 3.5%), but dropping the lead in three of the four subregions. There was a drop in literacy for both sexes in relation to age group (4.1% to 3.8% in the case of females and 6.2% to 3.5% in the case of males). The decline is less in the case of women, which could indicate greater relative interest on the part of illiterate women to improve that condition (despite there being a greater proportion of illiterate women, as we shall see in the next paragraph). This hypothesis is reinforced when one confirms that in only one of the four subregions, percentages of newly literate women from the youngest group exceed those of the older group (4.4 vs 3.9%), and the opposite occurs with the group of males where percentages of newly literate males in the younger group exceed older age groups in all subregions except the English-speaking Caribbean (12.2% vs 14.0%). The number of "newly literate" per country was estimated for each age group by subtracting the number of "literate persons in the beginning year - minus the literate persons that disappeared from the population during the period- from literate persons in the final year".25 The percentage was estimated with respect to the population in the final year.

Illiteracy

As a result of schooling and of the various forms of literacy programmes, women have eventually obtained better literacy levels than males (table 14). In 1980, females of the region in the 15-24 age group for the first time achieved higher literacy levels than males (10.7 vs 11.0). As usual, there is greater heterogeneity of situations in examining each subregion, both in level and in the sign of differences, since the process still remains to be completed in the Gulf of Mexico (12.1 vs 9.7%) and in Central America (4.2 vs 4.0%). Regional differences have


25 "Literate persons that disappeared during the period" were estimated by applying the percentage of literate persons at the beginning of the year to the "total number of persons that disappeared from the population in the period".
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b Higher education rate corresponds to 1986
c Higher education rate corresponds to 1987
d Higher education rate corresponds to 1985
e Higher education information by sex corresponds to 1985

a Figures by subregion and total region correspond to weighted averages for countries with information available
Table 13

LATIN AMERICA AND THE CARIBBEAN: NUMBER AND PERCENTAGE OF NEWLY LITERATE IN THE INTERCENSAL PERIOD

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a The number of newly literate was estimated adjusting for the lower number of persons in the 15-24 age group for basic year and in the 25-34 age group for the final year. The percentage was estimated for population in final year.
b Corresponds to countries appearing in this table. Averages are weighted.
c Excludes Peru, information unavailable.
d Footnotes on subregion apply. Averages are weighted.
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<td>15.7</td>
<td>27.1</td>
<td>25.7</td>
<td>17.5</td>
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<td>15-24</td>
<td>11.1</td>
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<td>1.2</td>
<td>0.8</td>
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<td>2.9</td>
<td>1.1</td>
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<td>15-24</td>
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<td>1960, 1970</td>
<td>15-24</td>
<td>15.1</td>
<td>1.7</td>
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Table 14 (Conclusion)

<table>
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<tr>
<th>Country</th>
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<th>Age</th>
<th>Males</th>
<th>Females</th>
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<td>Montserrat</td>
<td>1960, 1970</td>
<td>15-24</td>
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<td>1.2</td>
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<td>25.4</td>
<td>0.9</td>
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<td>35-44</td>
<td>23.1</td>
<td>4.4</td>
</tr>
<tr>
<td>Saint Kitts and Nevis</td>
<td>1960, 1970</td>
<td>15-24</td>
<td>4.0</td>
<td>1.5</td>
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<td>6.9</td>
<td>2.1</td>
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</tr>
<tr>
<td>Trinidad and Tobago</td>
<td>1970, 1980</td>
<td>15-24</td>
<td>1.1</td>
<td>0.8</td>
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<td>25-34</td>
<td>2.0</td>
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<td>4.5</td>
<td>2.2</td>
</tr>
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<td>Region</td>
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<td></td>
<td></td>
<td>35-44</td>
<td>28.0</td>
<td>25.4</td>
</tr>
</tbody>
</table>


- a Includes 1970 cohort data for Bolivia and estimated data for Brazil
- b Includes 1985 cohort data for Colombia
- c Includes 1964 and 1985 cohort data average (25-34 age group) and 1964 cohorts (age group 35-44) for Colombia and 1981 cohort data for Peru
- d Excludes Bolivia and includes estimated data for Brazil
- e Includes 1972 cohort data for Brazil
- f 1970 information is based on survey of census bulletin samples
- g 1976 census data have not been adjusted according to subdeclaration index, estimated at 6.99%. 1988 data were taken from UEncuesta Nacional de población y vivienda 1988. Resultados finales. La Paz, Bolivia, July 1989 from INE and UNFPA/DTC
- h De jure population for 1970
- i For 1973 according to 4% sampling
- j Excludes nomad indigenous tribes
- k Excludes indigenous jungle population. For 1961 according to 15% sampling of census bulletins; for 1971 and 1981 information not adjusted according to subdeclaration indexes, estimated at 3.86 and 6.99% respectively
- l For 1971 excludes indigenous jungle population
- m Includes 1972 cohort data for Haiti
- n Includes 1972 cohort data for Haiti and estimated data for Mexico
- ñ Excludes data for Haiti and includes estimated data for Mexico
- o Includes 1960 cohort data for Mexico
- p Excludes the Dominican Republic
- q Includes 1970 cohort data for the Dominican Republic
- r De jure population for 1971
- s De jure population for 1971
- t Corresponds to Costa Rica and Panama
- u Includes 1970 cohort data for El Salvador, Guatemala, Honduras, Nicaragua
- v For 1963 according to 5% sampling. For 1973 de jure population
- w For 1961 includes persons whose reading and writing ability is unknown
- x Data based on 5% sampling. For 1973 de jure population
- y De jure population for 1974
- z For 1963 data according to 5% sampling. For 1971 de jure population
- aa For 1960, data according to 5% sampling
- ab Includes 1970 cohort data for Trinidad and Tobago
- ac Includes 1970 cohort data for Trinidad and Tobago
- ad Applies only to Trinidad and Tobago
- ae Includes 1960 cohort data for British Virgin Islands
- af Jamaica, Montserrat, St. Kitts-Nevis
- ag For 1970 persons lacking in schooling have been rated illiterate as Subregion footnotes apply to region
- ah Using a different indicator than has been used up to now.

### Academic achievement

Detailed information on school performance by sex is unavailable, but at least one can say...
Table 15

LATIN AMERICA AND THE CARIBBEAN: FEMALE PARTICIPATION RATES (%) IN FORMAL TEACHING STAFF, BY LEVELS. LAST YEAR AVAILABLE

<table>
<thead>
<tr>
<th>Country</th>
<th>Year</th>
<th>Preschool</th>
<th>Primary</th>
<th>Secondary</th>
<th>Higher</th>
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<tr>
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<td>1987</td>
<td>97</td>
<td>83</td>
<td>57</td>
<td>36</td>
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<tr>
<td>Bolivia</td>
<td>1980</td>
<td>...</td>
<td>48</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>Brazil</td>
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<td>1986</td>
<td>60</td>
<td>44</td>
<td>33</td>
<td>55</td>
</tr>
<tr>
<td>Chile</td>
<td>1987</td>
<td>100</td>
<td>...</td>
<td>56</td>
<td>22</td>
</tr>
<tr>
<td>Ecuador</td>
<td>1987</td>
<td>91</td>
<td>65</td>
<td>40</td>
<td>...</td>
</tr>
<tr>
<td>Paraguay</td>
<td>1981</td>
<td>...</td>
<td>70</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>Peru</td>
<td>1985</td>
<td>99</td>
<td>60</td>
<td>46</td>
<td>30</td>
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<tr>
<td>Uruguay</td>
<td>1980</td>
<td>...</td>
<td>...</td>
<td>...</td>
<td>...</td>
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<tr>
<td>Venezuela</td>
<td>1986</td>
<td>98</td>
<td>83</td>
<td>55</td>
<td>...</td>
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<td>Central America*</td>
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<td>1986</td>
<td>...</td>
<td>...</td>
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<td>33</td>
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<tr>
<td>El Salvador</td>
<td>1987</td>
<td>94</td>
<td>63</td>
<td>31</td>
<td>34</td>
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<td>Guatemala</td>
<td>1975</td>
<td>93</td>
<td>62</td>
<td>38</td>
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<tr>
<td>Honduras</td>
<td>1984</td>
<td>100</td>
<td>74</td>
<td>48</td>
<td>43</td>
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<tr>
<td>Nicaragua</td>
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<td>98</td>
<td>86</td>
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<td>Panama</td>
<td>1986</td>
<td>99</td>
<td>77</td>
<td>53</td>
<td>30</td>
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<td>1987</td>
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<td>1984</td>
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<td>Mexico</td>
<td>1987</td>
<td>100</td>
<td>62</td>
<td>33</td>
<td>...</td>
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<td>English-speaking Caribbean*</td>
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<td></td>
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<tr>
<td>Bahamas</td>
<td>1986</td>
<td>...</td>
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<tr>
<td>Barbados</td>
<td>1983</td>
<td>...</td>
<td>...</td>
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<tr>
<td>Belize</td>
<td>1986</td>
<td>...</td>
<td>74</td>
<td>44</td>
<td>...</td>
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<tr>
<td>British Virgin Islands</td>
<td>1983</td>
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<td>83</td>
<td>60</td>
<td>...</td>
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<tr>
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<td>1987</td>
<td>100</td>
<td>69</td>
<td>...</td>
<td>43</td>
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<tr>
<td>Grenada</td>
<td>1986</td>
<td>99</td>
<td>70</td>
<td>65</td>
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<tr>
<td>Guyana</td>
<td>1981</td>
<td>99</td>
<td>45</td>
<td>30</td>
<td>23</td>
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<tr>
<td>Jamaica</td>
<td>1986</td>
<td>...</td>
<td>44</td>
<td>29</td>
<td>...</td>
</tr>
<tr>
<td>Montserrat</td>
<td>1981</td>
<td>95</td>
<td>87</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>Saint Kitts and Nevis</td>
<td>1985</td>
<td>98</td>
<td>74</td>
<td>54</td>
<td>29</td>
</tr>
<tr>
<td>Saint Vincent and the Grenadines</td>
<td>1986</td>
<td>99</td>
<td>68</td>
<td>53</td>
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<td>...</td>
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<tr>
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<td>1986</td>
<td>100</td>
<td>65</td>
<td>50</td>
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<tr>
<td>Trinidad and Tobago</td>
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<td>53</td>
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<td></td>
<td>98</td>
<td>80</td>
<td>54</td>
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</table>


a Only includes countries with information available. Averages weighted.
b Figures estimated at source; c 1986; d 1983; e 1984; f 1988; g 1981; i 1980; j 1985;

k Applies to "general education";
l 1982; m 1975;

m Corresponds to category "general education" except for Belize, British Virgin Islands and Grenada;

o 1987.
that both sexes are promoted in similar proportions, since there is a similar percentage of enrolment in secondary school and, recently, in higher education. Additional tabulations of census data would be useful for studying entry opportunities in greater detail, or results by socioeconomic level. For example, in the case of Argentina it is possible to confirm that there is less of a lag for women. Argentina's situation, illustrated in table 7, shows that a greater proportion of males are enrolled in primary education than women for the "13-15" age group, while the opposite is true for the "6-12" age group, which corresponds to the normal level age (28.7 vs 33.9 and 90.8 vs 90.6, respectively). Something similar has been observed in a study on Chile.26

Access to teaching and administrative teaching posts

Despite all this remarkable progress, women have trouble in achieving proportional participation in employment opportunities in education (table 15). Both in teaching and in administrative work one observes that women have less opportunities of reaching higher positions in the academic or administrative hierarchy. While virtually all teachers at pre-school levels are women, around three-quarters of primary school teachers are women, with around half in secondary school and a third in higher education. As each education level tends to have higher remunerations, it is evident that women have more difficulties in obtaining better paying teaching positions than men.

Something similar occurs in administrative positions. Although a great majority of women are found in the first two levels, they do not occupy executive positions in these levels. If one assumes a "normal" distribution of talent at the time of entry, it would be reasonable to expect a similar proportion of administrators. If there is a bias it should favour women. In fact, there tends to be a greater supply of female teachers, for which reason, in effect, one should expect a greater average level of talent among women than among men. Possible explanations, then, might be due to differences in the length of time they are willing to work, differences in the number of workdays attended due to illness, the difficulty of working with subordinates of the same sex or simply, to prejudiced. This is undoubtedly an area which needs more and better research, in order to demystify the grounds on which decision-making currently occurs.

Discussion of results

The causes underlying the major progress in education opportunities for women observed in all the information available on the subject, are most likely complex and interrelated, and at present can only be presented as hypotheses. Analysis of census data results, and enrollments processed by the Ministries of Education, as well as the more general conclusions drawn in the study of Education Conditions in Latin America, in which it was confirmed that around 100% of the population had access to primary school, all agree in that women are totally incorporated into school. This success of the region in including women has to do with: (i) processes of social change such as urbanization, cultural interaction, their incorporation into the work force, their incorporation into citizen's life with a right to vote and the valuation of education as a means for social mobility, which in some countries has led to the creation of schools with private funds and then to a pressing for public resources; (ii) analysis and stimulation processes such as the international women's decade, international conferences, mass communications systems and more accurate systems for handling information and describing education system.


27 Other possibilities are explored in Birgin and Kisilevsky, of cit. pp.34-37. (quoted in footnoted)
conditions, and (iii) pedagogical changes including coeducation, the availability of degree-holding teachers, reductions in teachers’ wages (due to the incorporation of women into that activity). It would be interesting to research these processes and interactions in order to better understand the capacity of education to incorporate women.

Each process of social change mentioned above bears a positive relation with greater participation by women in education. For example, today there is a close relationship between the possibility of obtaining work and the pressure for more education. For a long time now one has observed the positive effect of education in obtaining work and achieving better pay for the same type of work. Therefore, as growing numbers of women have pressed for entry into the labour market, there also must have been a similar pressure for greater education opportunities. Replies to some of the questions that now remain unanswered could be obtained by processing new tabulations of available information or by obtaining new information. It would doubtless be interesting to know in greater detail whether there are differences in the pressure exerted by men and women to obtain higher education, generated by each type of work engaged in. Cross-tabulation of census data on work and school attendance could shed light on these and other questions.

International agreements on women’s rights, the instantaneous nature of communications and the impact of electronic data processing are also directly related to greater participation by women in education. Education opportunities for women have undoubtedly benefitted from international pressure sparked by the United Nations Women’s Decade (1976-1985), the meetings organized by UNESCO and the great number of studies that have been carried out on the differentials which generally discriminate against women. The role of information is tautological: it is necessary to estimate schooling rates by sex in order to draw attention to the differentials. But dissemination through innumerable media is definitely what seems to bring about changes in public opinion.

Changes in teaching processes, including the extension of coeducation in the second half of the century, and the massive entry of women into teaching have also contributed to the success of the system in including women. The expansion of agriculture to new lands has encouraged the creation of coed schools for dispersed populations, built and maintained by parents who have then obtained resources from the State. Bilingual education has forced attention to be drawn to the discrimination that exists in connection with indigenous women, and much of the research done shows the veiled ways in which women are discriminated against in the classroom. For their part, the possibility of going into teaching has encouraged many female youths in higher education to earn degrees as teachers. But it is also important to know the causes underlying differences in preference opportunities for higher education careers. Information on access to careers (and entry requirements) could shed some light on these subjects.

Having information available on the distribution of teaching staff and the selection of executive teaching personnel could permit one to analyze the apparently unequal distribution of staff at various levels and positions. For the time

29 UNESCO/OREALC, Informe Final Reunión Técnica Regional sobre desigualdades ed ucativas de las jóvenes y

31 Anna Lucia D’Emilio, Mujer indígena y educación en América Latina, OREALC, 1989, p. 489.
being, it can be presented as a hypothesis that women appear to be in charge of education during childhood and prepuberty, while men are predominant in the teaching of adolescents, and appear as the depositaries of science and technology in the adult world.\textsuperscript{33} Thus an organizational climate is generated that is congruent with the prevalence of formal leaders of one sex or the other.\textsuperscript{34}

Regardless of the causes underlying the change, the most important conclusion is that education has ceased to play a role in determining the structure of the labour force by sex, i.e., it ceases to be the sieve that stratifies supply by virtue of school selection.\textsuperscript{35} The marked quantitative expansion of education and the growing rigidity of the labour market are producing a homogenization of the labour supply. Thus, it is the market which develops its own differentiating mechanisms, totally independent of the educational variable. This makes it evident that discrimination against women is based only on the fact of being a woman and not due to having less education. Given the irrational nature of discrimination it is possible to hope for eventual change in these biases in the operation of the labour force.

\textsuperscript{33} UNESCO/RBDALF, Tendencias educativas observadas en la población femenina chilena, OREALC, mimeo, Santiago, August, 1990.

\textsuperscript{34} The analysis of the effect of education on access to the labour market and on the progress that of employment will be undertaken in a study prepared by the Regional Employment Programme in Latin America and the Caribbean (PREALC).

\textsuperscript{35} J.C. Tedesco, op cit. (see footnote 7), pp. 51 and 53.
OREALC Activities

REDALF
Regional network for training of personnel and specific support in literacy and adult education programmes

Regional Activities

Field of action: Adult Education
REDALF Regional seminar-workshop on Research on Adult Basic Education

This meeting had two main objectives: i) Analyze the results of national studies and the regional study: characteristics of AsE supply and demand, both in participating countries and on the whole, likely to be extended to the region; ii) generate inputs with respect to follow-up actions within the framework of the Project for AsE Improvement, sponsored by the Government of Spain. Two round tables were held at the time, on the coordination between supply and demand, and innovative experiences in AsE were presented (the cases of Argentina, El Salvador, Mexico and Venezuela). Also important was the analysis of the draft on AsE improvement and the contribution of possible priority actions required by the mode in each country. 26 specialists from the region and a MEC representative from Spain attended.

The final report of this regional seminar-workshop was subsequently prepared in OREALC. It was distributed among all participants at the Seminar-workshop in Antigua during April.

Field of action: Adult Education
Latin American Workshop "University, Adult Popular Education and Social Contexts"

Held in Quirama, Colombia, from March 25 to 28, 1991 and organized by the Colombian Government, this workshop covered the following subject areas: i) systematization and research on adult popular education; ii) education in indigenous contexts; iii) training and further training of adult educators; iv) education and work.

Workshop conclusions were as follows:

- Acknowledgement of the major progress in popular and adults education in the region, noting the initiative of Colombia in creating the National System of Basic and Continuing Popular Education for Youths and Adults.
- The existence of a theoretical body in the region, both in terms of conceptualisation of popular education as well as in the systematization processes.
- Acceptance of the fact that popular education has to reach all the way to university, which, in turn, must provide social and cultural projects with critical room for pursuing, above all, a better quality of life.
- Agreement to promote activities which i) create and strengthen working networks and the formation of national popular education systems; ii) support REDALF; iii) emphasize education decentralization in the region; iv) boost the thinking process behind University/social context relations in the region.

Field of action: Adult Education
IV REDALF Regional Technical Meeting

Since January 1991, preparations have been underway for the IV REDALF Technical Meeting to be held in Buenos Aires (May 28 to 31, 1991). Its main objective will be to analyze and evaluate activities undertaken to fulfill REDALF's Operating Plan (1989-1990) and to define the IV Operating Plan (1991-1992), taking into account the results and recommendations of the PROMED-LAC IV meeting (Quito, April 1991).

The meeting is being jointly organized by OREALC and DINEA, focal REDALF institution in Argentina. Representatives from national networks and regional and international agencies such as OELCEAAL, CARCAE and cREFAL will attend, as
will a representative of the Ministry of Education and Sciences of Spain.

**Subregional Activities**

**Field of action:** Literacy

**Subregional project competition on literacy for Indigenous and Peasant Women**

24 projects were submitted to OREALC for this subregional competition, from Bolivia (6), from Chile (4), from Ecuador (3) and from Peru (11). The deadline date was February 28. The award committee will meet in May to select the winning project.

**National Activities**

**Field of action:** Literacy UNI - CEF/UNESCO national competition to encourage the design and development of a research project on the characterisation of illiteracy in Chile

Two projects were submitted for this competition. The award committee met and chose the research project "Illiteracy in adult Chilean women", submitted by She Taller de Acción Cultural (TAC).

**Field of action:** Literacy UNI - CEF/UNESCO national competition on literacy projects and experiences in Peru

This national competition was jointly coordinated by UNICEF, Lima and FOMCIENCIAS (Asociacion Peruana para el Fomento de las Ciencias Sociales). 15 proposals were received, and the project selected was "Development, culture and gender in literacy programmes", submitted by the sociologist, Patricia Ruiz Bravo.

**Field of action:** Literacy UNI - CEF/UNESCO national competition for research on the characterisation of illiteracy in Peasant and Indigenous Women in Ecuador

The national competition in Ecuador was held by the UNESCO Of Vice in Quito in coordination with UNICEF, Quito and DINAMU (Dirección Nacional de la Mujer). The award committee decided to extend the deadline for project submission. The name of the winning institution will appear in the next Bulletin.

**Activities of the Subregional Omce in Kingston (Jamaica) within the framework of ILY**

**Field of action:** Literacy Regional Conference on "Literacy in the Region: Strategies for the Nineties" in the Caribbean

JAMAL (the Jamaican Movement for the Advancement of Literacy), sponsored by UNESCO, organised the regional conference on "Literacy in the Region: Strategies for the Nineties", held from December 2 to 7, 1990. An outcome of this conference was the final report and draft of the Action Plan for the eradication of illiteracy in the Caribbean prior to the year 2000". The preparation of this Plan was the underlying objective of the meeting, and was the main task within the framework of the International Literacy Year. This plan included specific proposals on: the establishment of a Regional Literacy Office for the English-speaking Caribbean; research and evaluation at national and regional level; infrastructure for national plans and for the establishment of a database and knowledge; methodology and contents; financing and mobilization of interest and, public awareness.

**Projects**

**Field of action:** Adult Education Project: Regional Project of Basic Education for Youths and Adults

During this period, the "Regional Project of Basic Education for Youths and Adults" was prepared, reviewed and improved. It was based on the results of homonymous research, and took into account the interest of various countries of the region to form integrated adult education systems. On the other hand, it was a follow-up to the World Conference "Education for All" (Jomtien, 1990), in which the need was affirmed to promote basic education in the population as a whole (children, youths and adults).

A national Colombian consultant and a representative from the Ministry of Education and Sciences of Spain participated in its design, along with the working team designated by OREALC. The Project was presented at a meeting-workshop of experts convened by OREALC in Santiago, on April 12,

The operating possibilities of the project will be based on REDALF, on resources initially contributed by the Government of Spain, on the reaching of new agreements with governments and international agencies and on national resources contributed within the framework of REDALF by governments of the region interested in participating in the project.
During this period, the document "Identidad y Ciudadania. Educación Civica y Mujer Rural en la Subregión Andina" (Identity and Citizenship. Civics and Rural Women in the Andean Subregion), compiled by Elizabeth Dasso and Sonia Montano, was published by OREALC/UNESCO in conjunction with UNICEF, Bolivia. It was based on the results of the subregional workshop on the subject co-sponsored by both institutions in Cochabamba, Bolivia, in October 1989.

Publication of the following is under way:
- "Desde la Oralidad a la Escritura: Africa y America Latina" (From Oral Tradition to Writing: Africa and Latin America), by Antonio Faundez.
- "Radio, Video, TV, Impresos. Medios al servicio de la alfabetización, postalfabetización y educación de adultos", (Radio, Video, TV, Printed Material. Media at the service of literacy, postliteracy and adult education), by Dina Kalinowski and Maria Luisa Cuculiza.

The educational primers produced at the "Course-Workshop on production of education material in postliteracy programmes and civics with women of the Andean subregion (Lima, November 1990), were edited and disseminated. This work was carried out by NGOS participating in the course: CIDEM (Bolivia), Oficina Juridica para la Mujer (Bolivia), Instituto de la Mujer (Chile), Peru Mujer (Peru) and CESAP (Venezuela).

REPLAD
Regional network for the training, innovation and research in the fields of planning and administration of basic education and literacy programmes

Project 1. Training of key personnel

Training for central level staff

Regional Project for the Training of Trainers

Il Regional Seminar-Workshop of Training of Trainers in Educational Planning and Management

As announced in Bulletin 23, following is an in-depth evaluation of this Regional Seminar-Workshop, held in Santiago, Chile at OREALC headquarters, between October 1 and 31, 1990.

The Seminar was conducted as planned and, in the opinion of participants, presentations were not only of high quality, but also of great relevance to the Seminar topic and to the professional work of each.

With regard to the Workshop, one of the innovations introduced into the design of the Second Regional Workshop in relation to the First, held in Santiago in 1989, was to substitute the reading of a set of texts by participants in their countries of origin, for the preparation of a paper on a topic selected by them, to be presented at the plenary session during the first week. The idea was to take full advantage of the knowledge and experience of participants right from the start of the Seminar-Workshop and to bring about an exchange of such knowledge and experience among participants.

The papers were used by the Academic Coordinator, Edmundo F. Fuenzalida, to divide participants at the outset into subject groups. These groups worked in the workshop format during the afternoons, while lecturers gave their presentations during the mornings.

At the end of the presentation period, the groups of participants handed in works on the following topics to the Academic Coordinator:

Training in planning and educational administration I
- Efrain Ramirez (Costa Rica)
- Piedad Vallejo de Del Pozo (Ecuador)
- Esther Martinez de Goncalves (Uruguay)

Training in planning and educational administration II
- Victor Lopez Mayora (Bolivia)
The demythification of the role of educational planning and administration: a challenge for achieving education with quality and equity.

Jose Argemiro Laverde (Colombia) Claudio Figueroa (Chile) Ricardo Miguel Flores (Mexico) Vilma Hemandez Silverio (Cuba) Sara Oliveira (Brazil) E y r a  A l v a r e z Ayeste (Venezuela)

Centralization versus decentralization: a false dilemma.

Maria Esther Rodriguez de Arrieta (Argentina) Marcelino Zabaleta Espejo (Bolivia) Ana Lofrano Alves dos Santos (Brazil) Virgilio Mardnez Lopez (Costa Rica) Gonzalo Diaz Rodriguez (Ecuador)

General guidelines for decentralizing educational organization in Latin America

Maria del Carmen Chada de Santagata (Argentina) Cleiton de Oliveira (Brazil) Milagros Pena de Perez (Dominican Republic) Carlos Menotti (Panama) Elva Solorio de Romero (Peru)

Elizabeth Sojo de Ortegano (Venezuela)

Comprehensive information systems for educational planning and administration.

Enrique Fernandez Conti (Argentina) Maria Candelaria Rodriguez Rodriguez (Colombia) Maria Isabel Valladares Vilches (Chile) Amelia Cortes Diaz (Mexico) Juan Carlos Palafox (Mexico) Jesus Gilberto Balderas (Mexico) Tomas Margarita Gonzalez Lopez (Venezuela)

Individual works by participants will deal with some of the aspects covered by the working groups. Those that elicit the most interest will be published by OREALC.

National courses

Chile

The Universidad de Playa Ancha de Ciencias de la Educaci6n (Valparaiso), through its Faculty of Education Science, has organized a Specialization Programme in Management and Administration of Educational Systems. The Programme aims at providing in-service training for teachers, with strong emphasis on the management and performance of educational systems in direct relation to the issue they are interested in resolving. The main emphasis of the programme is on training specialists committed to the national educational project who are oriented to creatively applying educational management, which is understood to be an instrument for supporting the maintenance and improvement of educational excellence.


The teaching body includes Professor Claudio Figueroa, who participated in the Second Regional Seminar-Workshop of Training of Trainers in Planning and Educational Administration. (Santiago, OREALC, October 1990)

Personnel changes in REPLAD member-institutions.

Peru. The new director of INIDe is Mr. Cesar Vigo.
Nicaragua. The new General Directress of Educational Planning and Development is Mrs. Violeta Carreto-Arias.

SIRI

Regional Information System

Area: Qualitative and statistical educational information database.

Course of action: Educational statistics base by country

26 countries provided SIRI with the necessary information for preparing analyses on the effectiveness of basic education performance. A report was prepared for each country and submitted at the PROMED-LAC IV meeting. Once corrections to the reports are received, SIRI will...
prepare a regional report and will publish a book on "Education Conditions in Latin America and the Caribbean. 1980-1989".

UNICEF is interested in estimating key education system indicators in order to carry out a follow-up of the "World Summit for Children in the 90's in LAC". SIRI collaborated with E. Aranibar, Regional Adviser on Planning and Evaluation, UNICEF (regional), in analyzing the indicators and modes for undertaking the follow-up. SIRI hopes to contribute in establishing the "base line" for determining indicator trends.

Preparation of phase two of the survey on literacy undertaken by the UNESCO/SIDAdocumentation project is currently under way. G. Naiscimento visited Managua in March 1991 to examine the possibility of including a module on literacy in household surveys to learn about demographic and social conditions. He also visited Mexico and Cuba to discuss background information on literacy and adult education with statistics bureaus.

Information available on public and private education expenditure has been gathered for a UNESCO/ECLAC study to be undertaken this year. Once this information is systematized, it will be available to other researchers interested in the subject.

**Area:** Analysis of statistics and documental information

**Course of action:** Publications

The second Monothematic Abstract "Adult Education and Literacy" was published in CIDE_REDUCA set of slides and transparencies for undertaking the follow-up. SIRI hopes to contribute in establishing the "base line" for determining indicator trends.

The World Education Report is currently being prepared by UNESCO, and its distribution is expected for mid year. SIRI took part in reviewing the first version in January 1991. A new series of statistics indicators on education development is being prepared, along with the UNESCO Statistics Division report. In particular, it is hoped that information will eventually be accessible on the time available for learning (class days in the year and percentage of daily attendance) and on learning levels (standardised test scores).

Reports on the effectiveness of primary education in Costa Rica, El Salvador, Nicaragua and Panama were prepared at the request of the World Bank. These reports contribute to the process undertaken periodically by the Bank of identifying the need for carrying out projects to raise the effectiveness of education systems.

SIRI prepared a report on the primary education system in Peru. The former, along with two other reports, served as a base for work by the UNESCO-World Bank mission which visited that country in the latter part of April 1991. SIRI hopes to continue to collaborate in the next stages in which a development project must be prepared with international agency funding.

Information on education supply and demand for one region of a country (in this case the fourth) is currently being processed by the Universidad de La Serena (Chile).
SIRI provided advisory assistance in designing the research requested by the Regional Government to that University. Pilot testing of questionnaires has begun.

**Area:** Exchange and use of information and documentation  
**Course of action:** Identification of information needs

38 questionnaires prepared by Chilean public officials on "the needs of UNESCO Member States for information services" were collected. Denissee Pelissier, at the UNESCO Clearing House, will process them, along with 2000 others, in order to have background information available to eventually facilitate the operation of a world information exchange network.

Possibilities are being explored for training personnel in the region capable of using informatics for dissemination and better knowledge of all existing information on education in our region and in others. Z. Zachariev of the BIE Documentation and Information Unit (Geneva) is undertaking initial studies.

**Area:** Exchange and use of information and documentation  
**Course of action:** Information sub-networks

M.A. Enriquez Berciano, UNESCO Representative in Brazil, will coordinate activities in correlation with informatics in the region. He will be the permanent link with units in Education, Communications, Sciences and other specialized projects. In the last five years, Enriquez Berciano has been involved with the Intergovernmental Informatics Programme (PIL), which will permit good use to be made of that experience in the region.

The International Association for Education, Communications, Social Sciences and other specialized projects. In the last five years, Enriquez Berciano has been involved with the Intergovernmental Informatics Programme (PIL), which will permit good use to be made of that experience in the region.

The International Institute for Educational Planning (IIEP) is carrying out research on "Strategies to improve the quality of education through better use of information", coordinated by L. Mahleck and D. Chapman. OREALC-SIRI will collaborate by describing the experience of Chile's quality measuring system (SIRI). A first draft is expected by mid July, 1991.

**Area:** Management Information Systems  
**Course of action:** Seminars/Conferences

SIRI made a presentation on trends in "Education conditions in Latin America and the Caribbean" at a World Bank internal seminar for educators of the Latin America and the Caribbean region, held in Washington, on April 2, 1991. SIRI will prepare detailed reports for some countries where possibilities are
observed for undertaking projects financed by the Bank.

Training on use of the IDAMS statistical package (see Bull. 21) will take place in Paris, in September, 1991. Version 3.0 will be examined, which permits better use of graphics and offers more help to users. The IDAMS package is distributed free of charge. Those interested may contact "G. del Bigio, Management Systems Section, UNESCO, 7 place de Fontenoy, 75700, Paris, France".

Socioeconomic statistics in connection with current conditions in Chile will be analyzed at a FLACSO seminar in July 17-18. Potentials and gaps in official statistical information will be analyzed, in particular, the need for relevant indicators on quality of education and equity in its distribution.

Research results on types and causes of repetition in Honduras, held in conjunction with the University of Harvard, will be analyzed at a seminar to take place in July 18-22 in that country.

The report on "Education conditions in Latin America and the Caribbean, 1980 - 1987" was examined at a regional seminar organized by UNICBF for its education experts. Various possibilities of coordination with OREALC were analyzed at that time.

PICPEMCE
Regional network for the training, in service training and further training of teachers
Workshop on distance education

A workshop was held on Distance Education for personnel of the Sistema de Mejoramiento y Adecuación Curricular SIMAC of Guatemala. The objective of the workshop was to develop participants' criteria on the various possible alternatives for establishing distance education on further in-service training of teachers in Guatemala. A systemic approach on the subject was used as a reference, on which basis different possible programme models were tested. In practice it was found necessary to vary the initial programme for information exchange and testing of materials to explore teachers' needs and problems. This practice brought to light a series of deficiencies not only in terms of the possible distance education programme, but also on what the upgrading or in-service training of teachers should involve.

The group with which the activity was conducted - made up of professors with good basic training did not show clarity in overall institutional work and in its theoretical frameworks which prove inadequate for the type of problems faced and the type of responses that should be presented.

Innovations in science teaching from an environmental approach

A meeting on the innovation Project in science teaching from an environmental approach was held in Colombia in the latter part of April between an OREALC expert, the Directress of International Relations of the National Ministry of Education, Olga Lucia Turbay and other top Government officials. The decision to undertake this Project was made in 1990 through an agreement between the National Ministry of Education, the Federation of Coffee Growers and UNESCO. Project activities were set to begin sometime early in the year, but failed to do so. National authorities said that delays were due to administrative difficulties, but indicated that these would be resolved as soon as possible, in order for activities to begin in 30 days at the latest.

During a visit to Colombia, the OREALC expert met with the Director of the Banco Cafetero who reaffirmed the extraordinary interest of this sector of producers for ecological matters and in particular for this project. He indicated that the Federation would assign significant amounts of economic resources to its Ecological Fund, all deriving from the 4-point reduction in tariffs afforded them by the European Community.

It is important to highlight the sensitivity that exists in Caldas on environmental matters and the integration in this respect between the various institutions. Work is currently underway in the University on various ecological subjects, while the Pilot Experimental Centre
devotes its efforts to promoting innovations and to improvement of the teaching body in these matters. In this respect, mention should be made of an interesting three-volume study on the prevention of natural disasters, intended for preschool, primary and secondary schools. As a result of this mission, OREALC will begin talks aimed at participation of this team in preparing the Manual on prevention of natural disasters to be published at regional level.

Carlos Lazo

Carlos Lazo Frias, former Director of the UNESCO Regional Cultural Office for Latin America and the Caribbean, suffered a heart attack and passed away in Santiago, Chile.

Carlos Lazo was connected in two ways to UNESCO, since besides his position as Cultural Office Director for the region, headquartered in Havana, Cuba, he fulfilled a distinguished role in supporting the Major Project of Education through his quest for funding of its various projects and activities.

Carlos Lazo Frias, Chilean, was 63 years old at the time of his decease. He was a lawyer and a public man who held high ranking positions in his country's administration.

The news of his passing surprised and saddened all those of us who, whether through his national or international trajectory, learned to appreciate the human warmth of Carlos Lazo, a man ever committed to the cause of social equity. From the pages of this Bulletin, all his friends at OREALC pay him our last respects. He will be much remembered.
OREALC Publications


• In search of the school of the XXI century. Emesto Schiefelbein, UNESCO/UNICEF. Santiago, Chile, April 1991, 44 p.


OREALC publications are for sale to all those interested. For inquiries and prices kindly contact UNESCO/OREALC at Enrique Delpiano 2058, Casilla 3187, Fax 491875, Santiago, Chile.
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