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**RESEARCH STUDIES
FOR THE ELABORATION OF
THE COOPERATION PROJECT
IN THE EDUCATION AREA**

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THE IMPORTANCE OF EDUCATION **FOR THE DEVELOPMENT OF THE COUNTRY**

A brief review of the history of Bolivian education in the 20th century enables us to understand the importance of education for the development of the country. Hereby, we can appreciate the progress achieved and envision the road yet to travel, alongside the great efforts of the government and the Bolivian population in over 90 years of history of education.

1. a. Brief history of Bolivian education in the 20th century

Education in the period of liberal democracy

At the beginning of the 20th century, when liberal democracy became a strong political model, Bolivia made great efforts to overcome its situation of underdevelopment. Already at the end of the 19th century, Bolivians noted that little could be done to reach the progress hoped for the country without an education of high quality¹. In this context, in 1904, the government led by Ismael Montes, with the cooperation of the his renowned Instruction Ministers, Juan Misael Saracho and Daniel Sánchez Bustamante, undertook an energetic campaign to address this reality. With the first of these ministers he was able to develop a process which rationalised the education budget in only a few years, increasing its total amount from Bs. (Bolivianos) 130,000 in 1904 to Bs. 1,939,804 in 1909. Along with this significant financial effort, important actions were taken in order to provide an adequate selection of teachers by arranging numerous scholarships for teacher training careers in other countries, particularly Chile, whilst plans were being made to found a teacher training

¹ See Faustino Suárez Arnez, Historia de la Educación en Bolivia, (History of Education in Bolivia) Ed. Trabajo, La Paz, 1963.

institute, called "Normal School". Many primary schools were erected, their programmes were organised better, the publication of texts was encouraged and given official and national recognition and a Chilean Pedagogical Mission was hired. The whole process culminated with the foundation of the "Normal School of Sucre", on 6 June of 1909. This was the result of intense measures carried out by Minister Sánchez Bustamante who hired a young, 26 year old teacher in Belgium, Mr. Jorge Rouma, to become the director of the school. During its first years, the Normal School for teachers in Sucre had to confront and overcome financial difficulties and the lack of comprehension of the population. Finally, once Sucre's Normal School was established solidly, on 24 May of 1917 and also directed by Mr. Rouma, the "Superior Normal Institute of La Paz" was founded to train teachers for the secondary level.

The so-called *Rouma Mission* brought about a profound and decisive transformation of education in Bolivia. Based on the results of scientific pedagogy and supported by a group of Belgian and Swiss educators incorporated in the following years, Rouma totally reorganised education through the normal schools. Thereby, the road towards the modernisation of the country was opened in the context of a development impelled by the liberal governments.

Although in the cities education was transforming rapidly, the vast peasant (*campesino*) world, where the great mass of indigenous population lived in absolute poverty and dependence of their feudal masters, remained marginalised. It must be taken into account that, according to the census of 1900, Bolivia only had 1,816,271 inhabitants, of whom 1,194,603 lived in the rural areas. In 1917, the rural population was estimated at 1,300,000 inhabitants, with 104,000 children between 6 and 10 years old. Of these children, only 3,500 went to rural schools. Peasant education was practically non-existent.

In these circumstances, while the country only counted on a hand full of schools, a few thousand students and only a few hundred teachers², Rouma engaged with the foundation of

² In 1908 Bolivia had 195 schools, with 400 teachers and 11.650 students. Source: F. Suárez. *Op. cit.* pg.231.

peasant education. Having been named General Director of Primary Instruction, Rouma set out to establish that indigenous children, based on serious anthropological research, - and contrary to the strong criollo and mestizo prejudices - were not at all different from the rest and, therefore, were able to achieve the highest levels of human development if they were given an adequate education within a social and economic context worthy of human beings. Based on these studies, he created the first Rural Normal School for Aymara teachers in Umala in 1915, and, in 1916, the first Rural Normal School for Quechua teachers in Colomi. Unfortunately, Rouma's great intuition was not fully understood by his followers and even less so by the feudal masters who found the way to adequately hinder peasant education.

Nonetheless, the national social conscience, which acknowledged the fact that the tremendous lack of both equality and justice towards the indigenous people could not continue, slowly made way for the idea of organising an education for the indigenous people which would respect the characteristics and values of their ancestral cultures. Herein, Elizardo Pérez founded the "Model (Pilot) School for Indigenous Teachers" in Warisata, in 1931. This had been instructed by Dr. Bailón Mercado, Minister of Education, who had become acquainted with the progress that the revolution in the area of indigenous education was having in Mexico. Pérez's work cannot be fully comprehended without acknowledging the active support he had from the indigenous population, among whom the Amauta Avelino Siñani was an outstanding personality. With their help, Pérez developed the idea of the *ayllu school*; that is, to conceptualise the schools as an expression for the life of an Aymara community.³ This brilliant experiment expanded throughout the highlands, the valleys and the oriental regions with an initial success everywhere, but its natural development was interrupted because it was considered to be alien to the spirit of the Bolivian education system in 1940. This great absurdity was not rectified, not even with the Educational Reform of 1955, and had to wait for the Reform of 1994 to be recovered when the noble experience of Warisata would be used to inspire a movement towards interculturalism, bilingualism and community participation in management in the area of education.

³ See Carlos Salazar Mostajo, *Warista Mía* (My Warista), La Paz, 1983.

Education during the National Revolution

The National Revolution was not directly concerned with the indigenous cultures and the need to respect their identities. However, the Educational Reform of 1955, along with the Agrarian Reform of 1953, achieved the *inclusion of the peasants in the life of the nation* and stated that this expressed one of the most important objectives of the Revolution.

Although this *inclusion* was influenced by the Bolivian society's wish to homogenise its population, and was determined by the Revolution's imperative to construct the *National State*, there is no doubt that it reached Rouma's dream of providing a peasant education and thereby to extend the Education System's coverage to a scale never seen before. The attendance rate in rural schools rose from 14.28% in 1952, to 36.86% in 1960, to 47.12% in 1966⁴, a rate which would reach 60% in 1993. At this point, it was decided by law to develop the new intercultural and bilingual orientation which characterises the current Educational Reform⁵, as it was considered the only adequate way for the indigenous peasants to reach full access to education.

The Educational Reform of 1955 was defined both in the Political State Constitution, modified in 1957, and in the famous *Bolivian Code of Education (CEB)*, which was proclaimed law in 1955. Thereby, for decades, the Bolivian education system had its main legal base in these two documents. The Bolivian Code of Education, in its first chapter, states: Education is, "the supreme function of the state because it is a right of the population and an instrument for national liberation, and the state has the obligation to maintain, direct and control it through a broad schooling system".

⁴ Source: Plan de Fomento de la Educación Nacional, (Fomentation Plan of National Education), Ministry of Education and Arts, La Paz, 1958

⁵ Source: Proyecto de Ley Marco de la Reforma Educativa. Exposición de Motivos, (Educational Reform Framework Law Project. Exposition of Motives), in Enrique Ipiña Melgar, Paradigma del Futuro (Paradigm of the Future), see later, pg. 7 and following.

With this precept, which was born during the national revolution, an important milestone was set for the Bolivian society; it sought to democratise education and, as a logical consequence, it produced a massive increment of its coverage.

Education during the military governments⁶

The Bolivian Code of Education (CEB), which organised and systematised many educational experiences and had not yet been implemented fully, unfortunately suffered large modifications with the *Educational Reform* of 1968 introduced hastily under the government of General Barrientos. The main objective of this *reform* was to modernise Bolivian education by giving the system a new structure and creating, therefore, the Intermediate Cycle which was concerned with the area of vocational training.

During General Banzer's government, they tried to make the education system adequate to the "socio-economic and political-cultural requirements" by establishing a set of objectives for every cycle and level of regular education, leaving aside those established by the CEB. These education policy documents contain various deficiencies, contradictions and irregularities in the relationship established between the curriculum and the geofisiographic heterogeneity, the cultural, linguistic and ethnic pluralism, the social expectations and the economic and productive activities in the national, regional and local contexts.

During this time, within the civilian sector, the teachers showed their concern for education by organising the First National Pedagogical Congress of 1970, where they defended the CEB, and the Second National Pedagogical Congress of 1979, with a strong left-wing tendency, which disputed General Barrientos' Reform and Banzer's innovations.

⁶ See Ipiña Melgar, *Paradigma del Futuro. Reforma Educativa en Bolivia*, Ed. Santillana, La Paz, 1996, chapter 7.

The re-establishment of democracy

During the MNR government (1985 - 1989), with the aid of UNESCO and OEA experts, a profound analysis was made of the educational situation and of the projections for the year 2000. As a result of these studies, the Ministry of Education published *the White Book of Educational Reform* in 1987 and the *Pink Book of Educational Reform* in 1988. In 1988 a valuable group of studies on teacher training was also published: *The diagnosis of the National System of Normal Education*, more known as the *Blue Book*. These documents became instruments to promote, within the different sectors of the population, reflections and critiques referred to the educational situation and its deep crisis.

The Bolivian Labour Organisation (Central Obrera Boliviana - COB) was also worried about the crisis through which the country's education was going and wished to transform it into an instrument for liberation and change. In 1989 the COB presented the *Popular Education Project* whose basic components were: Popular Education, Intercultural and Bilingual Education, Productive Education, Scientific Education, Permanent Education and Whole Education.

The following government was conscious of the need to bring about profound changes in education due to the importance of its role within the areas of social development and economic growth. Therefore, in 1991, the Planning and Coordination Ministry created the Educational Reform Technical Support Team (ETARE) to elaborate a technical educational reform proposal.

Under the pressure of these events, the Ministry of Education and Culture convoked the National Education Congress on the bases established in the Pink Book. After various difficulties, this Congress finally met in 1992. In its conclusions it proposed: an Educational Reform oriented to reformulate the system's structure, improve the quality of the education provided, extend the coverage of the educational service and guarantee the participation of all social agents and institutions in the area of educational management.

The Catholic church shared these concerns and made significant contributions for an educational reform through the First Catholic Education Congress carried out in 1993.

The conclusions and suggestions that emerged from these events were gathered by ETARE and became important contributions and guidelines for the elaboration of *the Educational Reform Proposal* (August of 1993) which constituted the basis upon which the *Educational Reform Framework Law Project* was written. The National Council of Education presented this project to the president of the republic in January 1994, from where it was sent to the H. National Congress to be passed as Law of the Republic, after being improved and enriched by the Ministerial Cabinet.

The Educational Reform was approved through Law 1565, on 4 July of 1994. To clearly appreciate the situation of Bolivian education at the time the law was passed, it is sufficient to retrieve the "Exposition of Motives" which the Minister of Human Development delivered at the H. National Congress:

Educational Reform Framework Law. Exposition of Motives⁷

I. BACKGROUND

Theoretically, the traditional education system was based on the Bolivian Code of Education (CEB) of 20 January of 1955, which later was raised to Law of the Republic by the National Parliament together with other important measures taken during the National Revolution.

The CEB was written by a Commission of Notables, led by Fernando Diez de Medina. The commission's members were: Pbro. Armando Gutiérrez Granier and Julio Lairana as representatives of the Ministry of Education; Leónidas Calvimontes and Vicente Lema, as representatives of the Ministry of Peasant Affairs; José

⁷ As this is a brief and concise report, of great value as the official expression of the Bolivian government, we transcribe the complete text of the "Exposition of Motives". Besides offering us the main characteristics of Bolivian education at the time when congress was to debate the Reform Project, it also provides interesting facts about the bargaining process previous to the remission of the project to the National Congress.

Antonio Arze, Gastón Vilar and Humberto Quezada, representing the Confederated Teachers Union; José Pereira, representing the COB; Manuel Durán P., representative of the University Councils; Mario Guzmán Galarza, as the representative of the CUB; and finally, Huáscar Cajías, as the representative of the private schools. The Commission turned in its work 120 days later: a thorough document which established the bases and purposes, general norms, and curricular and administrative structures of the education system.⁸

The CEB suffered profound alterations through Supreme Decrees and Law-Decrees, particularly during René Barrientos Ortuño's and Hugo Bánzer Suárez's governments. Most of these alterations were left aside by latter governments without having prescribed the corresponding legal instruments. An important remnant of these dispositions, referred to curricular structure and the regimes of union participation, are still standing. Others, on the contrary, which should be applied, were discontinued and no-one recalls them. Change in education would be impossible without a gradual and progressive substitution of this legal muddle, full of contradictions and irregularities.

Therefore, this Framework Law Project aims to create the conditions necessary to rearrange the National Education System in its legal aspects with an aggregate of basic norms which will allow the development of educational reform activities and, consequently, the production of a new legal body, adequate to the new needs of education.

However, to reach the proposal of the Educational Reform Framework Law Project, it was necessary to travel a long road, much more complex and rich in popular participation than that of the Commission of Notables formulated in the project of the Bolivian Code of Education.

⁸ The legal body of the CEB retrieved, ordered and systematised the whole experience of over 40 years of history of Bolivian education; starting with the days of the Rouma Mission, passing through Daniel Sanchez Bustamante's fruitful period and the Ayllu-school experiences of Warisata, whose protagonists were Elizardo Pérez and Avelino Siñani, up to the revolutionary creativity of the 1930's.

This process⁹, without neglecting the creation of the SENALEP¹⁰ and the Global Plan for Rural Teachers, in 1983, began properly with the studies and projects published by the Ministry of Education and Culture in the White Book of Educational Reform (La Paz, 1987) and the Pink Book of Educational Reform (La Paz, 1988). Both publications led to an intense debate which the Pink Book suggested was necessarily conducting to a national congress on education and which, overcoming the routine of the past, should convoke not only the teachers and the government, but also the civil society. It was not possible to realise the National Congress on Education in 1989 and it was postponed until October 1992 when it finally met after overcoming various difficulties.¹¹

The Conclusions and Recommendations of this congress of transcendental importance were immediately assumed by the Educational Reform Technical Support Team (ETARE), created in 1991 by the Planning and Coordination Ministry¹². The ETARE, which was financially supported through international cooperation, had been working on the analysis of educationally innovative experiences developed in our country, mainly on bilingual education projects and the multi-grade schools and also on the school nuclearisation experiences developed by Elizardo Pérez. Once the conclusions of the Congress were known, the ETARE was able to define a technical proposal of high quality and consistency¹³ which was finally presented to the president of the republic on 20 November, 1993.

⁹ The education reforms of the CEB were subject to ample debate after its proclamation and initial development. This explains the spirit of change which inspired the First Pedagogical Congress of 1970 and the Second of 1979, which were frustrated in their further studies and application due to the latter coups against democracy.

¹⁰ The National Plan for Popular Literacy and Communication, known by the abbreviation of the body which executed it, SENALEP, or National Service of Popular Literacy and Education (1983).

¹¹ The Congress met due to the pressure from the union organisations, rather than because of an initiative of the government. It was not free of these union pressures which aimed to maintain education under their authority. See later in this document our opinion about this congress, which, although important, did not go very far in its proposals.

¹² The idea of creating an Educational Reform Technical Support Team had already been conceived during the last stages of the Victor Paz Estenssoro government which, to this effect, had the support of various international organisations. The first team was organised mid 1985, with the participation of UNESCO, UNICEF, PNUD and the Andrés Bello Convention, under the presidency of the Ministry of Education and Culture.

¹³ The ETARE had a first phase which was relatively unproductive. It was not until Amalia Anaya took over the team and sought for help from highly qualified people, such as Victor Hugo Cárdenas - who was unable to cooperate for long as he had to enter the electoral campaign -, Enrique Ipíña, Luis Enrique López, Antonio Sagristá S.J. and others, that the team began to work productively.

On that same date, after being approved on a general level by the president and the Ministerial Council, the ETARE's technical proposal became the proposal of the national government which, by instructions of the president himself, was widely diffused and discussed in the entire nation through a Commission formed by the vice-president of the republic, the Minister of Human Development and the National Secretary of Education.¹⁴ As a result of this national consultation, the proposal was enriched and improved.

Finally, the government decided to activate the National Council of Education to define a nationally consensuated law project which would be based on the governmental proposal and the Conclusions and Recommendations of the National Congress on Education and other recommendations from different events¹⁵.

The National Council of Education dedicated a total of 60 hours of plenary sessions and sessions on commission for this job until they finished the Framework Law which was handed to the president during a public act on 28 January this year¹⁶. This project, studied and improved by the Ministry of Human Development and enriched through the contributions of the Popular Participation Law Project, is the document now put forward for consideration by the Ministerial Cabinet.

II. BRIEF GENERAL DIAGNOSIS OF BOLIVIAN EDUCATION

Before beginning a general diagnosis of the state of our education, it is convenient to recall the significance of the Reform of 1955 to see which have been the advances

¹⁴ Víctor Hugo Cárdenas, Fernando Romero and Enrique Ipiña.

¹⁵ Among these, the Catholic Congress on Education of April 1993, was outstanding due to its broad coverage and excellent conclusions.

accumulated since that period and to analyse the role of the teachers in the long process initiated with the proclamation of the Code

The Educational Reform of 1955, formulated in the Bolivian Code of Education (CEB), produced a great transformation of the education system. From a selective and discriminative education, it became a mass democratic education. It achieved to raise the net matriculation of 131.158 students in the urban area and the estimated matriculation of 70.000 students in the rural area, with a supposed school attendance rate of 14.28 % in 1952, to 381.948 in 1960, with an attendance rate of 36.86 %. More than 150 % increment in only five years after the initiation of the Educational Reform!¹⁷

Nonetheless, this great effort of massive expansion of the system was not able to become effective without the consequent loss in the quality of the service, a loss which has not been overcome until today and must be addressed by the new reform. However, the Reform of 1955 did not only push education forward in terms of extending its coverage. It also achieved to put in order and systematise the results of the educational experiences carried out in our country since the times of the Rouma Mission up to the indigenous education of Warisata and the experience of technical education in the Pedro Domingo Murillo school. The Code wished to be a compendium of all that had been reached so far and a definitive orientation for the future. The great achievements of the Code can be placed on two milestones: the expansion of the coverage to its current level and the lowering of the illiteracy rate from 69.5 % of the adult population in 1952¹⁸ to 20 % en 1992.

A second consideration worth making is that of the educational experiences carried out in our country since the 1960's. These were mainly motivated by the Catholic

¹⁶ The project handed in to President Sánchez de Lozada, known as the " CONED Project" is published in the first appendix of this book. It is interesting to analyse which were the improvements introduced by the Ministry of Human Development and the Ministerial Cabinet, always with the assistance of the ETARE.

¹⁷ Ministry of Education and B.A., Plan de Fomento de la Educacion Nacional, La Paz, 1958.

¹⁸ Source: Ministry of Education and B.A.

Church after the publication of its famous Pastoral Letter on Education (1971). The Letter was followed by the creation of the Episcopal Commission of Education, promoter of numerous initiatives and experiences which, in the eighties, reached their maturity and were replicated and joined by other churches and non-governmental institutions.

During this long period between 1955 and 1983, in the midst of the first growths propelled by the National Revolution, the latter military dictatorships, and the permanent poverty and crisis of the public treasury, the Bolivian teachers proved their vocation of service towards the Bolivian people. Badly paid, badly housed, deprived of the means of training and updating current in other countries, wrongly oriented by opportunists and, mostly, politicised leaders, the teachers at the bases, in the cities and the country, remained consequent with their high mission. This is the only way to explain the advances which were reached while the country and its education had been so misfortunate.

1. The Administrative and Curricular Structure of the Education System

1.1. The current administrative and curricular structure of the Bolivian education system has the Ministry of Human Development and the National Secretariat of Education as its head, with faculties that include coordination over the universities. However, the Code of 1955 also establishes the autonomy of the state universities; an autonomy which not only deals with academic matters, but, in fact, has extended so far that the universities are almost free of their obligation to subject themselves to discharge. Consequently, the Bolivian education system is divided in two large parts: the part that is under the direct responsibility of the National Secretariat of Education (SNE) and the 10 autonomous universities, that are independent of the SNE and independent amongst each other. The SNE has direct or indirect authority over the formal system of primary and secondary education, as well as a variety of non-formal programmes for adults, normal schools for teacher training, and 5 autonomous institutions: the Training and

Qualification for Work Institute (INFOCAL), the National Service of Popular Literacy and Education (SENALEP), the Educational Publisher, the Bolivian Institute of Nuclear Science and Technology (IBTEN) and the National Service of Technical Education (SENET).

- 1.2. Regular education, for the majority of the population, is organised in two levels: Primary (grades 1 to 8, with two optional years of pre-primary) and Secondary (grades 9 to 12). The Primary Level is divided in three cycles: pre-basic, basic (grades 1 to 5) and intermediate (grades 6 to 8). The Code and the complementary dispositions of 1968 and 1973, and, above all, the Political Constitution in its Art. 177°, establish that primary education is compulsory, while pre-primary (pre-basic) and secondary education are optional. In rural areas of difficult access, the complete basic cycle, of 5 grades, is only available in the central schools of the Nuclei, while the sectional schools only provide three grades (1-3) under a single-teacher and multi-grade system.
- 1.3. Special rehabilitation education aims to provide individualised and differentiated education to disabled children and adolescents through specialises centres, farm-schools, vocational institutions and family type centres. Administratively, they are dependant on the National Organism for Women, Youths and Families (ONAMFA).
- 1.4. In an effort to democratise education and to extend it to the majority of the rural area, the Code established a rigid and homogeneous curriculum, "unique" for the primary and secondary levels, with which it would "incorporate the peasants (indigenous) to the life of the nation", eliminating its cultural and linguistic particularities. For the peasant's education, the Code initiated the organisation of a system of "basic education" which was parallel to the system corresponding to the urban area and dependent on the Ministry of Peasant Affairs. The objective was to make sure not to lack the financial resources necessary for the rural area. In the facts, however, the rural area never received the same financial treatment as the urban area which always used most part of the resources. Even worse was that, at the same time, the difficulties to have access to the system were incremented for the marginalised groups rather than

facilitating the linguistic and cultural unification of the country; a unification which, though desirable then, is quite debatable today as it was usually confused with uniformity.

2. The Education System's Outputs

2.1. The available statistics, although not highly reliable in detail, offer a general picture of broad credibility.

- a) In the first place, 20% of the adult population is illiterate (they never went to school); while 55% of the population is functionally illiterate.
- b) Of the illiterate population, 70% live in the rural area (42% of the Bolivian population is rural) and 68% are women.
- c) On average, the population has only had 4.0 years of schooling and only 37% have finished primary school.

These results reveal that the system provides an inadequate coverage and an education of relatively low quality. The underpinning causes of such poor results are interrelated and include socio-economic factors, external to the system (such as malnutrition, illiteracy of the parents, absenteeism in the rural area caused by the participation of the children in the sowing and harvesting seasons), as well as other factors inherent to the system itself. Within the system, the low quality of the educational services can be attributed to the following direct factors:

- a) Lack of texts and basic teaching materials (only 10% of the children in rural areas had at least one textbook; 50% in the urban area) before the Educational Reform.
- b) Badly trained teachers as result of poor training previous to their service, lack of in-service training, and an excessive use of "intern" teachers (not qualified, not trained).
- c) The content of the few available texts and materials is often irrelevant in the context of a broad economic, social, ethnic and linguistic diversity

2.2. The system's coverage reaches 60% of the children in school age in the rural area, 87% in the urban area. We must note that this is gross data which includes those children who are repeating a year or more; the net coverage is substantially lower. Only around 9% of the rural school population attends one or more years of the primary level. While the data seems to suggest that the lack of infrastructure is not the main cause of the system's inadequate coverage, various factors related to the infrastructure contribute to this low coverage:

- a) 55% of the rural schools offer only the first three grades of the primary level.
- b) Rural emigration to the cities has led to their tremendous growth and to inadequate access to the schools, while in the country the infrastructure remains sub-utilised.
- c) Many of the existing schools are in deplorable maintenance conditions which, sometimes, create dangerous situations and, most of the times, have a lack of basic equipment and sanitary installations.

There are other factors which contribute to the low coverage: the lack of adequately trained teachers and of appropriate materials to accommodate to the cultural and linguistic diversity of the marginal populations, and, in the rural area, the coincidence of the academic year with the agricultural year.

2.3. Many of the underlying factors of the above considered problems cause major inefficiencies within the system:

- a) Low teacher-student ratios (on average, 17/1; with rates up to 8/1 in the normal schools).
- b) High desertion (school leave) rates: only 43% of the students admitted into the primary level in the urban area, and 11% in the rural area, continue to study after their fifth grade.

- c) High repetition rates: between 23% and 31% for primary grades in 1987-1988, compared with a 14% regional average.
- d) High levels of functional illiteracy among those who abandon school early and even among graduates of various levels of the system.
- e) High costs per graduate for every level within the system, particularly in the high levels: US\$ 833 for the primary level, to an average of US\$ 33.300 for the university level, where the graduation rates go from 1% to 10%, with an average of 4.4%.

All the inefficiency problems are substantially more severe among those children whose first language is not Spanish (66% of the population).

Based on the generalised inefficiency of the system (where, for example, 1.4 student/year is required to complete one year of study), it has been estimated that each graduate of the primary level costs the public treasury 40% more than necessary. Repetition in the primary level, alone, is estimated to cost the system around \$US 22 million each year. Besides the financial costs, these inefficiencies are expensive in terms of wasted human resources and, finally, also result in more difficulties to face the problem of low coverage and the low teaching quality.

2.4. Taking into account the objectives which are generally established for the education sector, the results shown above reveal that the system is failing to achieve its goals of access, equity, efficiency and efficacy. Among the causes of the poor results and the inefficiency of the system we have the following:

- a) Insufficient resources destined to pre-university education, especially to the primary level.
- b) Weak administration of the system.
- c) Exclusion of the main beneficiaries (students, parents and society in general) from key decisions and the right to supervise operations and their results.

- d) Irrelevant and inappropriate contents in the curriculum, texts, materials and in teacher training.
- e) Finally, the social, economic and cultural contexts of the country as a whole, with severe deficiencies and overall scarcities, marked by poverty and underdevelopment.

The combined result of these factors is the chaotic education system that favours inefficiency and corruption (including the “phantom teachers” phenomenon within the pay slips), which explains why the experiences of introducing qualitative improvements have not had success further than their pilot - experimental - phases and why the general dysfunctionality of the system must be addressed globally to obtain broad based improvements in the classroom.

3. Six particularly interesting problems.

3.1. Sector Financing. The meagre results pointed out are partially due to the low share of the education sector in the Internal Brute Product (PIB), which between 1986 and 1991 only reached an average 2.7%, in comparison with other Latin American countries where this share reaches a 4.0%. The insufficient appointment of resources within the sector has an equally negative incidence as it reduces, even more, the results of public investment in education. First, the assigned resources are deflected to the higher levels, where there is more inefficiency and lower rates of social returns. As an example of this, it is necessary to highlight that the total amount of resources assigned to higher education in 1990 represented almost 31% of the total expenditure made in education. Only three other developing countries devote great part of their public resources to higher education, Costa Rica, Venezuela and Jordan, countries which have virtually achieved total coverage in the basic education levels and a relatively high capacity to finance education in general. Furthermore, the appointment of resources for the universities by the central government, in real terms, duplicated between 1990 and 1992, thereby favouring the universities at the expense of the lower levels. In addition to this, the budgetary assignments for the universities were incremented through their direct and fixed share of incomes resulting from certain taxes (which reached US\$ 14 million in 1990, representing 30% of the total fiscal - public - transference to the universities and 27% of the total expenditure for the university that year).

In the light of this inadequate coverage of basic education and the low quality and productivity of higher education, it is clear that this distribution is neither equitable nor efficient. In 1990, the average public expenditure was US\$ 480 per matriculated student in the tertiary level, compared with US\$ 72 per primary student.

Likewise, between 95% and 98% of the total assigned resources for pre-university education are destined to pay the salaries of teachers and administrative staff and the extra 2% to 5% must cover the inevitable costs such as electricity and water. There are no resources assigned for infrastructure maintenance in both rural and urban areas; these practically have to be assumed by the communities.

Since 1980, the budgetary assignation for texts and materials have practically been null. The school matriculation payments (approximately US\$ 3.00) have been used to cover the cost of textbooks, where these could be bought. The attempts to increase the share of the budget dedicated to educational materials and textbooks have failed due to the teachers' constant pressure for salary increments which, in fact, have absorbed every increase given to the sector in their share of the public budget. At the same time, the average salary of the teachers is as low (an average of US\$ 1,250 per year) as is their productivity: an average week of work consists only of 15 hours.

While the investment in education is relatively appropriate - as the improvement of existing facilities is given priority, especially in the primary level - the level of investment required for improvements in coverage or quality is much higher than the public investment in education corresponding to the last three decades. The total investment in education (excluding universities) has been maintained relatively low in relation to the public expenditure for the sector and the total investment. While matriculation rates have grown, since 1980, to become more than doubled, both in the primary and the secondary levels, the investment in education was almost null between 1980 and 1986. This consisted of less than 2% of the total investment (close to US\$ 5.8%) since 1987, including the sums canalised through the Social Emergency Fund (FSE). Although the financial increase was canalised through the FSE, institution in charge of providing financial support for education and health projects since 1991, the current level of investment will not allow to assure the increments necessary both in quality and coverage. Furthermore, to reach such increments, it will be necessary to improve the efficacy and efficiency of the

education system. The educational reform includes a plan of actions to restructure the sector financially so as to achieve a more efficient and equitable resource assignation.

3.2. Weak administration of the sector. Many of the problems related to a poor performance and an irrational financial management are originated in, or exacerbated by, the institutional weakness of the MEC. The reasons for this weakness include: (i) an excessively complicated and illogic administrative structure which lacks clear functional definitions; (ii) an excessive centralisation of authority; (iii) lack of qualified personnel, both in the administrative and teaching positions; (iv) lack of a policy or the capacity to administer human resources; (v) inadequate management of financial resources, partly due to the rigidity in salary payments and essential expenditures; and (vi) the intrusion of the teachers unions in many aspects related to personnel management, including compensations, promotions and nominations, be it through written agreements or through practices guaranteed by law. This intrusion has increased progressively during the last 50 years in many aspects related to decision making processes and the definition of policies, in general, and, especially, in all matters referred to personnel management. Briefly put, while the governments of the 1950's onwards compromised with the democratisation of education, education of the majorities was considered "public help" or a charity service, and not as an indispensable condition for the political and economic development of the country. The governmental decisions referred to education were therefore taken on the basis of short term political considerations and not due to long term national development objectives. Meanwhile, the unions considered the teachers an important base and permanently exercised pressure to participate (and eventually control) all decision making processes. The final result of all this is the virtual abdication of authority on the part of the government and the almost total control by the unions over the decisions in the sector. The educational reform process and the development of the sector in general must involve the teachers. It is hoped that the unions play a decisive role in various aspects of the

process, particularly in the general improvement of the teachers' performance. However, for this to happen the relationship between the government and the unions must evolve from the present situation of opposition by principle to a mutual collaboration. A key aspect for the transformation of the system is the establishment of dialogue mechanisms and incentives to allow the development of new government - union relations.

3.3. Weak local capacity to offer services. The existence of a highly centralised administration and government, the local institutional weakness and the low population density contribute to make the offering of services difficult and expensive, particularly in the rural areas of Bolivia. The proposals to become politically and administratively decentralised and, in consequence, to strengthen the departmental levels have been in the centre of the debate for a whole year, but the parliamentary agreement was not reached until the end of the governmental period 1989-1993. The real decentralisation of the sector will not be possible without a strong support destined to construct local institutional capacity. For the educational services such decentralisation is essential to improve the efficiency. Therefore, the government's reform programme would "deconcentrate" authority to the departmental level and, as far as possible, in lower administration levels. Once the political-administrative decentralisation is adopted, the administrative structure can be transferred to the appropriate departmental or local level of administration.

3.4. Exclusion of the beneficiaries from key decisions and assessment. The Bolivian communities, and particularly the parents, frequently contribute to maintain the schools either through money or with products. As a rule, the maintenance (and many times the construction) of the schools is considered the parents' responsibility and they are also expected to buy any material which the student may use (notebooks, pencils, etc.) and, many times, that the teacher may use. In the rural areas the communities contribute to the teachers' salaries through food or housing. However, these communities have no rights nor a space to give their opinions on decisions that affect the education and well-being of their children. Such decisions include selecting the teachers, deciding about the school calendar,

the language in which the children will be taught and the content of the educational materials. Teacher assessment (attendance, behaviour, etc.) is also not encouraged nor accepted. The administrative authorities usually play deaf when they receive protests, sometimes quite strong ones, from the communities referred to teacher absenteeism, child abuse, robbery and other grave problems. The distance between education and its beneficiaries is the result of an exacerbated centralism and corruption. To achieve real improvements in quality, transparency and efficiency in general, it will be necessary to empower parents and local communities, giving them legitimate authority in the decision making processes. The government strategy to transform the system includes a plan which aims to make process feasible.

- 3.5. Inappropriate contents. The inappropriateness of the contents is considered a main cause of the low quality of Bolivian public education. This problem includes various aspects: the lack of attention to basic abilities, the lack of references to the lives and needs of the students and the absence of specific attention to teach Spanish as a second language. The weakness to teach basic abilities (reading, writing and, especially, mathematics and basic science) is a result of: the lack of criteria to give priority to certain learning objectives within the curriculum (manual arts are as important as mathematics), the absence of minimum standards of pedagogical quality to select school textbooks, and the weakness in teacher training. This last factor influences the other two because the teachers of the MEC are the people in charge of the curriculum and the selection of textbooks. In addition, the problem becomes worse because the graduates from the normal schools are the only ones in charge of training other teachers, thereby perpetuating the problem. The lack of relevance in the contents is a serious problem, particularly for the rural areas, where most students do not receive more than three years of schooling – a period which is insufficient to assure good handling of the written language – and where their communities and schools only have a scarce amount of written materials or none at all. The rural teachers are usually the ones who require more support and, as such little amount of written material exists in their context, they are not conscious of the possible

use of the written language in the rural environment. As a result of this, the abilities to read, write and calculate are considered only to be necessary to emigrate to the cities, and due to the lack of use of the minimum abilities learnt in school, the majority of the population loses them. Finally, in those areas where an indigenous language is of predominant use, the absence of an area to specifically teach Spanish as a second language not only reduces the students' achievements, but it also constitutes a barrier to have access to the schools and it contributes to the high rates of repetition and school desertion (abandonment). The reform programme addresses these problems directly through curriculum reform plans, material and textbook development, in-service teacher training programmes and substantial reforms in the teacher training system, as well as the extension of bilingual education.

- 3.6. Barriers for girls to access education. Close to 70% of the illiterate adults in Bolivia are women. In certain rural areas, illiteracy among women reaches 100%; in general, less than 1% of the girls matriculated for the first grade manage to finish the secondary level. Based on the progress achieved by research, which shows the existence of a correlation between health, education and women's education, we can understand the high rates of infant and maternal mortality (80 per 1000 born alive and 480 per 100,000 born alive, respectively), fertility, malnutrition, and school desertion and repetition. The desertion rates are higher among girls than among boys, both in urban and rural areas, as girls are required to help in their homes since early age, taking care of younger siblings and doing other domestic jobs. In the rural areas, girls attend school during an average of three years and most of them lose the abilities learned in school because they do not use them. The factors that constitute barriers for the girls are: the low value attributed to their education by their parents, which results in the parents' lack of will to assume the expenditures required by the school (for example, to buy textbooks); their worries about the girls security, especially when the teacher is a man and when the distance between the home and the school is considerable; and, in the rural areas, the fact that the school only offers three years of education. Based on successful experiences of other countries, the

reform strategy includes a plan of action which aims to increment the participation of girls. The measures include communication campaigns, the inclusion of contents referred to this problematic in teacher training and management curricula, and the incorporation of criteria that reflect gender issues in the development of texts, materials and teachers' guides.

III. BRIEF SUMMARY OF THE LAW PROJECT

The Project consists of titles, nine chapters and fifty five articles:

Title I, in its Sole Chapter, establishes the Principles and Objectives of Bolivian Education as an enlargement of the Bases of Education contained in Article 1 of the Bolivian Code of Education (CEB) and of the Ends which the same Code establishes in its Article 2.

Title II refers to the Educational Reform and, in its chapter I, defines the objectives of the Reform in response to the needs established in the diagnosis made by the Educational Reform Technical Support Team (ETARE) and in response to the Bases and Ends, Principles and Objectives of Bolivian Education.

Chapter II establishes the Functional Structures of the National Education System simplifying the system's current organisation into a functional and clear form.

Chapter III establishes the objectives, entities and mechanisms of the Popular Participation Structure in education.

Chapter IV establishes the objectives and policies of the system's Curriculum Organisation Structure, defining therefore, the Areas, Levels and Modes of this structure; at the same time, it lays out a series of norms referred to teaching staff required for curriculum development in two fundamental programmes: the Curriculum Transformation Programme and the Education Improvement Programme. This chapter also defines the role of private education and the basic norms for confessional education.

Chapter V determines the objectives and policies of a Curricular Management Structure to satisfy the requirement of an efficient and transparent management, closely related to the Popular Participation Structure and local decentralisation.

Chapter VI establishes the objectives and policies of the Technical Pedagogical Services and Resource Management Structure, in coherence with the previous structure.

Chapter VII arranges the financial sources for National Education, defining what is competence of the National Treasury, the Local (Municipal) Treasuries and the Executing Institutions of the Ministry of Human Development.

Finally, in Chapter VIII the General and Transitional Dispositions of the project are established in six articles.

This is certainly a substantive law which aims to open the path to the solutions we need as a nation and which will only be discerned and carried out in an uninterrupted process of experiences and the construction of consensus.

IV. CONCLUSION

The Educational Reform proposal is based on solid doctrinal principles that are essential for the construction of a free, democratic and participative society. Founded on these principles, it proposes certain objectives for education that are coherent with the real needs of the Bolivian people and, in accord with these objectives, it is based on two fundamental axes: popular participation, in the institutional dimension, and interculturalism, with bilingual education, in the curricular dimension, which is also characterised by having an open and flexible curriculum, constructed on the base of a national common "trunk" (core). Both axes determine the quality and consistency of the Curricular Administration structure and the Technical Pedagogical Services and Resource Management structure.

In consequence, the Educational Reform Law Project is presented to the Legislative Power of the nation as a mature law-framework project which will allow the free development of the reform actions, as the road is clear of the present muddle of contradictory norms.

After the proclamation of the Educational Reform Framework Law, it will be necessary to continue with the treatment of its contents through the proclamation of the regulation decrees which will be concerned with the structures that constitute the National Education System's organisation. Other regulations will follow, in a much more detailed form, to support the development of the actions inherent to the process. Latter norms, which will appear as a result of the application of the reforms in all the levels, will create a new legal body which will have to be organised and codified. Only then will it be possible to prepare a new Bolivian Code of Education.

1. b. Current state of Bolivian Education.

By presenting the “Exposition of Motives” of the Educational Reform Law Project, we have concluded a brief history of Bolivian Education. The theme of this chapter will be what happened after the law was passed, this is, what exactly the H. National Congress approved and whether or not it passed the regulation decrees, and in what state of advance the Educational Reform is today. This examination already constitutes part of the report on the current state of education in Bolivia.

On the other hand, to know the current state of Bolivian education in detail, it is necessary to make a broad and profound analysis. The objective of this research is, precisely, concerned with making a detailed analysis covering the following aspects:

- a. Administration of the Public Education Sector and financing policies.
- b. Fiscal Budget and Public Education.
- c. A panoramic view of the Bolivian Education System in all its levels, cycles and main modes.
- d. Initial and In-service Teacher Training.
- e. The current situation of teacher income salaries and their standard of living.
- f. The programme of studies and the development of teaching and learning materials.
- g. Public Education infrastructure.
- h. The present situation of Bolivian families in every Department, by zones, and the participation of parents in educational management.
- i. The current state of school matriculation.
- j. International cooperation for the Education System.
- k. Social agreement strategies aimed to achieve the goals established for the education sector.

Only after an analysis of this magnitude will it be possible to establish some bases for a future project of cooperation for the public education sector in Bolivia.

EDUCATIONAL REFORM IN BOLIVIA.

2. a. Contents of Law 1565 of Educational Reform and its Regulation Decrees

Part of our current reality is the fact that we are trying to apply the Law 1565 of Educational Reform to Bolivian education. This is a *framework law* which intends to offer the conditions necessary for a sustained development of education in an environment where all the social agents can participate freely and creatively.

What does the Educational Reform actually contain? In other words, from the original Law project, summarised in the final part of the "Exposition of Motives", what was actually passed to become Law of the republic? Another question: Were the Regulation Decrees approved and what do they contain?

I. Contents of the Educational Reform Law¹⁹

Law 1565 is the new Bolivian Code of Education or, if one prefers to specify, it is the *modification* of the Code in its *five Titles, three Chapters and three hundred twenty nine Articles*. This is stated specifically in the Preliminary Title, endowed with a Sole Article, with which the H. National Congress initiates its approval of Law 1565. This means that, concerning this subject, the Legislative Power did not take the last recommendation of the Exposition of Motives favourably. It preferred to make the Law directly become *the Code*, without waiting for the approval of the regulation and complementary decrees, as was suggested in the Exposition of Motives. This decision can, therefore, be attributed exclusively to the Legislative Power.

¹⁹ The complete text of the law is included in the Annex.

Thereby, Law 1565 is the Bolivian Code of Education. The other Code has been derogated totally. The new Code is Law 1565, also known as Educational Reform Law. The following are its contents, in a brief summary:

1.1. Title I. Bolivian Education. This contains the **Bases and Ends (Purposes)** of Bolivian education; this is, the great principles upon which it is founded and the major objectives it pursues. The Bases as well as the Purposes, and the policies expressed in their statements, are present *transversally* in the whole education system.

Bases:

- * It is the highest function of the State.
- * It is universal and free in all fiscal (public) establishments; and compulsory in the primary level.
- * It is democratic.
- * It is national.
- * It is intercultural and bilingual.
- * It is a right and an obligation of every Bolivian.
- * It is revolutionary.
- * It is whole, mixed, active, progressive and scientific.
- * It is a promoter of justice, solidarity and social equity.
- * It is essential for the development of the country and to strengthen democracy.
- * It is the foundation for national integration and international integration.

Purposes

- * To integrally educate the Bolivian men and women,
 ⇒ by stimulating the harmonious development of all their
 potentialities

- ⇒ in response to the community interests.
- * To defend and strengthen the people's health,
 - ⇒ by promoting good nutrition, paying attention to hygiene and sanitation, physical education and the generalised practice of sports and the improvement of the quality of life.
- * To promote the use of human values and universally recognised ethical norms, as well as those which are proper to our own cultures,
 - ⇒ by furthering the assumption of responsibility in the process of making personal decisions,
 - ⇒ by furthering the development of critical thinking,
 - ⇒ by furthering respect for human rights,
 - ⇒ by furthering the preparation for a biologically and ethically healthy sexuality, as a basis for a responsible family life,
 - ⇒ by furthering consciousness of one's duties and the disposition to live a democratic life,
 - ⇒ and by strengthening one's social conscience of being a person and belonging to a community.
- * To strengthen the national identity,
 - ⇒ by praising the historical and cultural values of the Bolivian nation in their enormous and diverse multicultural and multiregional diversity.
- * To stimulate aptitudes and positive attitudes towards art, science, technical matters and technology,
 - ⇒ by promoting the capacity to address the challenges of local, departmental and national development.
- * To develop capacities and competencies,
 - ⇒ beginning with the comprehension of language and the expression of thought through reading and writing,
 - ⇒ and logical thinking through mathematics,

- ⇒ as the basis of progressive learning necessary for the development of knowledge, the mastering of science and technology, productive work and the improvement of the quality of life.
- * To value work as a productive and dignifying activity, and as a factor of human realisation and education,
 - ⇒ by cultivating an aesthetic and artistic sensibility, creativity and the search for quality and excellence.
 - * To generate equity among genders in the educational environment,
 - ⇒ by stimulating a higher and more active participation of women in society.
 - * To stimulate love and respect for nature,
 - ⇒ by constructing consciousness of the need to defend and make a sustainable use of the natural resources and of the need to preserve the natural environment.
 - * To promote in the people the principles of political and economic sovereignty and of territorial integrity and social justice,
 - ⇒ by promoting peaceful cohabitation and international cooperation.

1. 2. Title II. The National Education System. Title II, in its ten Chapters and fifty two Articles, establishes the objectives of the System, its structures, and modes of financing.

1. 2. 1. Chapter I. The objectives of the Education System. As was the case with the Purposes above, when the objectives of the System are pointed out, this chapter also points out the corresponding policies. A literal transcription of each of the eight objectives of the System is not necessary here. However, we must highlight that the objectives point out the firm purpose of the state to:

- * To guarantee the preparation of human resources in response to the requirements of processes of change in the country and the world.
- * To organise a modern system, capable of renovating itself constantly in the search for quality, capable of satisfying the needs of national development and capable of adapting to the changes and requirements of the society.
- * To improve the quality and coverage of the educational services, promoting equality between genders.
- * To organise a system of multiple options to facilitate self-directed learning.
- * To construct an intercultural and participative system to overcome any sort of discrimination.
- * To democratise education, making it accessible to all.
- * To promote creativity and improve productivity.
- * To support changes in higher education.

1. 2. 2. Chapter II. The structures of the National Education System. The system is organised in four structures:

- ⇒ **Popular Participation Structure:** *that determines the different levels of organisation of the community for their participation in education..*
- ⇒ **Curricular Organisation Structure:** *that defines the areas, levels and modes of education.*
- ⇒ **Curricular Administration Structure:** *that determines the levels of accountability of administration within educational activities.*
- ⇒ **Technical - Pedagogical Services and Resource Management Structure:** *whose purpose is to respond to the requirements of the latter structures of the system and to organise the administrative and technical - pedagogical support units.*

1. 2. 3. Chapter III. Of the Popular Participation Structure.

Article 5. Establishes the objectives and policies of Popular Participation in education:

- ◇ To respond to the population's demands so as to achieve efficiency; enlarging the system's coverage, while providing equal opportunities for all.
- ◇ To raise the quality of education, in response to the needs and interests of the community.
- ◇ To optimise the system's performance, improving its administration and eliminating corruption.
- ◇ To assume the community's opinions, promoting agreements.
- ◇ To assume the learning needs of the students.

Article 6. Establishes the mechanisms of Popular Participation in education. In all these mechanisms both representatives of the communities and parents must be present.²⁰

- ⇒ The School Assemblies (Juntas Escolares).
- ⇒ The Nucleus Assemblies.
- ⇒ The District and Sub-district Assemblies.
- ⇒ The Honourable Municipal Councils and Assemblies.
- ⇒ The Departmental Education Councils.
- ⇒ The Native Peoples Education Councils.²¹
- ⇒ The National Council of Education.

²⁰ In the agreement established with the teachers national unions, the government accepted to allow the presence of a teacher delegate in each of the participation organisms. The modified Law which should have passed this agreement has not yet been treated by the Legislative Power.

²¹ These are the indigenous peoples, indigenous communities.

⇒ The National Education Congress.

Article 7. The School, Nucleus, District and Sub-district Assemblies, and the Honourable Municipal Councils participate in the planning, management and social control of the educational activities and in the administration of the educational services in the context of their competency, according to general regulations of national character.

1. 2. 4. Chapter IV. Curricular Organisation Structure. This chapter is possibly the most important of the whole law as it contains the main pedagogical postulates of the Educational Reform:

Article 8. Establishes the objectives of this structure:

- ⇒ To give the possibility of access and graduation to and from all the levels of the system.
- ⇒ To give priority to the learning process considering it the goal activity, over teaching, considered a support activity.
- ⇒ To base education on research, creativity, questioning, horizontal relationships, hope and the construction of knowledge.
- ⇒ To organise education around everyday life, according to the person's and the community's interests, and based on a core ("trunk") of common objectives and national contents to be complemented by departmental and local objectives and contents.
- ⇒ To facilitate popular participation in the creation, management and evaluation of the curriculum.
- ⇒ To offer a flexible, open, systemic, dialectic and integrating curriculum, which is crossed by the transversal objectives of:
 - ◇ national conscience
 - ◇ interculturalism

- ◇ democracy
- ◇ the human person
- ◇ the natural environment
- ◇ family life
- ◇ human development

⇒ To incorporate the issue of gender equity in every process of curricular design.

Article 9. Areas and Modes in the Curricular Organisation Structure:

◇ Areas:

- ⇒ Area of Formal Education.
- ⇒ Area of Alternative Education.

◇ Modes:

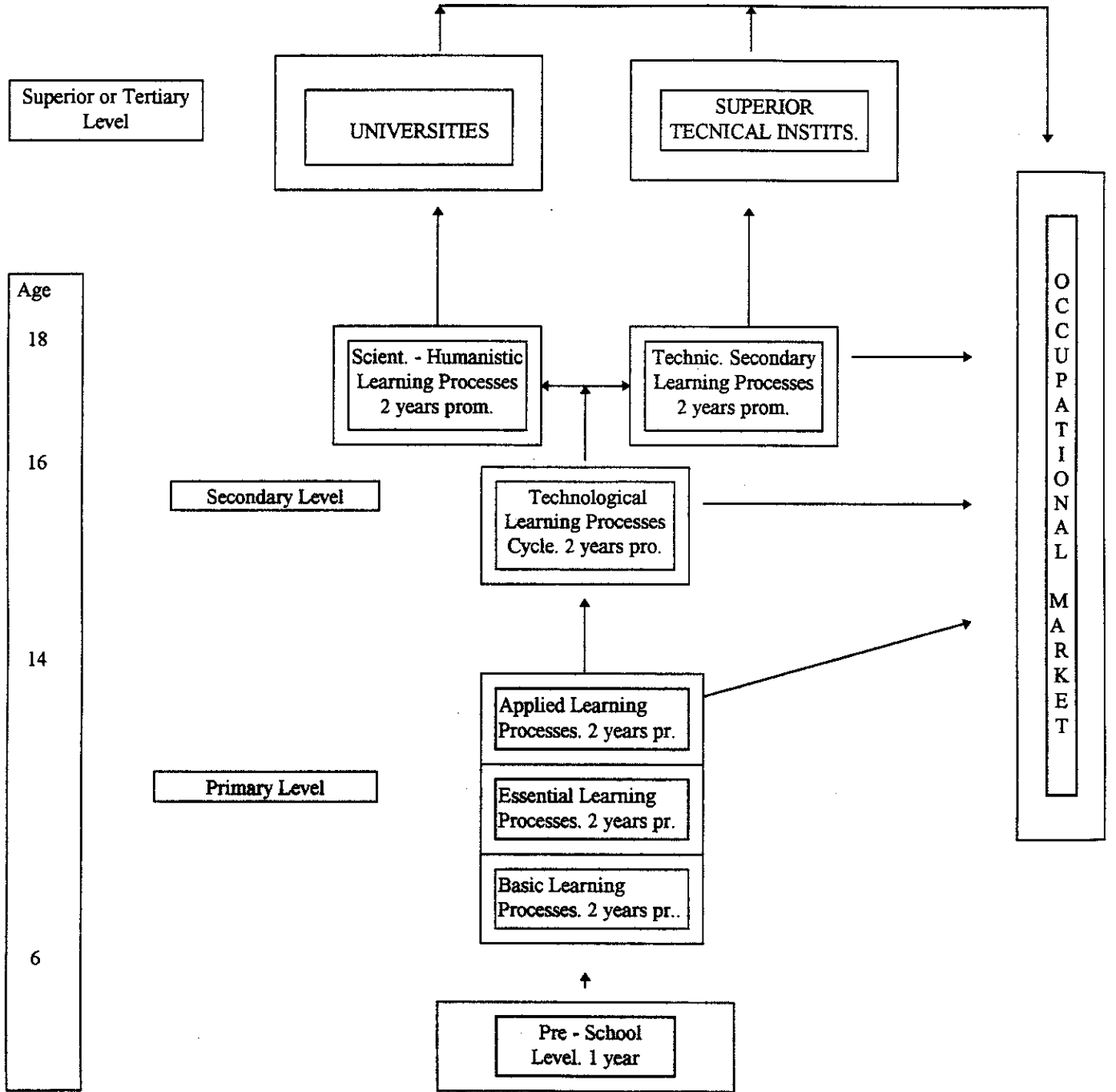
- ⇒ Learning: Regular and Special Integrated
- ⇒ Language: Monolingual and Bilingual
- ⇒ Teaching: Single teacher (multigrade) and Various teachers
- ⇒ Attendance: In person and through Distance courses.

1.2.5. Chapter V. Formal education in the pre-school, primary and secondary levels.

This chapter contains the curricular structure of pre-university education. Beginning with article 10, dedicated to the pre-school level of education, up to article 12, the law determines which levels and cycles conform this structure and which objectives are established for each case. (See enclosed table)

* **Article 10.** *The pre-school level is initiated under the responsibility of the home. The National Education System has the obligation to promote*

CURRICULAR STRUCTURE OF THE NATIONAL EDUCATION SYSTEM



psychological-affective stimulation, as well as the stimulation of the senses, nutritional care and health care in the family. The state will offer at least one year of formal pre-school education, to prepare the students for the primary level of education.

- * **Article 11.** *The primary level is oriented to achieve the cognitive, affective and psycho-motor objectives in the students, through a de-graduated and flexible structure which will permit them to move forward at their own learning rhythm, without losing a year, until they reach the objectives of the level. The primary level, which will approximately last an average of eight years, is organised in three cycles:*

- ⇒ 1. *Cycle of Basic Learning Processes, mainly oriented to achieve basic abilities of comprehensive and reflective reading, verbal and written expression, and elementary mathematical reasoning.*

- ⇒ 2. *Cycle of Essential Learning Processes, mainly oriented to achieve objectives related to learning natural sciences, social sciences and the development of language, mathematics, plastic arts, musical arts and scenic arts..*

- ⇒ 3. *Cycle of Applied Learning Processes, destined to learning scientific-technological knowledge and elementary technical abilities in response to the basic needs of the natural and social environments.*

- ⇒ *In all three cycles, the symbolic codes belonging to the native cultures of the students will be assumed. The practice of manual abilities and the promotion of physical education will also be common to the three levels.*

- ⇒ *Once the student has learned what is defined in this level, he/she will receive the corresponding graduation certificate which allows him/her to begin to work and to continue studying in the following level.*

Article 12. *The secondary level includes two cycles which respond to personal learning rhythms, without the loss of a year, until the objectives of the level are reached:*

⇒ 1. *Cycle of Technological Learning Processes, aimed to achieve first degree technical abilities and knowledge, designed according to departmental and local development needs; as well as achieving more profound levels of cognitive, affective and psycho-motor development as specified in the objectives of the primary level. Once the objectives of this cycle are achieved, the student receives a Diploma of Basic Technician which allows him/her to work and to continue studying in the following cycle.*

⇒ 2. *Cycle of Differentiated Learning processes, organised in two options:*

* *Medium (Secondary) Technical Learning, planned according to the departmental and local development needs, and aimed to complete a second degree technical qualification. At its conclusion, the student receives the Technical Baccalaureate Diploma. The corresponding diploma will be granted by the District Education Director and it will mention the chosen option, which allows the student to enter the occupational market and continue technical training in the tertiary level of education.*

* *Scientific - Humanistic Learning, planned in coordination with the universities, and aimed to complete the scientific, humanistic and artistic training necessary to enter similar university careers. At its conclusion, the student receives the Humanistic Baccalaureate Diploma, granted by the District Education Director.*

Article 13. *The development of each of these areas, levels and modes will include permanent experimentation and the validation of its changes before they become generalised.*

1.2.6. Chapter VI. Higher education. (Articles 14 to 17). This chapter defines higher education, initial teacher training and in-service teacher training and updating, and how to conform the teaching staff of the Superior Normal Institutes for teacher training.

1.2.7. Technical and technological education. In its Article 18, the law deals with the creation of the National System of Technical and Technological Education (*SINETEC*):

...to norm the training of professional technicians and teachers of technical subjects, and the training for work, based on public and private technical institutes and centres in the agricultural, commercial, industrial and other areas...

1.2.8. Education of the Army and the National Police. Article 19. It is stated that the education systems of these institutions are part of the National Education System in its Superior level (Higher education).

1.2.9. Education in the universities. (Articles 20 to 22). The dispositions contained in these three articles have received opposition from the public, autonomous universities:

- * University of San Andrés. La Paz.
- * University of San Francisco Xavier. Sucre.
- * University of San Simón. Cochabamba.
- * University Gabriel René Moreno. Santa Cruz.
- * University Tomás Frías. Potosí.
- * University Juan Misael Saracho. Tarija.
- * Technical University of Oruro.
- * Technical University of Beni.
- * Technical University Siglo XX (Potosí).
- * University of Pando.

⇒ All of these universities conform the Bolivian University, coordinated by an Executive Committee (CEUB).

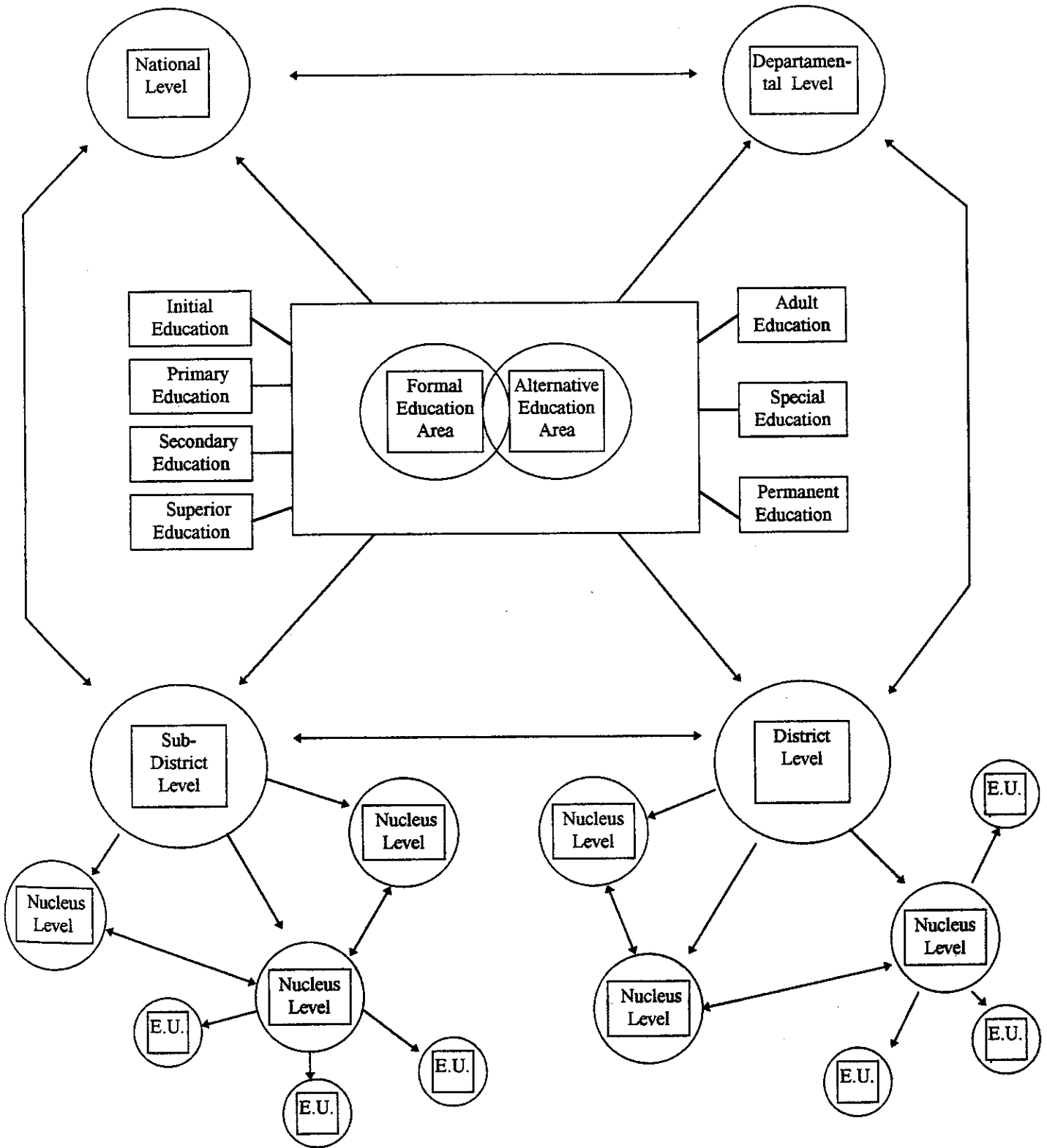
- ⇒ **Article 20** states that these universities, without damaging their autonomy, and in accordance with the state's Political Constitution, must be subject to a National Plan of University Development.
- ⇒ **Article 21** creates the *National Educational Quality Measurement and Verification System (SINAMED)*, which will be administered by the *National Council of Educational Quality Measurement and Verification (CONAMED)*. Both quality measurement and verification shall be applied to all the levels in the system. The article defines the structure and composition of the CONAMED.
- ⇒ **Article 22** states the objective of verifying and measuring the quality of all education institutions:
 - ⇒ ... *that these carry out their activities based on minimum standards of quality and efficiency in their education management.*
- ⇒ **Article 23** disposes the rules to be applied for titles for private universities.

1.2.10. Chapter VII. Alternative education. (Articles 24 to 28) This chapter defines alternative education (a term which replaces the former *non-formal education*) by its objectives:

- ⇒ ... *it will be oriented to complete a person's education and facilitate the access to education to those who, due to reasons of age or exceptional physical or mental conditions, were not able to initiate or conclude their studies in formal education.*
- ⇒ ... *it will include Adult Education, Permanent Education and Special Education.*

1.2.11. Chapter VIII. The Curricular Administration Structure. This new title refers to the structure in charge of managing education, a structure which has to be organised beginning with the education units (schools) up to the national level, always in relationship with the popular participation structure. This structure, besides

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guaranteeing the accomplishment of the highest function of the state, has the objective to plan, organise, orient and evaluate the educational process in all the areas, levels and modes of the system, facilitating and promoting popular participation in the whole educational process (Article 29).

1.2.12. Article 30. In the area of formal education, this structure comprises the national and departmental levels, the districts, sub-districts, the nuclei and the education units (see preceding table). In the area of alternative education, the organisation is disposed in three divisions (Adult Education, Special Education and Permanent Education) both at the national level and at the departmental level; although it also leaves open the possibility to be organised at the level of the districts and sub-districts, *if necessary*.

1.2.13. Article 31. Here it is established clearly that the *district level extends its jurisdiction to every municipal territory, where the total municipalities must form a sole jurisdiction of the Education System*. It also defines the nucleus and its characteristics:

Each nucleus constitutes a web of complementary services, conformed by a Central Unit with pre-school, primary and secondary education services, Sub-central Units with pre-school and primary education services, and, finally, in the rural areas, also Sectional Schools with pre-school education or, at least, the first two cycles of primary education. In the rural areas, the education nuclei will be organised taking into account the community's interests, culture, language and the possibilities of access; whilst in the cities they will be organised by neighbourhood or zones.

The other articles of this chapter contain concrete dispositions referred to diverse aspects:

- ⇒ The disposition for rural and urban education to be unified. (Art. 32)
- ⇒ The determination of who can occupy the posts of General, Departmental, District and Sub-district Director. (Art.33)

- ⇒ The determination of opening the teaching career to university graduates and superior technicians. (Art.34)
- ⇒ The determination of who can become Director of the Education Units and the School Nucleus. (Art.35)
- ⇒ The acknowledgement that the School Assemblies have the power to exercise social control over *the performance of the education authorities, directors and teaching staff*. (Art.36)
- ⇒ The disposition to reform the teacher's professional level scales and *to create new teaching and administration careers to stimulate the staff for their in-service training, performance and creativity, opening, thereby, the possibility of receiving acknowledgement for these concepts*. (Art.37)
- ⇒ The regulation of the teachers' constitutional right of immovability, making them subject to conditions normally recognised for other public service careers. (Art.38)
- ⇒ The acknowledgement of the teachers' right to form and be part of a union. (Art. 39).

1.2.14. Chapter VIII. The Technical - Pedagogical Services and Resource Management Structure. This is the last of the four structures of the Education System. In its **Article 40** it defines its objective: *to assure that the National Education System functions well, by offering technical - pedagogical support to the Curricular Administration structure through units specialised in different functions, and by efficiently administering the staff, the financial and material resources and the infrastructure in response to the curriculum objectives*. Each of the articles in the chapter contains concrete dispositions referred to the composition and functions of the structure:

- ⇒ It comprises the national, departmental, district and sub-district levels, with one Division for the technical - pedagogical support, and another for the resource management. (Art. 41)

- ⇒ *The Technical - pedagogical Services Division is in charge of the functions of curricular development, research, planning, evaluation, and others... Within this Division, the Body of Pedagogical Advisors is created in every District and Sub-district Directory to offer technical pedagogical support to directors and teachers of the school nuclei and establishments. The post of supervisor is eliminated. (Art. 42)*
- ⇒ *The Resource Management Division includes two offices: Personnel Office and Infrastructure and Estates Office. Both offices depend on the corresponding Education Directories at the national and departmental levels. At the district level, equivalent to the municipal jurisdiction, the Infrastructure and Estates Office will be dependent on the Municipality. (Art. 43)*
- ⇒ *The staff shall be technical and specialised, selected through competition. (Art.44).*
- ⇒ *The National General Treasury will cover all the expenses for this structure, in all its levels, except in the case of the district offices for infrastructure and estates, whose management shall be paid by the respective Municipal Treasuries. (Art. 45)*

1.2.15. Chapters X y XI. Education Financing. These two chapters are particularly important because they introduce radical modifications referred to the latter financing regime used in public education. However, and at the same time, the principle of free public education for all is maintained. *In consequence, and giving priority to primary education, the state attends the pre-school, primary and secondary levels, as well as the area of alternative education, of the public establishments of the National Education System and of those entities which would have subscribed an agreement with the state, with financial resource coming from the following sources: (Art.46)*

- ⇒ *The National General Treasury: for the pre-school, primary and secondary levels and for the area of alternative education, with funds destined to pay current*

expenditures of personnel services, for both teachers and administrative staff.
(Art. 47)

- ⇒ The Municipal Treasuries: for the *construction, replenishment and maintenance of the infrastructure, the furniture equipment and the didactic materials of the public education establishments in the pre-school, primary and secondary levels and in the area of alternative education under their jurisdiction.* (Arts. 48, 49 and 50). This is the most radical innovation. Traditionally, the National General Treasury (TGN) was in charge, in theory, of all the expenses. In practice, they were barely maintained by the Social Investment Fund (FIS). This change is based on the free transferral of the infrastructure, the equipment and the materials to the Municipalities, as disposed in the Popular Participation Law.²²
- ⇒ The Public Investment Budget. This rubric includes the Social Investment Fund (FIS) and other state funds, that fundamentally function based on international financial support. Supported by this budget, *and in extraordinary situations, the municipalities that need help will be able to resort to the state financing institutions which, according to their possibilities, will offer their support through public investment programmes, sustained by extraordinary resources...* (Art.50)
- ⇒ The State Centres and Institutions of National System of Technical and Technological Education (SINETEC) will be financed by the *National General Treasury and by voluntary donations from the private sector* (Art.51).
- ⇒ *The Superior Normal Institutes will be financed by the National General Treasury ...* (Art. 52).
- ⇒ **Article 53** deals with the financing of the public and autonomous universities. Its dispositions, in spite of having been passed as law, have been subject to long and never concluded negotiations between the universities and the government. They argue about the characteristics of the resources arising from co-participation in the national taxes, more specifically: as to whether these should be considered

²² Law 1551, Articles 13 and 14.

subsidies. They also argue against the fact that state subsidies should be subject to the results of the National University Development Plan. Finally, they argue against the existence of the CONAMED and the obligation of every university to be evaluated by this organism.

⇒ The public and autonomous universities are obliged to annually present the accounts of their expenses and income to the Congress, with a report for the General Comptroller of the Republic. *The legislative power, through its commissions, will have to faculty to act as a fiscal over these universities.* (Art.54).

1.2.16. General Dispositions.

Article 55. Declares that the text of the old Bolivian Code of Education, *reformed through the present law, is the Bolivian Code of Education referred to in Art. 184 of the Political Constitution of the State. It derogates all the laws, decrees and dispositions contrary to the present law.*

Article 56. Private education depends on the National Secretariat of Education.

Article 57. Determines the statutes of religious education.

1.2.17. Transitory Dispositions. They are contained in 10 articles numbered independently from the body of the law. Each refers to a specific matter, not related to the content of the other articles:

⇒ *To facilitate the changes necessary to comply with the present law, an educational reform will be developed through the simultaneous execution of two programmes, giving priority to primary education: the Transformation Programme and the Improvement Programme. The Improvement Programme will also attend secondary education in joint actions with the universities and the National Secretariat of Education.* (Art. 1)

- ⇒ *The Executive Power will regulate all aspects of the present law. (Art.2).*
- ⇒ Norms the re-inscription of all private institutions of the superior level. (Art.3)
- ⇒ Establishes a limit of three years time for the incorporation into the process of verification. (Art.4)
- ⇒ Norms the rearrangement of all inter-institutional education agreements. (Art.5)
- ⇒ Concedes a reasonable amount of time for the staff with hierarchical functions or with teaching functions in the Normal Schools to obtain the degree of “licenciatura” (BA). (Art.6)
- ⇒ Allows five years time for teachers who are exercising their profession to comply with the dispositions articles 35 and 38 of the present law; that is, to be have been trained at the superior level to become director of an education establishment or nucleus and to comply with the conditions of immovability.(Art.7)
- ⇒ Authorises the transitory designation of authorities for the Education System, *until a new regulation of the teacher’s professional level scales has been elaborated, according to merit competitions and competency exams.*(Art.8).
- ⇒ Disposes the creation of a *Mixed Committee to elaborate the new regulations of the Teacher Scales and the Offences and Sanctions Rules and Regulations.*(Art.9)
- ⇒ Authorises to maintain the Directors of the Nuclei and the Schools Units in their posts. *For their ratification or substitution, an evaluation, according to the new regulations, will have to be made.*(Art.10)

II The Regulation Decrees

The Regulation Decrees of the Educational Reform Law were proclaimed eight months after the law. This explains, in part, the slowness in the process of applying the Educational Reform in its first year, as the approval of these decrees was an indispensable condition for the external financing to initiate the disbursement process, centralised by the World Bank according to an explicit agreement between the government, the Interamerican Development Bank, the donating countries and the World Bank itself. However, the multiple obligations of the Executive Power delayed this process; a process which received a broad compensation because the decrees became the object of personal and meticulous revision in the highest levels of the government.

First, on 1 February 1995, four fundamental decrees were approved, because each regulates one of the four structures of the National Education System. These are:

- ⇒ Supreme Decree No. 23949, which regulates the Popular Participation Structure.
- ⇒ Supreme Decree No. 23950, which regulates the Curricular Organisation Structure.
- ⇒ Supreme Decree No. 23951, which regulates the Curricular Administration Structure.
- ⇒ Supreme Decree No. 23952, which regulates the Technical Pedagogical Services and Resource Management Structure.

Later, on 24 February, the last legal instrument was approved:

- ⇒ Supreme Decree No. 23968, which regulates the careers in Public Education Service.

What follows is a brief summary of the contents of each of the Regulation Decrees mentioned.²³

2.1 Supreme Decree No. 23949, which regulates the Popular Participation Structure.

The Decree clearly distinguishes the faculties of the Assemblies from those of the Councils. While the Assemblies are *base* organisms, the Councils have a more representative nature, close to the highest state decision levels.

2.1.1. Nature and Attributions of the Assemblies.

The Assemblies are only the *School Assemblies, Nucleus Assemblies, District Assemblies and Sub-district Assemblies*. They are *base organisms, with direct participation of the interested parties in the decisions referred to education management in the corresponding level*. In consequence, they have enjoy ample and varied attributions directly related to education management, which are truly innovative in the Bolivian and Latin American contexts (See Tittle II of the Decree). These are:

- * *To permanently evaluate the quality of the educational service.*
- * *To state the community's, neighbourhood's or district's demands and expectations referred to schools and to education, as well as those referred to their learning needs, to orient and support the development of all educational actions executed under their jurisdiction and to propose complementary norms which respond to the local characteristics.*
- * *To approve and intervene in the formulation and execution of the annual education project and its budget, together with the education authorities and the teachers.*
- * *To control attendance and performance of directors, teachers and administrative personnel of the corresponding level.*

²³ The complete text of the Regulations of the Supreme Decrees is included in the Annex.

- * *To guarantee the maintenance and good use of the infrastructure and furniture which exists in the Education Unit and the Nucleus's Centre of Pedagogical Resources.*
- * *To control the administration of all the resources which the school receives, particularly those provided by the state.*
- * *To assess the activities and results each year and to approve the reports, balances and inventories presented by the Directory of the corresponding level. Given the case that these are not approved, the Education Assembly's determination will be communicated to the director of the immediately superior level to be researched and to initiate the corresponding administrative process. In case of approval, the performance reports, on teachers, administrative staff and service staff, balances and inventories will be signed by the education authorities and the representative of the School Assembly. The teacher and director assessment shall result in a proposal of ratifying or removing the teacher and/or director.*
- * *To approve the agreements established by the authorities with other organisms and institutions that work in their jurisdiction.*
- * *To support the development of curricular and extracurricular activities.*
- * *To solicit from the Municipality, through the OTB's and their associations and the respective Vigilance Committees, the canalisation of resources for the infrastructure and equipment of the Education Units and the Centre of Pedagogical Resources.*
- * *When it were required, to solicit support and information from the Pedagogical Advisors, teachers, and education authorities to improve the performance of their functions.*
- * *To define their internal organisation according to their needs and social-cultural practices, and to designate a representative for the popular participation organism of the immediately superior level.*
- * *To ask the superior education authority to carry out the administrative process necessary in case of grave faults committed by teachers or directors.*

In the government-teachers' union conflict of 1995, the teachers' union organisations obtained, from the Ministry of Human Development, the incorporation of one teacher in the composition of each of the Assemblies. However, the Modifying Law which would assume this compromise has not been approved by the H. National Congress.

2.1.2. Nature and Attributions of the Councils.

As can easily be assumed from their name, differently from the Assemblies, the Councils have a consultative nature²⁴ and, therefore, lack the faculty to decide. The *Departmental Education Councils*, the *Native Peoples Education Councils*, the *National Education Council* and the *National Education Congress* (See Title III of the Decree) belong to this type of participation organisations. The common attributions of these organisms are the following:

- * *To give the education authorities advice in the formulation of education policies for their territory.*
- * *To ensure that basic norms, established for the Education System to function, are complied with, and to control the correct development of all the educational actions executed within their jurisdiction.*
- * *To receive and offer opinions on the annual reports prepared by the directors of the corresponding level and on the way the education system is functioning within their jurisdiction.*
- * *To support the development of curricular and extracurricular activities planned in the corresponding area.*
- * *To define their internal organisation.*

²⁴ Council (in Spanish, Consejo and not Concejo), comes from the Latin *consiliare*, means giving advice, it refers to the organisms which only have the capacity to give advice. A similar term in Spanish, is "Concejo" which refers to organisms with faculties of deliberation and decision.

Besides the common faculties, the Native Peoples Councils have some specific attributions which are worth considering, as interculturalism is the other great pillar of the Educational Reform. These are:

- * *To participate in the formulation of national educational, linguistic and cultural policies, and particularly in those that directly involve the members of the native group which they represent.*
- * *To ensure the adequate execution of the district, departmental and national education policies, particularly in reference to interculturalism and bilingual education and teacher training in the Bilingual Superior Institutes.*
- * *To coordinate the development of educational activities that involve the members of the native group they represent with the assemblies and education authorities of the nucleus, sub-district and district levels, and with the H. Municipal Councils, the Vigilance Committees and the OTB Associations.*
- * *To ensure the positive development of all educational activities carried out with members of the native group which they represent, for which they can establish agreements with other organism and institutions.*
- * *To nominate one of their members as representative before the National Council of Education. (The Departmental Councils also have this faculty).*

The National Education Council (CONED) has three specific functions, besides the common functions established for all councils. These are:

- * *To promote and organise campaigns, meetings and events to assure the permanent improvement of Bolivian education in the perspective of the construction of consensus.*
- * *To convoke ordinary National Education Congresses every five years, and extraordinary ones when necessary, to participatively follow the educational process.*

- * *To invite various renown professionals of the economic, social, cultural, scientific-technological and political areas to offer their opinions on and orientations for education.*

As a consequence of the same labour conflict of 1995, the national organisations of teacher unions were able to double their level of representation in the Departmental Councils and the National Council of Education. However, the corresponding Modifying Law has not yet been voted in the H. National Congress.

2.1.3. The National Education Congress.

The National Education Congress shall be the highest entity of popular participation, of consultative nature, in the education system, which will join representatives of all society sectors to examine the development and progress of National Education. (See Chapter V of the Decree). Its specific functions are:

- * *To be keep itself informed on the development of national education.*
- * *To analyse the country's problems in education.*
- * *To evaluate the development of national education in the preceding time, in all its areas, levels and modes.*
- * *To give recommendations to orient the development of national education.*
- * *To propose education policy guidelines.*
- * *To suggest modifications of the Code.*

The Congress will be organised in commissions to analyse the national educational problematic and will approach the most important and highlighted themes of which the decree makes a tentative list.

The Supreme Decree 23949 ends with a series of recommendations and dispositions directed to the diverse education authorities, at all levels, so that these should always take into account the popular participation organisms in education.

2.2 Supreme Decree No. 23950, which regulates the Curricular Organisation Structure.

This regulation decree is the longest of the five regulation decrees and, no doubt, the most important. It begins with a series of *General Dispositions*, where the *structure* of organisation of the curriculum is repeated as it appears in the law, with some broader clarifications. (Chapter I).

2.2.1. The Curriculum.

Immediately after the above, the decree deals with the *curriculum* (Chapter II), defining its orientation:

The curriculum of Bolivian education is oriented to satisfy the basic learning needs of the diverse types of students which the system attends in each of its areas, levels, cycles and modes.

This orientation establishes clearly the principle that education is to attend the satisfaction of *basic learning needs*. To this end, the curriculum must be constructed on the basis of a national “*common trunk*” (common core) , with an *intercultural* perspective, from which the local and departmental *complementary branches* would be lifted, taking into account the ecological, ethnic, social-cultural, social-economic and social-linguistic particularities of each department and municipality. At the same time, the *personal learning rhythms* of the students must be respected. Therefore, the contents of the programmes of study *must be organised into curricular areas that integrate and relate contents of diverse subjects and not into isolated subjects*.

The national curriculum is *bilingual for the entire education system, beginning with its application in primary education, to gradually and progressively advance in the whole system... mainly in the districts and nuclei where the children speak a native language and require that their education is given in a language different to Spanish.*

Bilingual education seeks to *preserve and develop the native languages as well as to universalise the use of Spanish or Castilian.* These objectives require the intensive use of first and second language methodologies, both at an oral and a written level.

In the case of the monolingual Spanish-speaking students, *the National Secretariat of Education is in charge of stimulating their interest for the native languages of the country... for which a national plan of action shall be elaborated for every two years.*

Taking into account all of these considerations, the construction of the departmental and local complementary branches, as well as the process of defining the common core through various applications, analyses and revisions, will have to be realised through ascending processes. From the Nucleus to the District, from the District to the Department and from this level to the national level, always beginning with a contextualised analysis of the basic learning needs. This immense and permanently renovating job must be technically supported by the Technical - Pedagogical Service Units, under the responsibility of the corresponding authorities.

2.2.2. Formal Education.

Title II is entirely devoted to Formal Education, which, no doubt, occupies the centre of activities of any education system.

First (Chapter III), it is disposed that *the contents of the programmes of studies for the pre-school, primary and secondary levels are to be expressed in terms of competencies to be acquired and developed by the students. The term competency is to be understood as knowing how to do something... The programmes of study will be conformed by cognitive-*

process competencies... and by transversal competencies referred to socially relevant problems which need to be addressed from a personal and a collective position, to contribute, in this way, to the personal and social development of the students... The transversal competencies of the curriculum are grouped in competencies oriented to human development and those oriented to sustainable development...

Later (Chapters IV to VI), the different levels of the structure are approached, emphasising the objectives of each level and the peculiarities of their development both in the cities and the rural areas of the country. All of these points are useful and give particular orientations for the teachers on all the dispositions contained and clearly stated in the law. Something especially useful are the methodological orientations prepared from the perspective of the construction of knowledge, where the promotion of values and the consequent attitudes and habits are permanently emphasised.

Chapter VII, dedicated to Superior Education, does not deal with proper curricular matters; on the contrary, it provides specific norms referred to academic diplomas, the requirements to apply for a BA (licenciatura) and a Superior Technical degree, the dependency of the private universities from the National Secretariat of Education, the need for private universities to be backed up by foundations and, finally, the dependency of the SINETEC (National System of Technical Education) from the Sub-secretariat of Superior, Scientific and Technological Education.

2.2.3. Alternative Education.

Title III is dedicated to Alternative Education. In its General Dispositions (Chapter X), the decree defines Alternative Education as *a supplementary and a complementary area for formal education... for the attention of every person who, due to diverse reasons, was not able to initiate or complete his/her schooling* (Article 58).

This conception conditions the organisation of the curriculum and the learning plans for Alternative Education which, *above all, in its Adult Education and Special Education*

Modes, is regulated in general terms, by the stipulations made for Primary Education, Secondary Education and Technical Education within Formal Education, except for the adaptations that may be necessary in terms of contents, duration of the cycles and methodology, according to the interests, ages and social-economic and social-cultural characteristics of the population attending Adult Education. (Article 60).

Within this conceptual framework, it is highly significant that the objectives, contents and methodology of the programmes of Alternative Education are defined by the beneficiaries and the executing organisations... in correspondence with the needs of the participants and the specific situations and social-economic and social-cultural contexts in which they are developed ... (Article 63).

These norms aim to directly involve the community and, particularly, the beneficiaries in the management of Alternative Education. For this reason, the decree gives the Municipality the responsibilities referred to infrastructure and equipment, as was required by the Territorial Base Organisations (OTB's) and the School, Nucleus and District Assemblies, with Popular Participation resources and specific financing product of special agreements or conventions with private institutions and international organisms that wish to add their effort to this task.

Chapter IX is dedicated to Adult Education. Among its dispositions, besides its characteristics (intercultural, bilingual, open, flexible and participative) we must highlight the *Juvenile Alternative Education (EJA)* modality, for adolescents who were unable to go past the level of primary education and who, due to social and economic reasons, will not be able to access secondary education. In this context, EJA seeks, in two years of intensive and dual (school-work) education, to train them for a productive and satisfactory life. Adult Education also includes Literacy and Post-literacy Adult Programmes, organised to attend *the illiterate population, over 15 years old, in the use of reading and writing of the mother tongue, so as to stimulate the appropriation and use of these instruments to learn on their own.* The literacy programmes for adults must also include in their curricular design ... the

acquisition of communication competencies in Spanish as a second language, both in the oral and the written form.

The literacy and post-literacy programmes and projects are articulated with the integral development projects formulated by the OTB's, with funding coming from Popular Participation, for the regions and micro-regions.

Chapter X norms the activities which can be considered part of **Permanent Education**. Within this group of norms, we must highlight the norm contained in Article 82:

The criteria to formulate the programmes for Permanent Education must respond to family, community, micro-regional and national diagnoses, elaborated participatively with the interested parties.

Chapter XI refers to **Special Education**. The first thing that catches our attention is that *the special education of students that do not present high problem difficulties shall be developed integrating them into the regular education units of the system, under the permanent orientation of the correspondingly qualified staff*. (Article 85).

On the contrary, in the case of *children and adolescents with severe or profound deficiencies, that affect them intellectually, physically-biologically and/or socially, they are entrusted to specialised institutions, both public and private, that function according to the norms which the Sub-secretariat of Alternative Education would elaborate to this effect*. (Article 87).

2.2.4. Curricular Management.

The entire Title IV is dedicated to themes relative to Curricular Management:

- * **Pedagogical Organisation.** (Chapter XII) This is where the *teacher workshops* must be emphasised in relation to the transformation of the teacher's role. It also

covers themes such as the reconfiguration of the classroom, the diversification of learning spaces, the new atmosphere and organisation of the children into working groups, the encouragement to develop continuous and permanent learning processes through an active pedagogy and, finally, *the development of higher mental processes in the students, to initiate a process of reflection upon their own learning*. Useful recommendations are given in reference to the *learning corners, the classroom library* and other organisation resources. It also includes the norms which will orient the de-graduation and organisation of the new school in cycles and, therefore, deals with matters relative to single-teacher schools (multigrade) and common schools with various teachers for various grades, the working groups or *level groups*, the way to work with highly advanced students, etc. Lastly, the decree offers clear orientations referred to how the calendar and schedule of learning activities are to be organised, based on a fixed term of 30 hours of school work per week, *in one or two daily sessions, according to the infrastructure facilities*.

- * **Educational Projects.** (Chapters XIII to XV) The first of the three chapters defines the educational project as *the budget-project that takes into account the educational proposals of the community or the neighbourhood and the nucleus, which are formulated based on the identification of the basic learning needs of a specific community*. It establishes that there are two types of Educational Projects: of the Unit and of the Nucleus. Chapter XIV deals with the Educational Project of the Unit, emphasising the *pedagogical* nature of this project, which, when it has been well elaborated and followed, makes it unnecessary to use any other educational planning method for this level. Chapter XV, deals with the Educational Project of the Nucleus, which is *elaborated based on the educational projects of the education units and based on the consensus of what is planned in them*. The organisation of the Pedagogical Resources Centre of the nucleus is essential to offer technical support to all the members of the web which conforms the nucleus.

2.2.5. General Evaluation Norms.

The decree ends with three conceptual themes, functionally related to curriculum development evaluation: the evaluation of the learning process (Chapter XVI), student promotion (Chapter XVII) and the measurement of educational quality (Chapter XVIII).

In reference to evaluation, we must highlight the new concept of evaluation as *pedagogical support both for the teacher and the student*. Based on this new approach, evaluation must be *qualitative, global, permanent and formative*.

Student promotion shall be regulated by three criteria:

- * *basic criteria*: the achievement of the competencies corresponding to a cycle.
- * *relative criteria*: the achievement of the competencies which are considered priorities and in the process of achieving complementary competencies, for which it is suggested to provide special support.
- * *flexibility criteria*: additional time or the service of the special assistance classroom is offered when the priority competencies are not achieved; after this time the student is promoted based on the basic or the relative criteria.

Thereby, promotion is oriented to avoid the *loss of a year*. In other words, all the students must be promoted following the first, second or third criteria.

In reference to the measurement of educational quality, Chapter XVIII regulates the creation and functioning mode of the Educational Quality Measurement System (SIMECAL).

Supreme Decree No. 23950 ends with Chapter XIX, dedicated to a series of general and transitory dispositions.

2.3. Supreme Decree No. 23951, which regulates the Curricular Administration Structure.

This decree is eminently functional, as it only contains the description of the functions of those responsible for the different levels of the Education System: Central level, Departmental level, District level, Sub-district level, Education Nucleus level and Education Unit level. It is a brief document, that is self-explanatory, and can not be summarised or condensed. Therefore, we recommend reading it.

Nonetheless, it is necessary to emphasise the essence of this structure, as it is defined in Article 1 of the Decree:

The Curricular Administration Structure constitutes the line of authority within the National Education System, as its objectives, specified by the Code of Education, are to guarantee the execution of the highest function of the state, by generating an adequate environment and the appropriate conditions for all the actors in education to achieve their objectives efficiently, and, to plan, organise, orient and evaluate the educational process in all the areas, levels and modes of the system, facilitating and promoting popular participation in the entire educational process.

We must note, therefore, that the *line of authority* is in charge and assumes the *responsibility*. In consequence, in the following structure, called Technical - Pedagogical Services and Resource Management, we must only see *technical capacity*, which supports the line of authority technically, but does not assume any administrative authority.

2.4. Supreme Decree No. 23952, which regulates the Technical-Pedagogical Services and Resource Management Structure.

What was stated for the latter structure also applies to this one. It is an even briefer document, where the two divisions are established: the first of Technical-Pedagogical

Services and the second of Resource Management. The decree repeats the norms already stated in the law and only regulates the functions and attributions of each of the Divisions in their respective units at the Central level, Departmental level and the District level. Likewise, we believe it is sufficient to read the document as it is self-explanatory.

However, it is convenient to note that the National Technical-Pedagogical Services Unit is conformed by five departments:

- * Curriculum Development.
- * Institutional Planning and Development.
- * Research.
- * Evaluation.
- * Teacher Training.

On the other hand, the National Resource Management Unit has two departments:

- * Management of Human Resources.
- * Management of Financial and Material Resources.

The Departmental Technical-Pedagogical Services Units, with similar functions as those of the National Unit, are organised in three departments:

- * Curricular development and Teacher training.
- * Institutional Planning and Development.
- * Research and Evaluation.

The Departmental Resource Management Units conserve the same two departments of the National Unit.

The District Technical-Pedagogical Services and Resource Management Units conform a single multidisciplinary team.

2.5. Supreme Decree No. 23968, which regulates the careers in the Public Education Service.

This decree, proclaimed more than three weeks after the first four, deserved this delay due to the complexity of its norms referred to the problem of financing personal services, which, as is natural, can only be provided by the National General Treasury, without counting on any external support. Therefore, what should have been a regulation of the careers with the corresponding teacher scales, reward scales and salary stimuli, was reduced to a regulation of the careers and professional levels without the necessary financial support and analysis of the scales, leaving aside the definition of the teacher scales for a future regulation.

In spite of these difficulties, the decree complies with the objective of introducing a new concept in the development of the careers, because, traditionally, it had only taken into account the variable time, that is, how long a person had worked to determine their position in the scales. Whereas, after this decree, other variables will also have to be considered, such as, teacher training and professional upgrading. This and other changes, related to a differentiation between the teaching career and the administrative career, to a new mode of hiring personnel, to an evaluation of their professional performance and to a new mode of acknowledging their services, justify the proclamation of this decree.

What follows is an extract of the most significant norms of the decree:

⇒ **What is the Career:** *Career, whether it be teaching or administrative, shall be understood as the constant process of improving the professional or working performance of a teacher or administrator in the public education service, according to the norms established in the present decree. (Article 3)*

⇒ **A single post for each person:** *One person cannot carry out administrative functions with teacher items or vice-versa. (Article 4)*

- ⇒ **Belonging to the Teaching Career:** *...are the classroom teachers and the directors of the education units or the nucleus... (Article 7) The rest of the personnel belongs to the Administrative Career.*
- ⇒ **The process of hiring the personnel for the teaching career for the public educational units will be carried out by the District Directors... according to the demands in each education unit and in response to the number of matriculated students... (Article 10)**
- ⇒ **In the case of necessity and with a previous competency examination, secondary level graduates will be able to enter the Teaching Career, when there are no teachers graduated from normal schools or other professionals, or when, for a specific cycle, there is no teacher who speaks the language of the community. Preference will be given to the Pedagogical Baccalaureates (Article 11). The people qualified through experience or who have learned an occupation and manual abilities by exercising their profession, and who are, at least, secondary level graduates, will be able to enter the teaching career, with a previous competency exam, to develop the diversified branches of the curriculum and for special courses within alternative education. (Article 12).**
- ⇒ **The Teaching Career depends on the constant improvement in Permanent Updating and Professional Training ... (Article 14).**
- ⇒ **Permanent Updating is organised in Promotion Levels; consisting in as many as the teacher can reach before his/her retirement. To reach a promotion from an certain level, the teachers are obliged to take a theoretical and practical exam every five years, to accredit their professional capacity... (Article 15).**
- ⇒ **The Professional Degrees, within which the Updating Levels are applied, are the following:**

- * **Pre-Grade:** *Pedagogical Baccalaureate, Humanities Baccalaureate or Technical Baccalaureate.*
- * **First Grade:** *Teacher (Normal School) or Superior Technician.*

* *Second Grade: BA in Education (Licenciatura) or in the subject taught (Article 16)*

⇒ *The Teacher Salary will be fixed per hourly work in the classroom or its equivalent in professional work in the area of Alternative Education.(Article 19).*

⇒ *Education is a public service where the continuity and regularity of the educational activities are essential to reach the objectives qualitatively and with equity. The strikes and absences not justified by the rules of Public Education Services, will not be remunerated nor will they be subject to compensations of any other nature.(Article 23).*

⇒ *The Popular Participation organisms, especially the School Assembly, will control the teacher's regular attendance, according to the approved calendar, and the teacher's positive professional performance and good conduct. (Article 27).*

⇒ *Belonging to the Administrative Career of the Public Education Service, as public functionaries, are :*

1. *The General Director, the directors of the department, the district and the sub-district, the directors of the Superior Institutes, Academic Directors and Career Directors.*
2. *The functionaries within Technical-Pedagogical Services and Pedagogical Advisors, as well as those working in Resource Management at all levels.*
3. *The support and service staff within the National Secretariat of Education, the Departmental Directorates, and the District and Sub-district Directorates.*
4. *The support and service staff of the educational units and of the nucleus.*

(Article 34)

⇒ *The salary for the administrative functionaries within Public Education Service, dealt with according to the years they have worked and other variables, will be structured according to the Regulations for Public Functionaries.*

2.b. Progress of the Educational Reform since its approval to the present moment

Although it was proclaimed on 7 July 1994, the Educational Reform Law was not actually executed until after the Regulation Decrees were proclaimed in February 1995.

2.b.1. Progresses in 1995.

Only after the second semester of 1995, did the Transformation Programme begin with the Curricular Organisation Structure, through the selection of 311 nuclei in the whole country. Nonetheless, since 1994 the preparation of the learning modules for the first cycle of the primary level had already begun, and their production and edition was finished in 1995. The process of thematically selecting, bidding and finally buying the books for the first part of the School Libraries was also developed entirely, resulting in a purchase of 6,402,200 international and national books which were distributed between June and December of the following year, 1996. The second process, which consisted of a national recompilation of literature for children and teachers and a bidding process for the production of those selected thematically, and which was delayed in its execution, reaches 2,066,200 Bolivian books and will be developed this year, 1997.

In 1995 the application of changes in the Curricular Administration Structure also began. The unification of urban and rural education was initiated and a large national contest was convoked for the selection of the General Director of Education and the Departmental and District Directors. This initiated the decentralisation process.

In the Technical-Pedagogical Services and Resource Management Structure the National Units were organised in La Paz. These units worked intensely to develop the preparation of those actions whose results were visible at the end of 1995 and during 1996.

The Popular Participation Structure was the structure which advanced less in 1994 and 1995, because an essential condition of its development was to begin with the organisation of the first nuclei, which were only opened in 1995.

A report elaborated by the Educational Reform Support and Monitoring Unit, dated 30 September of 1995, showed that only 18.45% of the budget had been executed after three quarters of the fiscal year had passed. This is a clear sign that the execution and development of the reform were very slow in 1995, due to the causes explained above, particularly the delay in the approval of the Regulation Decrees and the disbursement process of the resources by the financing agencies.

2.b.2. Reform Progress in 1996

Due to the slowness of the execution of the reform in its first year, it was sought to give the Educational Reform a managerial impulse starting in October 1995.

An Evaluation Mission of the World Bank, the Interamerican Development Bank, with representatives from Holland, Sweden, Germany, France and the PNUD and UNICEF, stayed in La Paz from 23 September to 4 October of 1996. The Mission's report states:

The Mission sees with satisfaction that the application of the recommendations of the Annual Revision Mission of October 1995, referred to restructuring the Reform's support and monitoring organisms, have produced extremely positive changes in the Reform's execution, support and monitoring processes. Effectively, the deficiencies that had produced delays in the execution of the Reform, have

*virtually been overcome and it is possible to observe effective management and an efficient structure.*²⁵

There has been progress in various aspects related to equipment, training of personnel, administrative reforms and others. Proceeding in order, in the next section we will see, in the first place, what information the National Secretariat of Education gives the country about the progress of the Reform in 1996.

2.b.2. Educational Reform. What was done in 1996?²⁶

Transformation Programme

The main actions and results in 1996 were:

- Installation of the Transformation Programme in 351 nuclei (2,262 education units) in the whole country and consolidation of the selected nuclei.
- Introduction of the first two Language and Mathematics Modules in the classrooms, reaching 60,000 students of the first level, of the first cycle (primary).
- Nomination and appointment of 491 Pedagogical Advisors. Training of 315 new pedagogical advisors that initiate their work in 1997. In-service training of 2,217 teachers (first year of the primary level) in the classroom, by the pedagogical advisors.
- Introduction of 25,000 Language and Mathematics Guides, and 25,000 Expression and Creativity Manuals for teachers within the Transformation Programme.
- 150 District Directors trained in Pedagogical Organisation, Curricular Management and Pedagogical Projects.

²⁵ Memory Aid of the Mission. Executive Summary, 3.

²⁶ Source: National Secretariat of Education.

Improvement Programme

The main activities carried out during 1996 were:

*** Distribution of materials**

- School Libraries: First Phase, delivered to 1,978 schools in 12 cities, (9 department capitals, El Alto, Quillacollo and Montero). Second Phase, delivered to 11,132 school units in rural zones.
- 85,000 Didactic Guides on Mathematics and Language for teachers in exercise.
- Bilingual Education Texts for the Intercultural Bilingual Education Programme (PEIB) for 35,000 students from 1st to 5th year of the primary level.
- 80,000 texts for the PEIB schools and multigrade schools and 1,560 Guides for teachers.
- 100,000 Manuals on Silent Sustained Reading.
- 84,430 Regulations on School Evaluation.
- 64,250 Manuals on Reading and Writing in native languages for teachers in exercise.
- 50,000 Documents on Pedagogical Organisation distributed in the 270 School Districts.
- Journal "El Maestro", numbers 4 and 5, distributed to 85,000 in-service teachers.

*** In-service Training**

- 120 Diffusion Conferences on the most important topics of the Educational Reform in capital and intermediate cities, with the participation of 40,000 teachers.
- 115 in-service training workshops in urban schools with the participation of 3,500 teachers.

- 2,000 teachers in the rural area, trained in Language and Mathematics; 60 teachers of the amazon, oriental and chaqueña regions, trained in the production of materials; in-service training 7,000 teachers who belong to the Multigrade Education Programme and the Intercultural Bilingual Education Programme.
- 375 Education Unit Directors of El Alto, La Paz, Cochabamba and Chuquisaca trained in-service.
- 180 technicians of the Technical Departmental Units of Education, trained in-service in specialised areas.

INFORMATION DETAILED BY DEPARTMENTS 1996

**Department of Pando
Transformation Programme**

Provinces	5
Municipal Districts	16
Pre-School Matriculation	793
Primary School Matriculation	10,751
Secondary School Matriculation	750
Nuclei in Transformation	16
Central Education Units	16
Sectional Education Units	82
Pedagogical Advisors of the Nuclei	16
Pedagogical Advisors of the District	2
Reinforcement Courses for Pedagogical Advisors in 1996	2
FIS-96 PROJECTS	7

**Department of Beni
Transformation Programme**

Provinces	8
Municipal Districts	18
Pre-School Matriculation	9,182
Primary School Matriculation	94,100
Secondary School Matriculation	15,058
Nuclei in Transformation	18
Central Education Units	18
Sectional Education Units	114
Pedagogical Advisors of the Nuclei	20
Pedagogical Advisors of the District	15
Reinforcement Courses for Pedagogical Advisors in 1996	2
FIS-96 PROJECTS	12

**Department of Potosí
Transformation Programme**

Provinces	16
Municipal Districts	19
Pre-School Matriculation	28,030
Primary School Matriculation	138,739
Secondary School Matriculation	23,852
Nuclei in Transformation	40
Central Education Units	40
Sectional Education Units	245
Pedagogical Advisors of the Nuclei	40
Pedagogical Advisors of the District	13
Reinforcement Courses for Pedagogical Advisors in 1996	2
FIS-96 PROJECTS	46

**Department of Oruro
Transformation Programme**

Provinces	16
Municipal Districts	19
Pre-School Matriculation	7,181
Primary School Matriculation	75,023
Secondary School Matriculation	21,501
Nuclei in Transformation	19
Central Education Units	19
Sectional Education Units	127
Pedagogical Advisors of the Nuclei	19
Pedagogical Advisors of the District	10
Reinforcement Courses for Pedagogical Advisors in 1996	2
FIS-96 PROJECTS	39

**Department of Tarija
Transformation Programme**

Provinces	6
Municipal Districts	19
Pre-School Matriculation	9,168
Primary School Matriculation	65,121
Secondary School Matriculation	11,842
Nuclei in Transformation	19
Central Education Units	19
Sectional Education Units	124
Pedagogical Advisors of the Nuclei	19
Pedagogical Advisors of the District	11
Reinforcement Courses for Pedagogical Advisors in 1996	2
FIS-96 PROJECTS	19

**Department of Cochabamba
Transformation Programme**

Provinces	16
Municipal Districts	67
Pre-School Matriculation	27,942
Primary School Matriculation	275,845
Secondary School Matriculation	59,016
Nuclei in Transformation	68
Central Education Units	68
Sectional Education Units	451
Pedagogical Advisors of the Nuclei	72
Pedagogical Advisors of the District	10
Reinforcement Courses for Pedagogical Advisors in 1996	2
FIS-96 PROJECTS	82

**Department of Chuquisaca
Transformation Programme**

Provinces	10
Municipal Districts	29
Pre-School Matriculation	7,252
Primary School Matriculation	102,488
Secondary School Matriculation	15,136
Nuclei in Transformation	30
Central Education Units	30
Sectional Education Units	207
Pedagogical Advisors of the Nuclei	38
Pedagogical Advisors of the District	34
Reinforcement Courses for Pedagogical Advisors in 1996	2
FIS-96 PROJECTS	23

**Department of Santa Cruz
Transformation Programme**

Provinces	15
Municipal Districts	59
Pre-School Matriculation	34,590
Primary School Matriculation	342,531
Secondary School Matriculation	60,593
Nuclei in Transformation	59
Central Education Units	59
Sectional Education Units	416
Pedagogical Advisors of the Nuclei	61
Pedagogical Advisors of the District	11
Reinforcement Courses for Pedagogical Advisors in 1996	2
FIS-96 PROJECTS	44

**Department of La Paz
Transformation Programme**

Provinces	20
Municipal Districts	82
Pre-School Matriculation	37,227
Primary School Matriculation	394,992
Secondary School Matriculation	83,397
Nuclei in Transformation	82
Central Education Units	82
Sectional Education Units	496
Pedagogical Advisors of the Nuclei	91
Pedagogical Advisors of the District	8
Reinforcement Courses for Pedagogical Advisors in 1996	2
FIS-96 PROJECTS	36

PROGRESS OF THE EDUCATIONAL REFORM. NATIONAL DATA 1996

Municipal Districts	328
Pre-School Matriculation	161,365
Primary School Matriculation	1,499,590
Secondary School Matriculation	297,145
Nuclei in Transformation	351
Central Education Units	351
Sectional Education Units	2,262
Pedagogical Advisors of the Nuclei	376
Pedagogical Advisors of the District	114
Reinforcement Courses for Pedagogical Advisors in 1996	18

DISTRIBUTION OF MATERIALS

Total of Libraries (Amount of books distributed)	5,000,000
FIS 96 projects	308

Institutional Transformation

The Educational Reform also includes a transformation programme of the institutional structure of the Education System. In this area, during 1996, the following activities were achieved:

- The Educational Reform Programme depends on the Sub-secretariat of Pre-school, Primary and Secondary Education.
- Administrative Decentralisation of the National Education System (SEN), nomination of Departmental and District Directors.
- Evaluation of the Academic-Institutional Transformation Projects for Normal Schools.
- Distribution of the School Assembly Conformation Guides.
- Elaboration of Annual Operative Plans in the District and Departmental levels.
- Conformation of 1,751 School Assemblies, 174 Nucleus Assemblies and 2 District Assemblies.
- In-service training for 272 District Directors in Administration matters and 106 District Directors in School Management and Pedagogical Support.
- Implementation of the Educational Information System; providing statistic information of the country and by departments.

2.b.3. A critical view of the Reform's state of progress

Although there is abundant information, the National Secretariat of Education does not inform about the *state of progress* of the Educational Reform; this is, in what proportion of the totality of its goals, has the Reform advanced or progressed? Without having access to a re-programming plan of the Reform's activities, a plan that does not exist, we could not establish the state of progress, particularly as it would be independent of the Secretariat's criteria. However, it is helpful to take into account that, based on the original programme, it

was expected to cover the totality of nuclei and cycles of the primary level with the Transformation Programme in 7 years. If, at the end of 1996, only 351 nuclei were covered in their first and second year of the first primary cycle, then it can be asserted that the coverage of another 1,500 nuclei, and of the totality of the nuclei in their three cycles of approximately 8 years, is still pending.

Seen from this angle, currently 19.5% of the nuclei have been covered, and within this proportion of nuclei, only 25% of the students have been affected by the transformation programme. For these 351 nuclei to reach the totality of their students, they will require, at least, 6 more years... and 2 years have already passed since the law was approved. In other words, the first nuclei are already one year behind their original programming schedule.

On the other hand, the 500 nuclei which the Secretariat of Education intends to incorporate in the year 1997, should take 8 years for their complete development; that is, until the year 2004.

If in 1998, another 500 nuclei are incorporated, these would finish their process and reach total coverage in the year 2005.

Finally, the almost 500 remaining nuclei would finish their process in the year 2006.

With these facts, we can assert that the application of the Reform, in its most important programme, the Transformation Programme, is three years delayed as a consequence of the following factors, among other less important ones:

1. Delay in the approval of the Regulation Decrees (eight months).
2. Delay in the final approval of the disbursements (one year).
3. Delay in opening the 500 nuclei that will enter the Reform in 1997 (one year) .
4. Delay in the organisation programme for popular participation (one year and a half).
5. Lack of stability of the technical staff initially compromised and trained.

6. The predomination of a political view centred on short-term success in detriment of more profound and slowly maturing actions which are characteristic of popular participation and curricular development.

Other Reform programmes are also delayed, among others:

1. Educational Information Systems.
2. Administration System.
3. Curricular Development.
4. Initial and In-service Teacher Training.
5. Organisation of Popular Participation.

Although all these programmes have had certain progress, it is evident that they are behind in relation to the achievement of the goals proposed in the original schedules. For example:

1. In the Educational Information System, the information web at the district and sub-district level has not yet been developed; and the departmental imperfections are evident.
2. In the Administration System, the district directories are not organised more than at an incipient level. In the departmental directories the technical capacity of the Technical-Pedagogical Services Unit and the Resource Management Unit is yet very weak.
3. Curricular Development has not yet achieved to complete the modules for the first cycle of the primary level, in what corresponds to the common curricular core ("trunk"). There has been no progress in the capacity to produce modules at the departmental level for the complementary branches; much less at the district level. It goes without saying that curricular development has an evident delay.
4. In the area of Initial and In-service Teacher Training, it was necessary to wait until January 1997 for decisions to be taken regarding the transformation of Normal Schools into Superior Institutes. In other words, an activity that should have started one year after the Reform was approved, this is in July of 1995, is one and a half years late.
5. In reference to Popular Participation, although we must believe the Secretariat when it states that 1,700 School Assemblies have been constituted, we must also state that there

are almost no nuclei assemblies nor district assemblies. This does not allow the organisation of the Departmental Councils and, much less, the National Education Council. In these conditions, how will it be possible to organise the National Education Congress of 1999, if it requires at least two years of preparation?

Without pretending to be precise, we could say that the Educational Reform, after two years and seven months of its approval, has not surpassed a 10% of achievements in its progress. Added to which, we can state that we estimate that it should have reached, at least, 40% in administrative matters and developed 20% in curriculum matters.

2. b. 4. Opinions in a recent debate

In an essay recently presented in the Governability Forum²⁷, Manuel Contreras considers that leadership is essential for the application and development process of the Reform. We believe that the subject of leadership could move us far away from the spirit of the Reform, whose support pivots are popular participation and interculturalism, which is something quite different from a centralist conception of leadership. To effectively achieve progress in the Reform, instead of concentrating leadership in a specific office of the National Secretariat of Education, what should have been done and, actually, was left aside, was to impulse the popular participation and decentralisation process, not only in the Human and Material Resources Administration Structure and the Curricular Administration Structure, but also, and particularly, in the Curricular Organisation Structure.

On the contrary, *all the power* was concentrated in the Sub-secretariat of Pre-school, Primary and Secondary Education, taking it to the extreme of uniting into a single person the Director of both the National Educational Reform Support and Monitoring Unit (UNAS) and of the Sub-secretariat mentioned. Summed to this, the National Technical-Pedagogical Services Unit (UNSTP), the National Resource Administration Unit (UNAS) and the new

²⁷ Contreras, Manuel, *La Reforma Educativa en Bolivia. Génesis, Formulación, Implementación y Avance.* (Educational Reform in Bolivia), Ed. FORO DE GOBERNABILIDAD Y DESARROLLO HUMANO. La Paz, February, 1997. After Mr. Contreras' exposition, followed Enrique Ipiña Melgar's answer, which, in a brief fragment, is reproduced here.

Institutional Planning and Development Unit (UNAR), which contains elements of the other two, were all put directly under the same Sub-secretariat mentioned above. All of this was carried out without the minimum necessary legal support, thereby violating the law and its regulation decrees. At the same time, the administration of the system's ordinary resources and the administration of the Reform's resources were put into the same basket; the General Directory of Education was left without an office nor a benefice; the technical organisms were given administrative faculties; the mechanisms foreseen in the Decentralisation Law to achieve consensus and agreements, were abandoned. All of these steps followed a logic of leadership and centralism, not a participation and decentralisation logic.

As the person giving that exposition pointed out clearly, the success of the applied leadership barely reached the disbursement of 18.5 million dollars in the period between September 1995 and July 1996. However, and this is the most curious part: 66% of that amount corresponds to the payment of equipment and materials which were bided before September 1995! We can assert with sufficient background that until February 1997 there has been no progress in relation to what had already been achieved in September 1995, and that, since then, there has only been a process of applying and extending the limits of what was established at that time. The Reform has not achieved to open new perspectives in teacher training, in the process of nuclearising the schools, in the design of the quality measurement system or in the matters concerning the teacher scales; it has not even achieved consensus with the teachers or an improvement in the relationship with them. In reference to this last point, more and more territory has been yielded, due to the lack of capacity to close the matter and to continue from there on. In other words, since September 1995, the Educational Reform is stuck in its application and development process and, since then, it has only lived off of what had already been achieved then.

The causes? Evidently, a sharp turn towards a political-party management of the Reform. The *party's reason* has been stronger than the *country's reason*. And while this is not corrected, the Educational Reform will continue stuck or - worse yet - it will deviate from the ends which the law determines.

Confronted with panorama, and without denying the progress achieved so far, there is space and need to, at least, make a few recommendations:

First, it is fundamental to accelerate the organisation process of the popular participation structure in education. The Assemblies and Councils must be able to proceed without obstructions or political party manoeuvres.

Second, curricular organisation requires the urgent organisation of the departmental technical-pedagogical services units, as without it little can be done to develop the curriculum further than the national common core.

Third, in that same structure, the delay due to the lack of definition for a clear policy in initial and in-service teacher training is very serious. This challenge must be addressed, immediately.

Fourth, in the curricular administration structure it is urgent to become strong institutionally, not only at the district and nuclei directories, but also, and particularly, at the departmental education directories. Without them, and taking into account the current decentralisation level of the Executive Power, little can be done at the districts and the nuclei.

Fifth, to organise the support services at the departmental and district levels.

ADMINISTRATION OF THE PUBLIC EDUCATION SECTOR
AND FINANCING POLICY

Introduction. Political-administrative structure in Bolivia

In Bolivia, the institutional organisation rests on three powers: the Executive, the Legislative and the Judicial power.

The highest authority of the Executive Power is the President of the Republic, elected through direct popular vote, to govern for a period of five years. The President has the prerogative to form his/her Ministerial Cabinet. The Ministries that exist currently are:

1. Exterior Relations and Cult
2. Justice
3. Government
4. Presidency
5. Finance
6. Economic Development
7. Human Development
8. Sustainable Development and Environment
9. Labour and Work Development
10. National Defence
11. Social Communication
12. Capitalisation (temporary)

Thirty National Secretariats depend on these twelve Ministries. The National Secretariat of Education depends on the Ministry of Human Development, together with the National

Secretariats of Health, Popular Participation, Sports, Culture, Ethnic Groups, Gender and Generations and the National Secretariat of Social Assistance.

The Republic's territory is politically divided into Departments, Provinces and Cantons. In each of the nine departments there is a Prefect and in the provinces a Sub-prefect, who represent the Executive in the regions within their jurisdiction.

In each department, a Prefect, designated by the President of the Republic, is in charge of and administers the Executive Power. The structure of the executive power at the departmental level is constituted by the Prefecture, conformed by the Prefect and the Departmental Council.

The Departmental Council is a collegiate organism which controls, advises and acts as a fiscal within the context of its attributions, which are specified in the Administrative Decentralisation Law.

The Departmental Council, presided by the Prefect, is composed by: one citizen for every province and representatives per population that approximately add up 50% of the number of provinces. The Departmental Counsellors exercise their functions for two years.

The main sources of departmental resources are:

- a. The departmental royalties created by law.
- b. The resources of the Departmental Compensatory Fund created by Law 1551 (of Popular Participation).
- c. 25% of the collection reached by the Special Tax on Hydrocarbons and its derivatives.
- d. The annually consigned assignments of the Nation's General Budget for expenditures on personal services of health, education and social assistance.

The Prefect has the following attributions (among other less important ones):

- To administer, supervise and control, through delegation of the National Government, the human resources and the budgetary components assigned for the functioning of personal services of education, health and social assistance, in the context of the provision policies and norms of these services.
- To elaborate the departmental budgetary project, in conformity with the norms of the National Budgetary System, and to remit it to the Departmental Council for its consideration and latter remission to the national level in order to comply with the constitutional norms.
- To designate the Sub-prefects of the provinces, the “Corregidores” of the cantons and the dependent staff.
- To designate those departmental administrative authorities whose nomination is not reserved to other entities or levels.

The Sub-prefects and the Corregidores are representatives of the Prefect and are responsible for the administration of the provinces and cantons. The Sub-prefects are subordinated to the Prefects, and the Corregidores to the Sub-prefects.

The Municipal Governments are autonomous and all enjoy the same hierarchy; they have territorial jurisdiction over the Cantons. This municipal autonomy consists of normative, executive, administrative and technical power in the context of their jurisdiction.

The Municipal Government is in the hands of a Council and a Mayor. The Counsellors are elected through universal, direct and secret vote, for a period of five years. The elected Mayor is the person who appears in the first place on the lists of candidates to Counsellors of the political parties, as long as s/he has obtained absolute majority in the elections; in a contrary case, the election is carried out by the Municipal Council, between the two most voted candidates.

The people participate in the municipal governments through the Territorial Base Organisations (OTB's) that represent the entire urban or rural population of a determined territory, with the single requisite of registering themselves to obtain their Judiciary Personae. The Judiciary Personae of the OTB's becomes effective through a Resolution of the Sub-prefecture, with the previous prescription of the corresponding Municipal Assembly. The Territorial Base Organisations are the main subjects of Popular Participation and they originate from within the peasant communities, indigenous peoples and neighbourhood assemblies, organised according to their customs and statutory dispositions. Therefore, Captains, Jilakatas, Curacas, Mallcus, General Secretaries and others, are acknowledged as the representatives of the OTB's .

The following table presents the political administrative division of the Republic of Bolivia, which shows the Province Sections in detail, instead of the Cantons, as the Province Section is the receptor unit of Tributary Co-participation²⁸, in accordance with Supreme Decree No. 24202 of 23 December 1995.

²⁸ Tributary Co-participation is understood as a transference of resources coming from National Revenues in favour of the Municipal governments and the Public Universities. Of the effectively collected income of the national rents, 20% shall be destined to the Municipal governments and 5% to the Public Universities. (Art. 20 of Law No. 1551 of Popular Participation).

**POLITICAL ADMINISTRATIVE DIVISION OF THE REPUBLIC OF BOLIVIA
BY DEPARTMENTS, PROVINCES AND SECTIONS**

DEPARTMENT	CAPITAL	No. OF PROVINCES	No. OF SECTIONS	POPULATION 1995	AREA (Km ²)
Chuquisaca	Sucre	10	28	461,600	51,524
La Paz	La Paz	20	75	2,030,176	133,985
Cochabamba	Cochabamba	16	44	1,237,458	55,631
Oruro	Oruro	16	34	348,074	53,588
Potosí	Potosí	16	38	642,794	118,218
Tarija	Tarija	6	11	325,694	37,623
Santa Cruz	Santa Cruz	15	47	1,605,987	370,621
Beni	Trinidad	8	19	312,772	213,564
Pando	Cobija	5	15	39,041	63,827
TOTALS		112	311	7,023,596	1,098,581

Source: National Statistics Institute (INE).

For every Province Section there are about four Cantons. The decree mentioned above establishes the obligation of those municipalities (each Province Section corresponds to a municipality) with than 5,000 inhabitants to unite into one.

From the point of view of the implementation of new development projects in education, the important organisms are the Ministry of Human Development, the National Secretariat of Education, the Prefectures and the Municipalities. The latter are in charge of the administration of the fiscal (public) schools' physical infrastructure, as the National Budget takes care of the salaries of the administrative personnel and the teachers. The Non-governmental Organisations and the churches also exercise an influential role in the development of education projects.

3.a. Administration of the Education Sector

3.a.1. Antecedents: The Bolivian Code of Education of 1955

The way in which the Bolivian Educational System functions is still profoundly affected by

the Bolivian Code of Education of 1955. The Bolivian Code of Education represents the popular conquest in the area of education, and it is situated next to other important measures which resulted from the 1952 National Revolution, such as the Agrarian Reform, the nationalisation of the mines and the Universal Vote.

The base of the Code of Education is a doctrinal conception which considers education as a national collective, democratic and unique enterprise because it offers equal opportunities to the entire population. It sought the modification of the elitist education system which marginalised the nation's majorities from the benefits of education.

The enormous preponderance which the teachers unions' participation has reached in the management of the education system has its origin in the Education Code of 1995, as it established the right of teachers to participate in, and organise, their union life. The result has been the great capacity reached by the union organisations of operating and intervening in the National Education System.

Bolivia is a country with a long tradition of syndicalism. The Urban and Rural Teacher Confederations have participated in the nomination of authorities and administrative and teaching staff, thereby entering a specific governmental terrain. Article 190 of the Political State Constitution establishes that, "Education, in all its levels, is subject to the tuition of the State, exercised through the corresponding Ministry ". The teacher organisations have permanently claimed autonomy in education, a liberal postulate which has, in consequence, led to the classic strictly "pedagogical" approach of educational matters, through which education would end up circumscribed only to teaching, and understood as a transference process from teachers to students, keeping both totally isolated from any social context.

3.a.2. The Educational Reform Proposal

The Educational Reform postulated the imperative need to carry out a profound transformation which would attack the causes, not the symptoms, and would embrace the

entire the education system through a process of sustained, gradual and long-term reform. This term was estimated to be twenty years.

Objectives of the new education system

1. **Total coverage in the attendance of the population in school age.** In 1994, the Public and Private Sectors registered a total of 1,276,731 students in the Basic and Intermediate (middle school) levels, equivalent to 72% of the population which was between 5 and 14 years old, this is of 1,773,195 children, according to an estimate taken from the 1992 Census.
2. **Quality, expressed through social relevance, cultural and linguistic pertinence, and the permanent updating of the curriculum.** The educational model and the school curriculum previous to the Reform do not take into account the ethnic, cultural and linguistic diversity of the country and are more appropriate to a homogeneous type of society. The curriculum, with an excessive amount of subjects, does not develop basic and essential capacities or abilities to permit the students to cultivate their intelligence and to learn on their own.
3. **Equity, expressed in terms of equality of opportunities in access.** This refers to equality between public and private education, between men and women, and between those who speak Spanish and those who speak a vernacular language. Private education is better equipped and therefore preferred, however, the Fiscal Sector attends 88% of the students nationally matriculated. Illiteracy is higher amongst women, reaching 50% among women in the rural areas. 43.5% of the population only speak Spanish, while the majority, 56.5%, speak a native language. By teaching children how to read and write in a language which is totally or partially unknown, and alien to their feelings, desires, knowledge and to the world that surrounds them, has caused the feeling of low self-esteem, the lack of personal assurance and problems in the development of the personality, in thousands of children who speak native languages.
4. **Efficiency in the use of resources.** This efficiency refers to human, material and financial resources, whose assignation must be coherent with the nation's

development priorities. In 1995, the government destined 4.5% of the Internal Brute Product to education in all its levels. In reference to the human resources, it has been observed that there is an extended practice of improvisations in technical and administrative work where personnel prepared for teaching activities are given preferential places.

3.a.3. The administrative structure of the education system

3.a.3.1. Before the Educational Reform

Before the Educational Reform, and until 1994, the administrative structure of the education system was conformed by three levels:

- **The Central level**, in the Education and Culture Ministry (MEC).
- **The De-concentrated level**, in the country's nine departments.
- **The Decentralised level**, conformed by three functionally decentralised institutions.²⁹

The MEC was the head of the formal and non-formal education system, including public universities. The MEC exercised responsibilities both of public education and of private education. However, it did not have a functional relationship with the public and autonomous universities. Private universities had to obtain the MEC's authorisation to be able to function.

The MEC had two Sub-secretariats, of Urban Education and of Rural Education, two General Directories and two National Directories. It also had nine departmental offices consisting of the Departmental Executive Councils of Education (CEDE's) which comprised the Departmental Education Support Services (SAED's) and the Departmental Administration Offices (ODA's); it also had 38 school districts. In an immediately inferior

level, and only in the rural area, were the nuclei conformed by the schools. However, in practice, only the central level had the faculty of decision and the departmental level carried out the function of linking the national level with the schools. The few existing districts, especially in the rural area, did not carry out relevant functions and the schools were practically left administratively unlinked from the superior levels.

In 1993 the administrative system was managed with 1,713 functionaries, 533 corresponding to the central unit, 833 to the departmental units and 347 to the regions. This excessively centralised administrative structure has confronted the permanent shortage of resources to provide the schools with the necessary equipment and material. On the other hand, the administration has presented deficiencies relative to the level of specialisation of its staff, which led its activities to be centred around the resolution of union and salary problems.

Approximately 11,000 education establishments, with 80,000 teachers and 9,000 administrative functionaries working to attend a school population of 1,459,310 students (1994), were dependant on the fiscal education system.

3.a.3.2. Institutional Transformation with the Educational Reform

According to the Educational Reform Law, the functionally Decentralised Level disappears and only the first two levels are maintained; with the peculiarity that the De-concentrated Level, due to the changes occurred within the country's administrative structure, from now on is called Decentralised Level.

The Education System is organised in two curricular areas: the Formal Area and the Alternative Area. The Formal Area is organised into four levels: pre-school, primary, secondary and superior. The Alternative Area, to attend those who cannot develop their education in the formal area, has three components: adults, permanent and special.

²⁹ The Bolivian Culture Institute (IBC); the National Technical Education Service (SENET) and the National Literacy and Popular Education Service (SENALEP).

The function of *teaching and learning* is the *central function* of every educational organisation, be it in the classroom or outside of it. Therefore, the National Education System can only be conceived from the classroom, the school or any other education centre or learning mode. Based on the acknowledgement of this central function of teaching and learning the Reform proposes to restructure the system *from the base to the top and from the periphery to the centre*, assuring the community's participation.

The Educational Reform found an education system which proceeded inversely to the direction mentioned, starting from the centre and the top, from the Education and Culture Ministry to then descend towards the bottom and the peripheries, understanding thereby that the state and its functionaries should put the society "in order", ignoring the community's participation.

The Educational Reform Law proposes a new structure to make the education system function effectively and make its administration and operation efficient. Until before the Reform, the normative competence corresponded exclusively to the Ministry and the operative activities to the schools.

The classroom and the school

To exercise the central function of teaching and learning, the National Education System will be organised starting in the classroom. The school is understood as an aggregate of classrooms. Each school will have one director, teaching staff and administrative personnel.

The school nuclei

The schools shall be grouped into nuclei both in the urban areas and the rural areas. It has been estimated that a total of 1,800 school nuclei exist in the entire country, of which 351 have been organised in 1996 and 500 more should be organised in 1997, making a total of 851 nuclei that comprise 5,138 Education Units. The school nuclei

will constitute the basic planning and administration units of the National Education System. Each nucleus will consist of 6 or 7 schools, both in the cities and the country, so that each nucleus (and not necessarily each school) will offer the first three levels of education: initial, primary and secondary. Each nucleus will be able to count on the technical support of a pedagogical advisor.

The School Districts

The school nuclei shall be grouped in school district. These will unite between 10 and 12 nuclei.

The Departmental Directories

At the same time, the school districts will be grouped into nine departmental directories, one in each of the country's departments. The departmental directories will have the capacity of taking decisions referred to curricular planning of the objectives and contents *complementary* to the national common core. They will also regulate the departmental annual operative plan and the elaboration of their jurisdiction's budget.

The General Directory of Education

The General Directory is the highest level technical organisms which executes the system's policies and will work directly depending on the National Secretariat of Education and the Ministry of Human Development, controlling the Departmental Directories.

The National Secretary of Education

The National Secretary of Education is the head of the Education System, although s/he depends on the Ministry of Human Development. Depending on this level are three sub-secretariats: Pre-school, Primary and Secondary Education, Superior Education, Science and Technology and Alternative Education, all of which comprise the central support unit for the National Secretary who controls the General Director of Education.

The process of restructuring the Central Level of the National Education System (SNE) was carried out with the reorganisation of the Secretariat's Bureau, General Coordinator, the three sub-secretariats and the nomination of a General Director of Education to replace the two rural and urban directories which existed before. Likewise, the first Director of the National Educational Reform Support and Monitoring Unit (UNAS) was nominated to coordinate the activities of the Technical Pedagogical Services and Resource Management Units.

In conformity with the Republic's unitary system, the administrative decentralisation consists in the transference and delegation of attributions of technical-administrative nature from the Executive Power at the departmental level.

In the process of restructuring the Departmental Level, the Departmental Directors were nominated with the participation of a tribune of prominent peoples in each department, an aspect which guaranteed transparency in the process.

At the District Level, public convocations were made for the posts of the District Directors. The evaluation process was also carried out through tribunes. Initially 117 District Directors were designated, covering close to 40% of the total required.

One of the greatest difficulties in the process of reorganising the administrative system was the need to maintain the old structure active while the new administrative systems were gradually implemented.

3.b. Financing the Education Sector

The Public Education Sector in Bolivia, until before the Educational Reform of 1994, depended totally on the Nation's General Treasury (TGN), containing the whole diversity of a System in constant quantitative growth and with tremendous problems of efficiency, efficacy and quality. We must not forget that the giant quantitative jump which Bolivian education made was less than 40 old when the Educational Reform law was proclaimed.

From the point of view of public financing, this giant quantitative jump, to which we referred in the first part of this document, signified an enormous problem for the National Treasury, solved with difficulties with narrow annual budgets which, in turn, were dragging chronic deficits, year after year. Naturally, the crisis, provoked by the gradual fall in the prices of the minerals and hydrocarbons exported by Bolivia - whose companies were almost all state owned - and due to the growing social demands which a state-employer with more than 200,000 bureaucrats, teachers and unionists had to confront month after month, had to end in a colossal hyper-inflation which, in August of 1985, seemed that it would swallow the country.

In these conditions, the education sector had to be the most affected. Therefore, to speak of education budgets, in those years, was a bit less than ridiculous, for the point was reached when no-one cared to make budgets. Only after 30 August 1985, when the famous Supreme Decree 21060 was proclaimed, the country seriously retook the activities of budgetary programming, budget management and fiscal discipline. Once the first difficulties of that critical half year were overcome, an adjusted, but real, budget was planned for 1986. The public expenditure in education was to be faced with authentic incomes and no more deficits were to be allowed. Slowly, the quantity and quality of the expenses rose. Today it can be said that we work strictly in accordance with the budget. The education sector is assigned an amount of resources, which, although far from sufficient, is larger every year. Let us examine the amounts and their growth in three years, since 1994:

BUDGET OF THE EDUCATION SECTOR

(In millions of current U.S. Dollars 1990)

Year	1994	1995	1996 (p)
PIB	5,812	6,026	6,255
EDUCATION EXPENDITURE	248.4	270.2	320.7
Total SNE	182.0	200.1	246.0
TGN Investment *	0.1	0.3	3.0
External Investment	1.5	9.5	19.0
Decentralised	0.24	0.18	0.06
Universities	66.1	70.0	74.7

Relations			
Education/PIB	4.27%	4.48%	5.13%
Universities/Education	26.62	25.89	23.28

SOURCE: Elaborated based on data provided by National Secretariat of Education and the National Finance Secretariat

* TGN: National General Treasury

As can be seen in the table above, the relationship between the Education Sector and the PIB has grown in the past years until it reached the 5.13% proportion in 1996.

FISCAL BUDGET FOR PUBLIC EDUCATION

4.a. Budgetary System for education

The Fiscal (Public) Education Sector is financed through two budgets: the Education Budget financed by the Nation's General Treasury (TGN) and the Budget of the Educational Reform. The budget of the Education Sector reached 910.7 million Bolivianos in 1995, equivalent to 190 million U.S. dollars. This amount corresponds to 18% of the Nation's General Budget destined to Central Administration, without considering the decentralised entities. The Nation's General Budget reached 5,059 million Bolivianos, equivalent to 1,054 million U.S. dollars (1995). It is worth noting that within the Budget for Education, consisting of US\$ 190 million, US\$ 11.5 million are considered the government's contribution to the Educational Reform.

EDUCATION IN THE NATIONAL BUDGET (TGN) (In millions of Bs.)

DETAIL	YEAR 1995
General Budget Central Administration	5,059.0
Education Budget (*)	910.7
General Budget/ Education Budget	18%

Source: Finance Secretariat, UNAS

(*) Includes the national contribution to the Educational Reform of Bs 55.2 million.
Exchange rate.: Bs 4.80 = US\$ 1.00

The second budget is that of the Educational Reform, mainly financed by external sources:

**TOTAL BUDGET OF THE EDUCATIONAL REFORM
YEARS 1994 TO 2000**

PROGRAMMES AND ACTIVITIES	THOUSANDS OF US \$	
A. Institutional Transformation and Strengthening		
A1. Reorganisation	9,352	
A2. Adaptation of offices	11,934	
A3. Training of non-teaching personnel	1,786	
A4. Educational Information System (SIE)	3,344	
A5. Administration System	908	27,324
B. Curricular Transformation		
B1. Curricular Development	41,152	
B2. School Equipment	80,773	
B3. Initial and In-service Teacher Training	25,892	147,817
C. Quality Measurement System (SIMECAL)		4,824
D. Educational Reform Support		
D1. Support and Monitoring	8,262	
D2. Social Communication	8,166	
D3. General Technical Assistance	1,206	17,634
TOTAL COSTS		197,059

SOURCE. SUPPORT AND MONITORING UNIT (UNAS)

Between 1990 and 1993 there was no External Investment. This investment began in 1994, with 1.5 million U.S. dollars, and it is hoped that it will continue growing to reach a total investment of 125.88 million in the year 2000.

The investment made by the TGN has practically been null since 1980. Investments in the Education Sector have been canalised through the FIS (Social Investment Fund) since 1987. For the past three years these have been as follows:

FIS DISBURSEMENTS
(In thousands of U.S. dollars)

PROGRAMME	1994	1995	1996
FORMAL EDUC.	8,577	9,150	24,121
NON FORMAL EDUC.	2,758	2,005	2,341
TOTAL EDUC	11,335	11,155	26,462

SOURCE: FIS

According to the source cited, approximately 80% of the FIS's disbursements are destined to infrastructure. Although a substantial increment can be appreciated in the three years shown, it is evident that with these amounts it is not possible to respond to the material needs of an education system which is expanding.

4.b. The education budget by levels: national and regional

From an economic point of view, education is a long term investment because the returns of everything that was spent efficiently are only visible at the end of the educational process that takes various years.

The following table shows the budget of the National Secretariat of Education divided in two great components:

- Current Expenditures.
- Investment Expenditures.

The first imply more than 90% of the Total Budget in the last two years.

Another large division in the table is established between expenditures destined to Salaries and those destined for other current expenditures. One can see that more than 90% of the Total Budget is used for salaries.

The Current Expenditures are divided in two parts: *Administration* and *Education*.

The first are used to pay the costs of running the SNE's Central Offices in La Paz, the Departmental and District Offices, and to pay Other administrative costs not utilised in the schools.

The expenditures in *Education* refer to funds used in the different levels of education units and funds destined to Higher Non-university, Alternative and Technical Education. In this group it is even more notorious that the greatest proportion is destined to paying salaries, as Bs. 996,852,000 are used for this end, which is equivalent to 99.98% of the total of Bs. 997,033,000.

In consequence, there is practically no budget for expenditures aside from the salaries. It has barely been possible to cover some expenses such as electricity and telephone services, in only a few cases.³⁰

Only after Law 1551 of Popular Participation and Law 1565 of Educational Reform, the maintenance costs of the schools are responsibility of the Municipal Treasuries and, in consequence, must be considered in the budgets of each of these Municipalities.

The National Secretariat of Education, ex-Ministry of Education and Culture, must confront the necessities of a complex system, as is the National Education System, according to a budget as is shown hereafter.

³⁰ Since 1994, in accordance with the Reform and the Popular Participation Law, these expenditures correspond to the Municipalities.

BUDGET OF THE NATIONAL SECRETARIAT OF EDUCATION

(In thousands of Bolivianos)

Components	1995			1996		
	SALARIES	OTHERS	TOTAL	SALARIES	OTHERS	TOTAL
Total Current Costs	1,085,665	7,949	1,093,614	1,328,828	12,467	1,341,295
Administration	88,813	7,768	96,581	132,320	11,822	144,141
Central	10,887	5,127	16,014	14,825	8,599	23,424
Deptal. and District	49,593	2,642	52,235	66,282	2,921	69,203
Others	28,332	0	28,332	51,213	302	51,515
Education	996,852	181	997,033	1,196,508	645	1,197,153
Pre - school	46,746	0	46,746	50,759	0	50,759
Primary	721,156	0	721,156	858,969	0	858,969
Secondary	149,303	0	149,303	175,116	0	175,116
Superior, Non University	41,011	181	41,192	48,271	313	48,583
Alternative	38,636	0	38,636	48,490	0	48,490
Technical	0	0	0	14,903	333	15,236

Financing	1995			1996		
	T.G.N.	EXTERNAL	TOTAL	T.G.N.	EXTERNAL	TOTAL
Total investment	324	54,352	54,676	18,000	114,000	132,000
Infrastructure and office equip.	9	237	246	1,411	9,060	10,471
Curricular Development	1	1,263	1,264	2,077	13,342	15,419
School Equipment	1	31,174	31,175	8,845	56,812	65,657
Initial and In-service Training	44	6,695	6,738	1,803	11,583	13,387
Coord. Prog. And Monitr.	0	0	0	1,828	10,128	11,956
Others	271	14,983	15,253	2,036	13,075	15,110
TOTAL SNE BUDGET	1,085,989	62,301	1,148,290	1,346,828	126,467	1,473,295
Running costs + investment						

SOURCE: National Secretariats of Education and Treasury.

The payment of salaries corresponds to almost 100% of the State's expenditures for the Pre-school, Primary and Secondary levels. In the case of the public universities, the salaries also constitute the highest proportion.

Costs per student in the different levels of the system

STUDENTS REGISTERED PER DEPARTMENT, ACCORDING TO CYCLE- 1994

DEPT	PRESCHOOL	BASIC	INTERMED.	SECONDARY	UNIVER.(e)
Chuquisaca	8,063	74,148	16,013	10,644	6,752
La Paz	31,889	218,707	86,409	65,801	42,048
Cochabamba	21,549	160,983	50,424	37,587	23,843
Oruro	6,967	56,998	24,094	20,559	13,041
Potosí	11,719	43,267	12,907	10,249	6,501
Tarija	9,377	48,430	13,337	10,696	6,785
Santa Cruz	21,115	196,341	60,037	30,404	19,386
Beni	6,490	55,971	16,209	9,701	6,154
Pando	685	9,389	1,508	643	—
TOTAL	117,854	864,234	280,938	196,284	124,510

SOURCE: Müller & Associates

(e) Estimate

In the Pre-school, Basic, Intermediate and Secondary ("Medium")³¹ levels, the total of matriculated students reached 1,459,310 students; without counting those matriculated in the public universities.

COSTS PER STUDENT IN THE DIFFERENT LEVELS OF THE SYSTEM - 1994

LEVEL	Bs (TGN)	No. STUDENTS	Bs./STUDENT	US\$/STUDENT
Pre-school	33,140,372	117,854	281	62
Primary (Basic + Intermed.)	511,265,455	1,145,172	446	98
Secondary ("Medio")	105,849,033	196,284	539	119
University	222,900,000	124,510	1,790	395

SOURCE: Elaborated based on data provided by SNE and previous tables.

To determine the cost per student, the expenditures on salaries made by the National General Treasury in 1994 have been divided by the total amount of students in each level. To convert these into U.S. dollars, an exchange rate of Bs. 4.53 has been used, as this was the rate corresponding to the year mentioned.

³¹ Structure before the Educational Reform.

Although the cost per student is not exorbitant in the level of superior (higher) education, it is evident that this cost is far higher than those absorbed by students in the pre-school, primary or secondary levels. In a country which still has between 15% and 20% of absolute illiteracy among its population, this is worth worrying about.

PRESENT SITUATION OF THE BOLIVIAN EDUCATION SYSTEM

5.a Panoramic view of the present state of education at the national level.

5.a.1 Social-cultural reality

The education system has been subject to criticism and has evidently lost credit because it did not respond to the society's expectations, and particularly those of the Bolivian citizen. Although it is free, compulsory and universal, the education system has created barriers between privileged groups and the mass of the population which does not have access to the benefits of education or has barely managed a brief permanence, and after a few years, was outside the system suffering terrible social and economic consequences which sharpened the precarious conditions in which the majority of the families, particularly in the rural and urban-provincial areas, lived.

At present, there are still problems that profoundly affect our country, due to the little attention which has been given to the high percentage of indigenous population and to the cultural, linguistic, and ethnic plurality, and to the diverse geographic contexts.

According to the census of 1992, the distribution of the rural populations is now less than that of the urban populations³². Nonetheless, the human groups are widely dispersed in all the regions, with different languages, cultural values and religions, which makes it more difficult to apply homogeneous educational strategies, and results in an indirect marginalisation due to the lack of resources and requisites which the Education System demands. The same phenomenon can be observed in urban areas, urban-provincial areas and urban-peripheries, where the pretence was to unify criteria, in all the social levels, without considering the origin of the populations, and the linguistic, social, cultural and economic differences.

³² The Census considers "urban" as those populated centres with 2,000 or more inhabitants.

5.a.2 Educational Reality

5. a. 2. 1. Demography

According to the results of the National Population Census of 3 June of 1992, the total population of Bolivia reaches 6,420,792 inhabitants, with an annual growth rhythm of 2.11% for the intercensus period (1976-1992), and an average annual growth rate of 4.16% for the urban area and of 0.09% for the rural area.

This population growth is not uniform in the different departments, as it is determined by various factors such as fecundity, mortality and migration, and it is accompanied by other geographic-ecological and economic-social factors.

The composition of the urban-rural population in 1992 is of 57.5% and 42.5%, respectively. This result inverts the situation found in the census of 1976, where the growth indicator in the rural area was higher. These facts confirm the strong country-city migration phenomenon which the country has experienced in the past twenty years.

For 1995, according to the official estimates of the National Institute of Statistics (INE), the national population should reach 7,413,827 inhabitants.

5.a.2.2. Educational Problematic

- **Low coverage and marginality.**

According to the National Population and Housing Census (CNVP), the population in school age (6 to 19 years old) consists of 2,513,290 people, equivalent to a 33.9% of the total; of these, only 74.3% are attended by the schools, which determines an initial marginality of 25.7%, in other words, that 645,915 children and adolescents were left outside of the schooling system, with a marginalisation of 17.5% (urban) and 37.1% (rural). This inequity is stressed even more for

women in the rural regions as 40.7% do not go to school, while in women in the urban regions this occurs in 19.1% of the cases. CNPV - INE/92. To this limited and unequal educational offer, we must add the progressive marginalisation, particularly in the rural schools, where only 55% of these schools offer the first three years of schooling causing, thereby, a premature abandonment due to the lack of services. In the urban regions, 43% of the students admitted in primary schools continue their education after the fifth year of the primary level. (ETARE/93).

In general, these problems of low coverage and marginality are still reproduced in spite of the support given and efforts made currently through the implementation of the Educational Reform, and, somehow, the incapacity of the Education System persists to broaden its coverage to reach the totality of the population in school age, due to:

1. The insufficient assignation and the unequal distribution of the budget destined to the sector.
2. The difficult access to the education centres, especially in the rural areas, due to the lack of allotment planning of educational infrastructure in the entire territory and the dispersion of the population.
3. The critical economic situation of a high percentage of families, which does not permit them to send their children to school.
4. The need for children to work at early age due to the low family income.
5. The incompatibility between the school calendar and the economic activities of the parents does not allow for the important and essential participation of children in these agricultural activities during the sowing and harvesting seasons.
6. The low social value given to education, especially in the rural and urban-marginal areas.
7. The low demand for the educational service, due to the lack of information, especially among women, about the benefits received from education and its positive effects for the nursing and education of their children.
8. The minimum of attention which was paid to cultural, ethnic and linguistic plurality.

All these causes and limitations gave place to the problems of low coverage and marginality within the education services, whereby the following consequences still exist:

1. School abandonment.
2. Persistence of absolute and functional illiteracy.
3. Precarious health, education, housing and working conditions.
4. High rates of fecundity and infantile mortality.
5. Deficient education and training for productive work.
6. Unemployment and underemployment.
7. Lack of satisfaction with work.
8. Fall of the income levels.
9. Lack of satisfaction due to the school's homogenising role and the scarce pertinence with an education for life and the local, regional and national problematic, and for social and economic development.
10. Country- city migration.

- **Internal inefficiency.**

Our Education System's capacity to retain the school population which enters the system until they culminate all the grades of the different levels, and to promote this population from one grade to the next, is quite low.

The existing statistic information shows that there is internal inefficiency within the system if we consider that more than 5% of the students abandon the system and more than 8% lose a year³³. This situation, which is almost homogeneous in the two areas, urban and rural, must be a motive of preoccupation if, to these results, we add the problem of marginalisation of the system.

The analysis of the internal efficiency of the system, made through these indicators, is partial because it is directed only to obtain information per grade; only exceptionally indicators per

³³ General Directory of Educational Planning, 1992

cohort are considered, whereby the analysis is broadened in time to the duration of a cycle. Research carried out by international organisations, on world-wide school repetition and abandonment problems show that in Bolivia it takes an average of 12.8 years for students to complete 6 years of primary education (USAID/89 and UNESCO 80/90 - in Educational Reform Proposal), an aspect which is extremely worrying because of its high costs and pronounced inefficiency.

The causes of this inefficiency have been attributed, in great part, to the state and also to the civil society due to:

1. Insufficient provision and irrational distribution of resources.
2. Weak system administration.
3. Deficient initial and in-service training of the people responsible for the educational service (administrators and teachers).
4. Lack of participation of the main beneficiaries in educational management.
5. Low quality of education.
6. Use of a different language in the first years of schooling (rural area).
7. Lack of consideration of social-cultural and economic diversity in the curriculum.
8. Low coverage and marginality.
9. Absenteeism due to precarious conditions in the access to the education centres.
10. Low family income.
11. Precarious health and nutrition conditions.
12. Parental migration due to economic crisis.
13. Early incorporation to work.
14. Low social value given to women's education.

The referred reasons and limitations constitute motives for the system's inefficiency problems to preserve the conditions of poverty of the majority of the population, whose consequences are:

1. Low productivity of the educational service.
2. Deficient initial and in-service training of the system's beneficiaries.
3. Low working productivity.
4. Lowering of income levels.
5. Recrudescence of poverty and the precarious health, nutrition and housing conditions.
6. Unemployment and underemployment.
7. Irrational use of resources.
8. Functional illiteracy.
9. High rates of fecundity and maternal infantile mortality.

- **Low quality of education.**

It can be said that the postulates and norms that orient the educational process are simply good purposes, but they do not any influence on economic growth, social equity or the rational use of resources. This statement is backed up by the inefficiency observed and the indicators analysed within this context.

- **Teaching Staff.** According to the results of the 1992 National Population and Housing Census, 74.4 % of the school population, equivalent to 1,616,948 students (67% urban and 33% rural), were attended by 67,555 teachers (60% urban and 40% rural), which results in a teacher/student ratio of 1/22 and 1/20 in the urban and rural areas, respectively.³⁴ This low ratio allows us to infer the existence of both inefficiency and inequity in the system due to low coverage, unequal distribution of the teaching staff, which, in turn, is constituted by a high percentage of improvised teachers (20% of the total), with a higher proportion in the rural areas (25%) in comparison with the urban areas (16.8%).³⁵ All these limitations,

³⁴ Social Policies Analysis Unit, UDAPSO, 1993

together with the lack of an initial and in-service training system for human resources in education, contribute to worsen the existing low quality of education.

- **Physical infrastructure, teaching materials and equipment.** Due to the modifications made in the administrative structure of the education system during the last years, there is no institution to plan and coordinate the construction, reposition, and equipment of the school premises which, although they are carried out by various institutions and Funds, constitute difficult activities due to the demographic dispersion and the intense migration process. The decision to build schools is influenced more by community pressures than by an educational map which gives priorities to needs and more convenient locations. In the urban areas, there are school premises where 4 or 5 establishments function during different shifts and with different administrations. In the rural areas the schools generally work in one shift and with a low ratio of students per teacher. It is convenient to remember that in the majority of the rural schools (sectionals), the service offered only reaches the third grade. In summary, the deficit of infrastructure, furniture and basic equipment is particularly critical in the rural areas and the urban peripheries, due to the migrations, which in some places, according to the last Census, have reached 7%. The consolidation of a basic, minimum education and the promotion of reading habits among the school population are greatly limited by the scarce amount of textbooks and other reading materials. This situation is worsened by insignificant amount of equipment, making the educational process essentially theoretical.

- **Products or Outputs.** Due to the flexibility given to the requirements of the evaluation system in 1985 and 1993 (ETARE), the products of the educational service have and are becoming more incipient. In Bolivia there are no standardised evaluation procedures that permit the verification of the system's degree of efficiency to make comparisons about the quality of the educational process, to see the regional differences by areas and social-economic extracts, and to identify the

³⁵ UDAPSO/93.

variables which are affecting the learning performance. Research in education is practically does not exist, except for some external initiatives. (UDAPSO, UNICEF, CEBIAE, UNESCO).

The variables and indicators analysed (teachers, physical facilities and teaching resources) are those which have the strongest negative effects on the quality of education, due to:

1. Insufficient assignation and irrational distribution of resources.
2. Deficient initial training and absence of an in-service teacher system.
3. Irrelevance of the curriculum in relation to geographic diversity and the local, regional and national problematic.
4. Minimum pertinence for cultural, linguistic and ethnic plurality (homogenisation).
5. Obsolete and scarce methodological strategies (methods, techniques and resources).
6. Distortion of the social role of education.
7. Educational service distanced from technological-scientific knowledge and from the codes of modernity.
8. Deficient physical infrastructure, furniture and equipment.
9. Scarce social participation in educational management.
10. Country-city migration.

If this low quality educational service continues to be offered, the effects will grow with more incidence on the poor populations, whereby, the following will subsist:

1. Lack of human resources in correspondence with to economic growth and social development.
2. Crisis of superior (higher) education.
3. Precarious living conditions.
4. High rates of fecundity and infantile mortality.
5. Low social and economic expectations.
6. Minimum conditions in the access to the occupational market.

7. Low levels of productivity.
 8. Low investment returns.
 9. Unemployment and underemployment.
 10. Lack of satisfaction with work.
 11. High abandonment and repetition rates.
 12. Functional illiteracy.
 13. Deficient education in first aid and nutrition.
 14. Irrational use of resources.
 15. Lack of a mentality of responsibility to protect present and future generations.
- **External efficiency.** The different studies, events and diagnoses coincide when they assert that the education system, the in-service teacher training system and the system of acquisition of scientific-technological knowledge are disconnected from the life and needs of the students and the society which seeks economic growth, social equity and the rational use of resources. In spite of the existence of some cultural, anthropological and social-economic studies, the contents of the curriculum do not make reference to the performance of man as a social being, to the need to value our own pluricultural identity, to the social-economic problematic, or to the geographic diversity. Not to consider this diversity leads to an even deeper marginalisation and to perpetuate an irrelevant education, alien to a society for the future.

5. a. 2. 3. Structure of the Bolivian Education System³⁶

According to what is established in the old Bolivian Code of Education of 1955, ratified by the Bolivian Law of Education of 1973, the organisation of the Education System comprised four great areas:

1. Regular Education, for children, adolescents and youngsters, given in three Levels:
 - Primary Education with three cycles: Pre-primary, Basic and Intermediate. The Basic and Intermediate levels are compulsory.
 - Secondary Education (Medio) with two cycles: Common and Differentiated.
 - Superior Education with specialised modes and cycles.
2. Adult Education, imparted through accelerated levels and cycles.
3. Special Rehabilitation Education, imparted in education agencies specialised in educational assistance for people with mental or physical handicaps.
4. Extra-curricular and cultural extension education which is extended to the whole of the population, imparted through specific programmes which are carried out with all the media.

Regular education comprises an urban school system for the population living in the capital cities of the departments, provinces and other populated centres, and a rural school system for the peasant population living in the rural areas.

³⁶ We will now refer to the structure which existed until before the proclamation of the Educational Reform Law of 4 July, 1994, also known as Law 1565. In great part, this structure still exists and is operating. It will disappear gradually, as the Transformation programme of the Reform advances.

5.b. Education in the Pre-primary level

5.b.1 Objectives.

- To induce the children into values and attitudes of solidarity and social cohabitation .
- To enrich oral expression and develop creative capacities.
- To orient and strengthen the acquisition of hygiene habits and desirable attitudes.

In the urban areas, these objectives are only partially complied with as they are formulated in too general terms, interpreted inadequately or because the teachers do not know them. In the rural areas, their nonfulfilment is almost total, due to the lack of the Pre-primary Cycle, both in the sectional schools and the central schools of the nuclei.

5.b.2 Structure

There are legal dispositions which establish a defined structure for this Cycle in two Sections, with clear differences for the urban and the rural areas:

URBAN AREA		RURAL AREA
First Section	4 - 5 year olds	Preparatory , that functions annexed to First Grade of Basic Cycle: 5 - 7 year olds
Second Section	5 - 6 year olds	

5.b.3 Programmes

There is no unification in the application of the programmes of study, a phenomenon which leads to the formulation of different programmes which, in most cases, do not respond to the psycho-biological development needs of the children of the different regions of the country. In the rural areas, either the urban programmes are adopted, which are inadequate for the environment's characteristics, or they follow the programmes of the First grade, with a few modifications.

The absence of systematic planning and the use of inadequate programmes denaturalises the objectives of the Cycle and does not allow the achievement of the desired results. It is necessary to carry out detailed research to be able to establish a scheme of the development of Bolivian children in the diverse regions of the country, so that this orients the determination of pertinent programmatic contents and contemporary methodological strategies, in congruence with their characteristics.

Children up to 6 years old are attended through centres and programmes of Initial Education (0 to 3 year olds) and Pre-basic education (4 to 6 year olds). Both are optional and, therefore, the coverage is low, especially in the rural areas. This service's provision included a teacher with broad training, who should play a musical instrument, draw, and teach dances and physical education for children of this age, alongside the ordinary teaching tasks. In summary, this teacher was in charge of the development of the whole curriculum for this Cycle. He/she worked for 3 or 4 periods, from 9:00 to 11:30 in the mornings or from 14 :30 to 17 :00 in the afternoons. Due to the lack of planning for the training of teachers for this speciality, it was necessary to recur to music, physical education or plastic arts teachers, all of which resulted in an education of low quality.

In the Normal Schools in the rural areas, teachers were not trained for this speciality and, therefore, the service was only offered through the preparatory course, with the same teachers of the first grade. In the last years, through the initiative of UNICEF and other NGO's, the so-called Centres of Initial Education, which were non- schooled, were introduced into the rural sector and put in charge of mothers. These were trained by a group of teachers who constituted the central team with a multiplying character as they also trained the other teachers.

Taking into account the tendency for the demand for this level to increase, the National Directory of Initial and Pre-basic Urban-Rural Education is created with an exceptional character, within an Education System where two sub-systems exist with their own administration. At the same time, the disposition is made that the teachers attend one year of preparatory and compulsory education while they also monitor the Non-schooled Initial Education Centres , with mothers and community volunteers.

With the implementation of the Educational Reform, this situation is sought to be reversed, as this cycle is now compulsory, during at least one year, with the purpose to prepare the students for primary education.

5.c. Education in the Primary Level: Basic Cycle

5.c.1. Objectives.

- To initiate the child in the knowledge and comprehension of the instrumental subjects. To facilitate his/her integration into the school community.
- To reach a healthy and strong child by physical development and the development of sensorial-motor activities.
- To orient the children in the discovery of the world that surrounds them..

The objectives which oriented the educational process of the Basic Cycle, are those enunciated in the Educational Reform of 1969 and the Bolivian Educational Law of 1973, which sought to canalise an integral education, civic development and a dynamic adaptation of the children to their environment. In spite of this reality, the formulation of these objectives does not take into account the problems, necessities, interests, aspirations and potentialities of the communities in their economic, social and cultural aspects.

The objectives enunciated specifically in the 1973 Law are not achieved as planned mainly due to: the lack of information about them or an inadequate interpretation, insufficient economic and material resources and equipment, and due to the lack of a permanent in-service training system, the lack of technical-pedagogical supervision and the implementation of pompous, theoretical programmes of little practical utility.

5.c.2. Structure.

The Educational Reform of 1969, as well as the 1973 Law, establish a Basic Cycle with five grades, with an equal number of years both for the rural and the urban areas. It is created to attend the population of children between 6 and 11 year olds. There is no evaluation to establish the pro's and con's of this Cycle; however, it is worth mentioning some causes and obstacles which somehow influenced the internal efficiency of this structure:

- Although the five years of the Basic Cycle are sufficient time to achieve the objectives referred to instrumental learning techniques, they do not offer the children any orientation, for when they are promoted from this Cycle, to adapt and respond positively to the requisites of current modern life.
- The absence of technical-pedagogical supervision, in relation to the objectives of the Cycle and those of each grade, is another aspect which does not support the curricular development itself.
- The dispersed situation of the school population in the rural areas does not facilitate the establishment of complete Education Units or, at least, of schools with all the grades of the Basic Cycle, as well as the school nets or Education Nuclei.
- The existence of multigrade rural schools (with a single teacher for various grades) which do have an adequate methodology.
- Absence of coordination between teachers of schools with the same Cycle, and even less between those of the Basic and the Intermediate Cycle.

5.c.3. Programmes.

The programmes of study show the existence of segmentation between technical and scientific subjects, instead of their convenient integration. They are pompous and have no relationship with the daily activities of the children, particularly of those of the rural area, they are inflexible and lack coordination between them. The programme of study, instead of becoming the pedagogical framework for conceptual and didactic orientations, has become the only teaching instrument, thereby producing neglect of the other components of the curriculum. In these programmes

neglect transversal contents referred to the areas of health, education of the citizen, sexual, moral, aesthetic education and preservation of the environment. One can also observe the lack of interpretation and pertinent adaptation of the programmatic contents, especially in the rural area.

5.c.4 Methods.

Verbal education based on exposition predominates in the Basic Cycle; practical activities are generally absent. In the process of learning to read and write, the method used is usually eclectic and global. In summary, it is possible to assert that the classroom activity is centred around the teaching process, where the teacher is the main protagonist.

5.c.5. General situation in education in the Basic Cycle.

The data on the access for boys and girls to the first grade of the Basic Cycle, shows that the disparities are becoming less, both in the rural and the urban areas. What can be observed is that the matriculation which is higher than the demographic demands is caused greatly by repetition, which proves that the automatic promotion between first and second grade is not being complied with strictly, as in the second grade of the rural schools it only reaches 91.6 %, while there is brute demand of 144.3% in the urban area³⁷, thereby causing a progressive lack of balance weighing against the rural population.

The General Directory of Educational Planning itself established that, in the eighties, of 100 children who begin the Basic Cycle, 77 reach the fifth grade in the urban schools, while in rural schools only 30.4 reach this level. This means that almost half of the children which entered the basic school did not finish it and, therefore, risk becoming potential illiterates, as they have no other opportunity to become educated or professionally trained.

In rural areas, 70% of the children do not reach the fifth grade, and to these it is necessary to add those who never entered the system. This situation becomes even more critical due to the limited

³⁷ Source: General Directory of Educational Planning, 1989.

opportunities of the children in the rural areas, caused by the insufficiency of the rural schools with five grades. To this we must add the almost total abandonment of the urban-marginal areas, mainly populated by rural immigrants, where they are offered an education in a language which is not their mother tongue, with lack of materials and a rigid school calendar which forgets that in certain moments of the year the children are required by their parents. Another negative factor which leads to abandoning school, is the lack of integration of the school within the community. This critical situation and the nutritional state of the children coming from poor families are negative factors which influence the permanence of the children within the school.

The system has not given this high percentage of children, who have left the schools after only three years, the instruments which are necessary to "learn to learn", nor has it prepared them to be able to continue learning from the context within which they live.

5.d. Education in the Primary Level: Intermediate Cycle

5.d.1. Objectives.

- To intensify the pre-adolescent's dominion of the instrumental subjects.
- To discover and develop the pre-adolescent's aptitudes to guide and affirm his/her vocation.
- To balance the education given through a programme which makes the studies of general culture compatible with practices of vocational education.
- To give a whole and fundamental education in the areas of culture and technique, so that the student can effectively adapt to the ways of life and the changes of today's civilisation.

Although these objectives interpret the psychological needs of pre-adolescents, they are only reached partially due to the lack of their adequate interpretation or because the teachers and parents do not know them, and also because there are deficiencies of organisation, supervision, implementation and administration. One of the greatest deficiencies in the installation of this new structure in primary education, which is an obstacle in the consecution of the objectives, was to not have foreseen and prepared a process of pertinent and sustained initial training, in-service

training and specialisation for teachers of this Cycle. Besides these deficiencies, there is a notorious lack of the minimum logistic support required, such as providing physical infrastructure, laboratories and workshops, for a Cycle which is also called "Vocational Orientation". Hereby, the dichotomy theory-practice reappears.

These objectives are also not reached because of the scarce institutional stimulation and support, the lack of initiative and creative spirit, and weak cooperation by parents.

5.d.2. Structure.

Both in the rural and the urban areas, the structure of the Intermediate Cycle includes three grades with terminal tendency. Unfortunately, it did not respond to the students' interests as there was a lack of logistic support. In the rural areas, this Cycle generally works in the Nuclei's Central Schools. This structure is based on the conception of educating the children and coordinating the development of the community by providing integral, whole education and teaching instrumental techniques. Within the process of agricultural production, these should not only develop abilities, but also techniques to increment the responsibility of the subsector. Unfortunately, due to the scarce support received from the different governments, as well as the social agents and the institutions of the different populated centres and capital cities, the Intermediate Cycle returned to being a traditionalist educational institution where the theory, besides being decontextualised, predominates over practice.

5.d.3. Programmes.

The National Curriculum Department, parallel to the 1973 Law, elaborated programmes with a structure which was close to our reality. Nonetheless, the general, specific and operational objectives are not very consistent and do not take into account the technical-pedagogical preparation of the Bolivian teacher.

From the critical diagnosis on the education provided in the Intermediate Cycle, it can be established that the programmes do not reach their great purposes, for they suffer an extreme

verbosity and lack a practical orientation for life, they are inflexible and lack coordination between them. These deficiencies are the result of a lack of research and previous experimentation of their implementation and implantation.

It is dramatic to see how far the programmes for rural education are from the peasant's reality, peasants who constitute the majority of the population. The programmatic contents are theoretical and repetitive in one or various disciplines, they are not of interest for the students or the educational community and, even less, instruments for processes of change or development. In few cases, a selective assimilation and creative combination of the knowledge and its technological application takes place, without an economic response to the needs of a determined context and so that the techniques are attainable in the rural environment.

Some subjects do not present an adequate dosage of its contents; they are conceived to inform instead of supporting the analysis, research and interpretation of the contents studied. There is a lack of balance between theoretical and practical education. There is an absence of contents to satisfy the requirements of the peasant pre-adolescents and their social-economic context. The programme is only reached partially due to the lack of human and technical resources and infrastructure.

For their implementation, the programmes were either not known in time by the teachers, or they were not interpreted adequately, due to the lack of in-service training activities and orientation guides.

5.d.4 Methods.

They are characterised by expositions and restricted participation of the students. The procedures used in the teaching-learning process are traditional and passive, all of which is joined to the lack of human, physical and material resources. Memorisation and verbalism are given priority in relation to analysis, critical reflection and the development of initiative, skills and habits. There are no incentives or forms directed to self-directed learning.

5.d.5. General state of education in the Intermediate Cycle.

The statistics on the Intermediate Cycle lead us to question the implantation of this model in the areas which are lowly populated. The *brute* rates of schooling for the group between 11 and 13 years old show that only 16% of the rural population attends this Cycle, while in the urban area it is 117%. Although the growth rate for the rural area was encouraging, in absolute numbers the urban matriculation is almost eight times that of the rural areas. This growth exists due to the state's efforts.

As a model, the Intermediate Cycle is expensive and does not yield greatly in areas of low population density, due to the specialisation of spaces and the need for equipment and trained teachers. It is easy to understand why this model could not expand in the rural areas, thereby invalidating the norm referred to the obligatory attendance of this level, the same as the Basic Cycle. Many establishments function in buildings for Basic Education without the minimum pedagogical and physical conditions which the Plans and Programmes of Study for this cycle require.

The lack of statistics on matriculation by age constitutes an obstacle when trying to establish the proportion of population between 11 and 13 years old that actually attends school. Due to the late incorporation to the first grade of the Basic Cycle and the high repetition rates, we can suppose that the majority of the students is older than the age established by law. Performance is low,

especially in the rural areas. Of every 100 students that entered school in 1989³⁸, 84 reached the third grade in urban schools, while only 41 did so in the rural areas, which represents a loss of 24% of those signed up.

³⁸ Source: General Directory of Educational Planning.

5.e. Education in the Medium (Secondary) Level

5.e.1 Objectives

- To reach an intensive learning process of the humanistic-scientific subjects, by using self-directed learning methods.
- To reach the scientific and philosophical attitude in the adolescents which will permit them to observe, interpret, comprehend and act reflectively in the environment where they live.
- To become conscious of the national reality and to assume a responsible and solidary attitude towards the national destiny.
- To educate people capable of being and constructing themselves and, at the same time, capable of accepting the historic challenge to construct a larger and renovated Bolivia, result of the common action and thinking of all.
- To offer diversified studies with specialities adequate to the areas of knowledge and technical activities, such as the Humanistic, Industrial, Technical-Vocational, Commercial, Artistic and Agricultural and Cattle Baccalaureate.

5.e.1.1. Objectives of the Humanistic Secondary Level

- To guarantee a humanistic education which allows the Bachelor, in accordance with the law, to enter superior education, be it in the university or non-university institutions.

The current academic or humanistic baccalaureate constitutes the most extended mode of the Medium (Secondary) Level, where one can observe that substantial changes have occurred due to the explosion of the matriculation, the demands of the industrialisation process and the imperative need to unite education to the social, economic and cultural development of the country. In spite of this effort, humanistic education lacks the functional, dynamic and modern balance which the youth nowadays requires. The legislation which existed prior to the Educational Reform (the Educational Reform of 1969 and the 1973 Law), coincide in pointing out the following as the

objectives of the Secondary Level: The formation of a national and moral consciousness, the intensification of the learning process of the humanistic subjects and to offer diversified studies with specialities adequate to the regional demands. In their contents these objectives coincided, but they were too general and only centred on enunciates. This is due to their technical-developmental conception where the ideas of science and technology are privileged within a perspective which favours the *national reconstruction*, an aspect which differentiates it from the conception sustained in the Bolivian Code of Education of 1955, whose bases give priority to social mobilisation and access to education for the large majorities of the national population.

5.e.2. Structure

The Educational Reform of 1969 establishes a structure of four grades divided in two cycles: the Common Cycle, with two grades, and the Preparatory Cycle, also with two grades. This structure offers diverse modes of professional education at a secondary level. The 1973 Law of Bolivian Education establishes a structure with Humanistic Secondary and Technical-Professional educational modes, similar to the Reform. It also offers alternatives for baccalaureate education: Industrial, Commercial, Artistic, Agricultural, and that of Services, all of which are terminal or preparatory for superior education.

In the diversified baccalaureate, the practical preparation which is expected is not provided as there is an inadequate equipment of workshops and the teachers and specialists in charge have a deficient professional qualification and preparation. Although this structure offers diverse alternatives for professional qualification, it is too rigid as it does not allow the student to change from one mode to another. The Secondary Level, as the other levels and cycles, does not have the necessary articulation with the Primary Level.

5.e.3. Programmes

They are extremely pompous and, therefore, cannot be developed fully. To this we must add the existence of an excessive number of subjects in the "Plan of Studies". The programmes lack guides to help interpret them. A deficiency which has not been overcome yet is that the teachers

are not prepared for many of the programmatic contents which they present. In the different educational establishments of the country, the same programme of studies is adopted without taking into account where they are situated or the educational level which the students bring with them from the Intermediate Cycle. The outdated programmes are accompanied by a fragmentation of the contents of many subjects. They lack clarity referred to universal aspects, specific aspects of the curriculum and the use of these in the process of adapting them to the environment. The tendency to urbanise the programmatic contents is unfavourable to the rural areas. However, a broader perspective of this analysis reveals that they do not even respond to the needs and characteristics of the urban populations and even less to those living in urban-marginal areas, where they must survive physically and psychologically, in an urban environment which is unknown, with a different culture and, in many cases, without the sufficient knowledge of Spanish.

5.e.4 Methods

The methods used in this level are characterised by being traditional and based on exposition. Teaching is encyclopaedic and seeks memorisation, with little participation of the students. The techniques appropriate to the different specialities and modes of education of the level are not applied. The programmatic contents are generally theoretical and disconnected from our reality, they do not work with a perspective which can be used to integrate the learning process or to methodologically orient the teacher's actions towards the education of the citizen sought. To respond efficiently in the implementation of this model, the state did not make the necessary provisions regarding in-service training and teacher specialisation.

5.e.5. General state of education in the Secondary Level.

It is asserted that the studies in the Secondary Level are too theoretical, lack an end in themselves, and do not prepare the students for immediate employment. The statistical information analysed includes both humanistic and technical education, as there is no separate information on them, which makes it difficult to infer conclusions referred to each mode. In reference to the access to this level, it is established that 80% of the students of the third year of the intermediate level, in the

urban areas, enter the Secondary Level, and only 9% of the rural area do the same. Although in absolute numbers there is a large disproportion, in the eighties an accelerated growth was established in the matriculation in the rural areas, 14.9 %, compared with 4.7 % in the urban areas. As there is no plan to allow the extension of the services in the rural area, the growth of the matriculation is spontaneous or due to pressures or lack of rationale. The distance between the matriculation of boys and girls in the rural became larger, although it grew at a rhythm 2.2 times higher than that of the urban area.

Only half of the students that entered education in the Secondary Level in the urban areas reached the fourth grade, and this was reduced to a third in the rural areas. The teacher-student relation in the urban areas is 21 students per teacher and 10 to 1 in the rural areas. The estimate of students per classroom is 25 in the urban area and 5 in the rural area. One of the possible explanations of this situation is the low quality of the education offered, whereby the parents prefer that their children study in the cities. Unfortunately, only a few parents can cover these costs. It is also possible to suppose that a large proportion of the rural teachers does not comply with the necessary requisites due to their deficient training.

5.f. Technical and Vocational Training Education

This branch of secondary education is quite complex both in its contents and its administration. In 1978 the Ministry of Education created the National Technical Education and Training Service, SENET, to try to unify policies and plan actions for this branch. Unfortunately, the problems of coordination and inter and intra-institutional dependence subsist, for to this date it has not been possible to plan systematically and rigorously as is required for this transcendent sector for the economic growth of the country.

5.f.1. Objectives of the Secondary Professional Level

- To fulfil an eminently social job, allowing the Bolivian student a quick access to the professional world to be able to solvent the expenses of his/her family and his/her own changes and needs.

- To facilitate free movement within the diverse modes of the Secondary Level, guaranteeing the demands of the Baccalaureate in its different specialities, through a common nucleus of humanistic-scientific and technical subjects.
- To graduate professionals of the Secondary Level who can incorporate themselves into the area of productive work with an integral education or enter superior education.

5.f.1.1. Professional Secondary Level (Industrial)

a) Objective

- To educate technicians in specialities that satisfy the state's and the society's needs for qualified labour and that lead to personal benefits for the students.

This mode intends to reach an integral education in technical industrial education, training in a useful job or professional education at a Secondary Level. Unfortunately, however, there is a lack of adaptation because the psycho-biological maturity of the students was not taken into consideration. The technical industrial education does not have operative projections nor policy guidelines to permit the development of science and technology, or to permit an understanding of the progress which these have had in the changing and dynamic world within which we live; it also neglects the identification of aptitudes through vocational orientation and monitoring processes which would support the students' success in their aspirations. It is necessary to reconstruct technical education through policies and objectives which systematically conduce to an articulation of the demands of human resources with high technical competence, by strengthening the institutions responsible for this education and training in the different operation levels required. These policies and objectives, supported by medium and long term empowerment and institutional development plans, will allow to foresee and satisfy the demands of industrial development, which constitutes the pivot of productive transformation and economic growth with equity.

b) Structure

The existence of a diversity of modalities within the structure of the Secondary Level has led to confusion in the place occupied by technical education in the system. Currently, this sector suffers the highest lack of articulation within the organisation of the National Education System. The Educational Reform of 1969, as well as the 1973 Bolivian Education Law, establish a structure in two cycles: Common and Specialised, with differentiated and regionalised alternatives. Each cycle consist of two grades. When the Common Cycle is finished successfully, a Certificate is given to the graduate which enables him/her as an Official in the speciality studied. When the four grades are finished successfully, the graduate receives a Bachelor Diploma and a Secondary Technician Title in one of the specialities specified in the industrial mode: Foundry, Radio and TV, Mechanics and Automobile mechanics, Electricity, Industrial Chemistry, Refrigeration, Carpentry, among others. Making the current structure, within the context of Regular Education, more flexible will allow not only to absorb a contained demand, but it will also permit the compromised participation of companies and, particularly, of industries.

c) Programmes

The curricular contents of the programmes for technical industrial education have relative continuity and coordination within its institutions. However, through information which exists in different diagnoses, it can be established that the contents are not adapted to the social-economic needs of the different regions and, even less, to the country in general; likewise, they are not adapted to the existing material resources and the capacity of the workshops and equipment which must be used nowadays, where the progress of science and technology is so extreme that there is a risk of remaining behind permanently.

d) Methods

In general, the methods used are subject to the teacher's professional experience, instead of methodological strategies established in coordination between the institutions responsible for

offering this modality. They are more theoretical than practical and experimental, mainly because they lack materials and equipment. The policies and actions which intend to implant modern training processes and theoretical-practical curricular development are absent, even in the entities and levels responsible of institutional monitoring, control and evaluation.

e) General state of Industrial Education in the Secondary Level

The majority of the Technical Industrial Schools work in the same buildings used by humanistic schools. As there is not a System of Technical Education, unfortunately there is also not an organically structured institution which is responsible of monitoring, controlling and evaluating the development of activities within institutions that offer this education and training mode. It is possible to speak only of institutions with managerial autonomy which take care of Technical Education. For the specific case of Technical Industrial Education at the Secondary Level there is the SENET, an institution on which they depend administratively. The SENET is a state institution with managerial autonomy. Within the SENET, the different institutions which compose it also are autonomous. This service that intends to solve present and future demands, must incorporate the conception of technical-pedagogical planning and the initiatives of state and private financial administration into its organisation. However, nowadays the SENET is in the process of transforming towards the future National Technical Education (SINETEC).

5.f.1.2. Professional Secondary Level (Vocational Technician)

a) Objectives

- To educate secondary level technicians to fulfil the jobs required by the occupational market and the homes.

There is dispersion in the implementation of those actions oriented to achieve the objectives for these specialities that were formulated in the Bolivian Code of Education, the Reform of 1969 and the Educational Law of 1973. These institutional objectives are achieved in large part, but they do not respond to the needs, interests and expectations of the communities or the students, and even

less so to the demands of those who require the services of personnel with the competencies that should be achieved when studying this mode of technical education.

b) Structure

The 1973 Law structures this mode into four grades and two cycles: Common and Differentiated, each with two grades. When the first cycle is completed successfully, a Certificate of Official is given in one of the following specialities: Sewing, Nutrition, Weaving, Handicrafts, Decorative Art and Beauty. When the four grades are completed successfully, the student receives the Bachelor Diploma and the Title of Secondary Technician in one the specialities mentioned.

c) Programmes

The majority of establishments that offer the technical education and training modality do not follow the regulations of official programmes. The determination of the programmatic contents is totally anarchic, and they do not respond to the interests, needs and expectations of the communities or the students. For these reasons, it is essential to revise, readjust and modernise these programmes so as to guarantee a minimum of quality, homogeneity and pertinence.

d) Methods

The method recommended for the learning process within this modality is that of learning by doing. However, this method is not followed due to the inadequate and obsolete equipment of the workshops for the different specialities. An important deficiency of the institutions that offer this technical education and training modality is the absence of maintenance and renovation of the materials and equipment due to the scarceness or lack of spare parts and equipment that is also obsolete. The procedures used in the development of the programmatic contents are: group dynamics, demonstration practices and the projects method.

e) General state of Technical Vocational Education in the Secondary Level

There is no specific information to this respect because, unfortunately, this mode does not have support from the educational authorities for its development. There are no control, monitoring or evaluation activities and, therefore, it is not possible to establish a state of situation for this modality.

5.f.1.3. Professional Secondary Level (Commercial)

a) Objectives

- To prepare qualified personnel to serve in Commercial, Industrial and Banking Administration.

Although in its formulation the objective of this modality was coherent and adapted to the ends sought by this type of professional training, nowadays it is considered limited due to the institutional development experienced in the past decade and the administrative decentralisation process which the country is carrying out. The policies and objectives to be formulated should contribute to the improvement of the administrative efficiency of the banks, commerce and industries. For this, the education and training required need to be modern and of good quality, and count on logistic support coming from, and coherent with, the progress in science and technology.

b) Structure

For the development of this modality, the Educational Law of 1973 established two cycles: Common and Differentiated, each with two grades. When the first cycle is completed successfully the graduate receives the Certificate of Stenographer and Typist or Office Auxiliary. When the two cycles are finished the graduate receives the Title of Administrative or Commercial Secondary Technician Bachelor, in the speciality chosen.

c) Programmes

For the determination of the programmatic contents for this modality, there is no coordination between the different private and public Institutions, Academies and Schools of Commerce and, therefore, there is no uniformity in their development. If the purpose is to guarantee an education and training with a minimum of quality, it is necessary to count on an institution which regulates and demands the development of a minimum and common content at an inter-institutional level, so that they respond to the needs and expectations of the students and the needs of the institutions and companies that require the services of personnel formed under this modality.

d) Methods

The few results that exist in reference to the formation of human resources under this mode, are mainly the product of methods based on exposition and memoristic instruction. In the development of the majority of the subjects, the textbook and the teacher's lectures are used as the main teaching resources. The audio-visual methods are absent and theory predominates over practice, a situation which is favoured by the lack of material resources and equipment in the institutions, particularly in those belonging to the state.

e) General state of Commercial Education in the Secondary Level

There is no specific information referred to the curricular development of this modality. There are no control, monitoring and evaluation activities carried out by an institution responsible for this. Therefore, it is not possible to establish a state of situation for this modality..

5.f.1.4. Professional Secondary Level (Musical Artistic)

a) Objective

- To initiate the student in research on, interpretation of, and creation of the nation's artistic and cultural productions.

Although the objective formulated for this mode is concrete and precise, it is only reached partially due to the lack of qualified and motivated human resources to develop the modality. Added to this deficiency there is a lack of adequate physical infrastructure, scarceness of materials and equipment and, in consequence, scarce demands.

b) Structure

The Musical Artistic modality of the Secondary Level is developed in two cycles: Common and Differentiated, each with two grades. When the four grades are completed successfully the graduate receives a Bachelor Diploma in Humanities and Arts.

c) Programmes

In reference to the development of the programmes it is known that, since 1974, an experimental programme is being applied and its results are yet unknown as they have not been evaluated.

d) Methods

For the curricular development of this modality the methods used are inductive and deductive, and global active methods, aside from some modern systems used in artistic musical baccalaureate.

e) General state of Artistic Education in the Secondary Level

There is no specific information referred to the curricular development of this modality, as, unfortunately, there are no control, monitoring and evaluation. Therefore, it is not possible to establish a state of situation for this modality. The institutions functioning with this mode are administered by the National Directory of Musical Education, which is characterised by its verticality and rigidity, and the lack of technical and methodological supervision. Institutional Evaluation never existed and student assessment is carried out based on practical exams, physical aptitudes and rhythmic patterns, and individual and collective activities. It is necessary to implement a national musical-artistic education system to be able to collect references on the development of Art and Music.

5.f.1.5. Professional Secondary Level (Agriculture)

a) Objectives

- To educate secondary level technicians in the area of agriculture with the intellectual, technical and material resources to permit them to reach an improved development of their own environment.
- To provide the student the opportunity to know, through his/her studies, the benefits that arise from production.
- To provide agricultural bachelors with the opportunity to form agricultural cooperatives between them and with the help of the state.

The objectives formulated for this modality are too general and, therefore, it is considered necessary to formulate specific objectives to orient the development of this modality with more clarity and precision.

b) Structure

The Technical Agricultural Education at the Secondary Level does not have a well defined structure, but, in general, it presents two cycles: Common and Differentiated, each with two grades. When the first two grades are completed a Certificate in *Practice in Agricultural Activities* is given to the graduate and, after four grades, the Title of Agricultural Technician Bachelor.

c) Programmes

The official programmes which were implemented in this mode were elaborated by the National Curriculum Department. These programmes joined the training process of both Practitioners and Technicians in Agriculture at the Secondary Level. Later, these programmes were readjusted by the National Technical Education and Professional Training Service, SENET.

d) Methods

The methodology used in this mode is teacher exposition, this is the teacher reading or dictating and the students copying, because there is a lack of knowledge about the appropriate practical methods. Added to this is the scarceness of materials, instruments and equipment for practical use.

e) General state of Agricultural Education in the Secondary Level

In the administration of these establishments it is possible to observe an absence of coordination and functionality between institutions which educate and train human resources in this mode, as well as a lack of technical elements, instruments, materials and equipment to carry out an efficient job. This situation requires a process of elaboration of norms and the provision of the necessary facilities for an effective administration. The establishments of this modality absolutely lack an orientation service. In the processes of evaluating the outcomes or performance, more importance is given to the evaluation of the theory through objective exams than to the evaluation of the

practical aspects. This situation points out the need to use adequate instruments to evaluate practical activities.

5.g. Non Formal Education

Before the Educational Reform, Non Formal Education carried out circumstantial initial and in-service training actions for technicians and artisans, and, at the same time, community development actions in urban-marginal and rural zones. There is not sufficient information about its institutional performance. In spite of the many attempts carried out, it did not tackle, effectively and with security, the need to update and provide the necessary technology for the human resources to attend this service in public and private administration; thereby, the training constitutes a limited effort which observes the priorities of the country's National Plan of Social-economic Development.

a) Objectives

- To train men/women to vitalise the area of production with his/her active participation in the process of elaborating and executing cooperative projects that are generated by concrete needs of the community and become economic and social benefits for them.
- To fully develop the adult's personality as a member of a dynamic society.
- To contribute to the nation's integration by developing the potential capacities of the marginalised groups.
- To teach men and women to participate in the permanent construction of the concept "nationality", by being conscious of his/her rights and obligations and with a profound feeling of responsibility and respect towards human dignity.

The objectives of Non Formal Education were mainly directed to the training of personnel in service, offering programmes of "Capacitación Laboral" (Training for work), which referred to training and improvement of workmanship, and updating programmes in accordance with the progresses of science and technology, with the purpose of improving the efficiency of

the technical personnel of the public and private companies. These objectives were not achieved fully due to the lack of technical and material support and specialised human resources.

b) Structure

Non Formal education was led, at the national level, by the *Department of Non Formal Education*, which depended on the *National Directory of Adult and Non Formal Education* of the then called Ministry of Education and Culture (MEC). The purpose of the established structure was to execute policies which would permit the promotion of professional training and upgrading of the labourers to form human resources for the different sectors of the country devoted to economic activities which were not attended by the formal system. The lack of a clearly defined conceptual framework, adjusted to the Bolivian reality, did not permit the construction of a functional structure to basically orient and systematise the area of action, the administrative responsibilities and the organisation of educational, occupational and human promotion *modules*, to assist the social-economic development of the country.

c) Plans and Programmes

The Plans and Programmes which were applied in Non Formal Education were presented by institutions that offered this service and elaborated according to the interests of these institutions. There was not a defined policy or Plan for the development of Non Formal Education. This fact was leading to produce a real institutional and functional anarchy. Nonetheless, these experiences can be used in the formulation and execution of a national programme of Alternative Education, instead of Non Formal Education.

5.g.1. Adult Education

The Education System lacks the physical capacity, financial resources and a sufficient amount of human resources to absorb the majority of the population in school age, thereby

provoking marginality in the primary and the secondary level. For this reason, adult education is structured as a *parasystem*, based on accelerated grades, cycles and levels.

5.g.1.1 Literacy and Basic Accelerated Education

The intention of providing literacy and basic accelerated education is to educate groups of adults, who did not have the opportunity to receive basic education, by providing them with fundamental instruments such as reading, writing and elementary calculations, and interest and responsibility in the development and progress of the community.

a) Objectives

- To teach reading and writing through functional techniques, to broaden social communication and to facilitate the acquisition of productive techniques.
- To achieve active and responsible participation of the students in projects related to their occupational and social-cultural activities.

These are very general and basic enunciates whose achievements are reduced to learning reading, writing and arithmetic, due to the lack of specialised human resources and material resources.

b) Structure

The Integrated Centres of Literacy and Basic Accelerated Education (EBA), academically, comprise five grades, with a duration of one semester each, which is equivalent to the grades of Regular Education, of one year duration.

GRADES	SEMESTERS
5 th	one
4 th	one
3 rd	one
2 nd	one
1 st	one

c) Plans and Programmes

SUBJECTS	Weekly	Fortnightly	Monthly	Number of themes	Duration of each lesson
1.- Reading	5	10	20	80	45'
2.- Writing	5	10	20	80	54'
3.- Vocabulary elocution	5	10	20	80	30'
4.- Elementary calculus	2	4	8	32	30'
5.- Hygienic Education	2	4	8	32	30'
6.- Civic - Moral	1	2	4	16	30'
TOTALS	20	40	80	320	

The Plan of Studies mentioned above emphasises reading, writing, wording and vocabulary, and neglects the other subjects, showing, thereby, that the sole purpose of this cycle is that the adult is to acquire reading and writing skills and abilities. The programmes are oriented to the teaching of reading and knowing the fundamental mathematical operations and elementary notions of social and natural sciences. It is also possible to observe the transference and adaptation of programmatic contents of the Regular System to this mode.

d) Methods

In most cases, methods and techniques transferred from the Regular System are applied here, without acknowledging the motivations, interests and aspirations of the adults. However, in some isolated cases, some methods and procedures, that are congruent with the new

philosophy of Adult Education, are used experimentally and their results are in the process of evaluation and systematisation.

e) General state of situation of the Integrated Centres of Literacy and Basic Accelerated Education (EBA)

The dispositions that are still in use for evaluation, do not consider procedures or evaluation instruments, as only a monthly evaluation is made through written and oral exams. The evaluation of practical work, which should be given priority in adult education, are neglected. Administratively, the Centres of Basic Accelerated Education depended on the Supervisory of each cycle. Each Education Centre is led by a Director. In this modality of Non Formal Education, coordination between superior authorities and the institutional operative level is not very frequent, with an evident damage for the service.

5.g.1.2. Intermediate and Secondary Accelerated Education

Intermediate and Secondary Accelerated Education, through its different grades, tries to offer possibilities to those who did not have the opportunity to continue or finish their studies.

a) Objectives

- To recover the years of schooling which were interrupted due to different factors, through accelerated courses in the Intermediate Cycle and the Secondary Level.
- To enable older people to continue the studies interrupted in this cycle and level, through sufficiency exams.

In practice, the second objective is not reached, as the interested adult is not allowed to take the sufficiency exams; self-directed learning is not stimulated.

b) Structure

Intermediate Accelerated Education is equivalent to the three grades of the Intermediate Cycle of the Formal School System and it can be completed successfully in two semesters. This mode functions and forms part of the Secondary Accelerated Education Centres (CEMA) and belongs to the Inferior Secondary Level. On the other hand, the Common (1st and 2nd) and Superior (3rd and 4th) Levels correspond to the proper Secondary Level. Each of the levels is completed in two semesters, giving a total of four semesters to obtain the title of Bachelor.

STRUCTURE OF SECONDARY ACCELERATED EDUCATION CEMA

SUPERIOR SECONDARY CYCLE	first semester	second semester
COMMON SECONDARY CYCLE	first semester	second semester
INFERIOR SECONDARY CYCLE	first semester	second semester

c) Plans and Programmes of Study

The Plan of Studies comprises four basic subjects: Mathematics, Language, Natural Sciences and Social Studies, both in Intermediate Accelerated Education and in Secondary Accelerated Education. The plan of studies is made for each semester, five-day weeks and four periods of forty minutes each per day. In CEMA the subjects are passed integrated with related sciences, and two subjects are developed each semester.

First Semester

INTEGRATED SUBJECTS	INFERIOR SECONDARY Nr. of weekly periods	COMMON SECONDARY Nr. of weekly periods	SUPERIOR SECONDARY Nr. of weekly periods
- Language	10	10	10
- Social Studies	10	10	10
- Extension	2	2	2
TOTALS	22	22	22

Second Semester

INTEGRATED SUBJECTS	INFERIOR SECONDARY	COMMON SECONDARY	SUPERIOR SECONDARY
- Mathematics	10	10	10
- Natural Sciences	10	10	10
- Extension	2	2	2
TOTALS	22	22	22

The students of this modality have the option to chose, for each semester, any group of the integrated subjects. Minimum programmes, specifically elaborated for accelerated courses, are applied. In their structure, the programmatic contents do not contain fundamental aspects such as objectives, methods and evaluation, they are simply lists of contents or themes to be developed. In spite of being minimum programmes, it is not possible to pass all of their content in the semester in each level, therefore, they require a readjustment adequate to the time available.

d) Methods

In this level of Accelerated Education, the method of exposition predominates, while research is being introduced, without technical guide, and practical work is executed deficiently.

e) General situation of the Secondary Accelerated Education Centres

The CEMA do not have materials for the development of classroom activities; the existing materials are product of the effort of the participants and the initiative of the director and teachers. The lack of libraries hinders the possibility of carrying out research work. The centres do not have Orientation Services as they lack specialised personnel that understands and responds to the specific characteristics of the adults, comprehending the reality of the world in which they live, their responsibility in the obligations towards others, their motivations and specific preoccupations. This situation requires an orientation service to respond to this reality.

Quantitative evaluation predominates; the main procedures applied are written or oral exams; in the first case, they use objective (multiple choice) exams and, in the second, the exposition of themes researched together. There is not a system of evaluation adequate to the age of the participants, to motivate progress in their learning process.

In its administration and functioning, these centres are theoretically controlled by the National Supervisor, a technical-pedagogical authority that does not manage to cover the attention needed by all the centres that function in the country. In spite of the lack of economic, material and human resources, many Centres show quite satisfying results and, therefore, this form of education has extended to the provinces.

5.g.1.3. Bolivian Learning Institute (IBA)

The Bolivian Learning Institute intends to qualify the labourers of different production companies through accelerated training courses. Its policy has not been defined concretely as it carries out similar activities to the FOMO, this is *Work Training Institute*, an institution that depends on the Ministry of Work and Labour Development, which, two years ago, transformed into INFOCAL or *Training and Qualification for Work Institute*, which is now dependent on a Tripartite Foundation conformed by the Bolivian Confederation of Private Businessmen, the Bolivian Labour Union and the Ministry of Human Development.

a) Objectives

- To increment the production capacity through accelerated training of qualified labourers.
- To train and update the workers in dynamic work techniques to attend the demands of the occupational market.

The objectives enunciated are reached partially, because the system does not manage to respond to the total demand of the occupational market due to the incompatibility between work and study schedules.

b) Structure

The Bolivian Learning Institute is a non-graded educational institution that trains the labourer through courses of varying duration, that are compatible with the complexity of specialities of the participants.

c) Plans and Programmes

An institutional unification of the plans of studies was tried out, with the following specialities:

W O M E N

M E N

1. Tailoring, Clothes and Linen Confection	1. Carpentry
2. Nutrition <ul style="list-style-type: none"> • Pastry • Bakery • Cooking 	2. Mechanics <ul style="list-style-type: none"> • Batteries • Breaks • Change of Breaks
3. Hairdressing and Beauty Parlours	3. Masonry
4. Toy making and Leather handicrafts.	4. Domestic Electrical Installations
5. Manual and machine weaving.	5. Electrical and point soldering.

PLAN OF STUDIES FOR MEN'S SPECIALITIES

SUBJECTS	QUARTER 1 st	QUARTER 2 nd	QUARTER 3 rd	QUARTER 4 th
Speciality	12	12	12	12
Technical Drawing	2	2	2	2
Mathematics	2	2	2	2
Language	2	2	2	2
Weekly hours	18	18	18	18
Monthly hours	72	72	72	72

PLAN OF STUDIES FOR WOMEN'S SPECIALITIES

SUBJECTS	QUARTER 1 st	QUARTER 2 nd	QUARTER 3 rd	QUARTER 4 th
Speciality	12	12	12	12
Home Improvement	2	2	2	2
Arithmetic	2	2	2	2
Language	2	2	2	2
Child and Sanitary education	2	2	2	2
Weekly Hours	20	20	20	20
Monthly Hours	80	80	80	80

The previous tables show that for men, 66% of the time is dedicated to the speciality and 34% to the complementary subjects. The Plan of Studies for women devotes 60% to the speciality and 40% to the complementary subjects. This shows that a higher percentage of time is used in activities to qualify them for work, however, with the unification of the Plans there is a tendency to make the modality more like schools, thereby lessening the value of the objective of attending the requirements of the participating workers.

The programmes of study by specialities and complementary subjects, by semesters, are still used today. The programmes are subject to systematic evaluation, particularly those experiences developed by the Episcopal Commission.

d) Methods

The most applied methods of the IBA are demonstrative and those of immediate application; theoretical orientations are limited because the instructors are not specialists in the respective areas.

e) General state of the IBA

For the development of classroom activities, there is a deficiency of didactic material, both for demonstrations and for the application of the techniques learned. To learn the theory, outlines or work recipes in photocopied texts are handed out. Texts specifically prepared by the specialised technical organisms do not exist.

Evaluation in the IBA is monthly; the grades are given according to the quality of the practical demonstrations and the exposition of work done by the participants. Administratively, they depended on the National Department of Adult Education.

5.g.1.4. Training and Qualification for Work Institute (INFOCAL)

a) General Information

The main function of the INFOCAL is to provide initial training, in-service training (qualification) and updating of knowledge for both qualified workers and the personnel that occupies intermediate posts in the public and private sectors.

The INFOCAL offers in-service training, professional training and updating courses in diverse areas. The in-service training courses are of a short duration and are aimed to fulfil the people's urgent need to acquire an occupation or skill; on the contrary, the professional training courses are destined to people who wish to acquire a profession with academic accreditation. The INFOCAL has adopted Dual Training as the teaching methodology.

The INFOCAL offers courses in three fundamental areas: Agriculture and Cattle Raising, Commerce and Industry, with a total of 21 specialities, as detailed in the table below:

AGRICULTURE	Agriculture
COMMERCE	Accounting Administration - Computer Science for clerks.
INDUSTRY	Automobile Mechanics - Metal Mechanics - Electricity - Electronics - Carpentry - Construction - Nutrition - Tailoring and Clothes Confection - Weaving - Ceramics - Domestic Gas Fitting - Refrigeration - Technical Drawing - Industrial Security - Shoemaking - Hotel Management - Graphic Arts

The large number of specialities is due to the autonomy of academic management of the Departmental INFOCALs, whereby each one designs their curricular plans. During 1993, at a national level, INFOCAL offered 556 in-service training and professional training courses (approximately 1% of the total) in different areas and specialities, and attended 9,895 people. This is a summary of these activities:

Department	Number of Courses	Number of people
Cochabamba	153	2,667
Oruro	50	807
Santa Cruz	150	2,450
Tarja	7	181
Potosí	29	774
Beni	6	181
La Paz	137	2,242
Pando	2	75
Sucre	22	518
TOTAL	556	9,895

These courses vary in their duration: there are courses whose period of instruction is not longer than two days, while others last more than 90 days, and, finally, there are Dual Training courses that last two years.

To be able to attend such an elevated number of people, the different INSTITUTIONS develop 15 hour working schedules. This situation also gives them a higher capacity of utilisation of their installations.

The number of courses is an indicator of the dynamic of each of the departmental INFOCALS and it is not always correlated with the amount of resources available. For example, in Cochabamba the INFOCAL has the highest number of courses and it occupies the third place in the amount of income; it represents 37.7% of the resources of La Paz, which represent the assignation of 0.63% of the expenditure payrolls of the Private Companies in 1993. On the other hand, La Paz, with the highest amount of resources, only occupies the third place in the provision of courses.

The percentage relationship between theory (27%) and practice (73%) of the 8 INFOCAL Institutes illustrates the predomination of an education that immediately enables the student to work..

b) Type of Administration

At the national level, the INFOCAL has entered computerised information systems, except in the departments of Potosi, Beni and Pando. Through these systems they must collect national inventories and economic movement registers, as well as academic information and students registers.

One of the consequences of the lack of information systems is clearly visible in the accounting information. Not all the INFOCALS have carried out an auditory nor have they all made an updated inventory of their possessions.

For their development, the INFOCALs elaborate annual operative plans, both for the administration management and the development of academic activities. During 1993, these plans were carried out fully, except in Pando where they state that they have an absolute lack of resources to fulfil their plans.

These operative plans use the annual budget as their framework. The data for 1993 correspond exclusively to the contribution of the private companies which consists of 0.63% participation of 1% of the expenditure registers, that reach Bs. 4,072,811.

Private companies contribute with about \$US. 900,000 dollars, the rest is assumed by the students and approximately represents 15% of the amount cited. These numbers show that an increment in the Institutes' income is necessary and one of the ways to achieve this would be by making the measure universal and extending it to public companies.

c) Financing

The INFOCALs are financed privately, as their income comes from the contributions based on the expenditure registers of Private Companies and from the monthly matriculation and tuition payments through which students acquire the right of access to technical qualification or training.

d) Academic Information

The relationship between the number of students and the number of teachers at the national level is 58, this means that there is one teacher for every 58 students; this number is not very high as there are various study periods during the whole year.

Relationship students / teachers	Relationship students / administrative staff
58	115

Source: National System of Technical Education. 1996.

Actually, these numbers are not significant indicators, except when used in comparison with similar institutions of Technical Education.

The courses offered by INFOCAL have two aspects: in the first place, they obey the immediate needs of the students, most of whom are active workers or ex-workers that intend to improve their occupation or to acquire new abilities. As there is a lack of measurement of the impact of these courses in the occupational market, what marks the tendencies of this market are the requirements of the companies in general and these are captured by the students that try to get access to a specific job, and one of the ways to reach this is through learning and becoming qualified.

In the second place, the INFOCAL forms technical professionals accredited through Dual Training, this is, courses of two years duration that produce technicians with solid theoretical knowledge and an ample practical experience.

In both cases (qualification and training), teaching is demonstrative and based on repetition by the students in the workshops of the different units or in the companies where they carry out their practice.

The programmes of the in-service training courses are elaborated aiming to a quick transmission of knowledge and abilities and, therefore, in general, the students do not have learning difficulties. At the same time, the Dual Training courses, which are quite recent, in general do not confront problems in the transmission of knowledge and techniques.

An aspect worth highlighting is the quality of the teachers that come from three different professional education study environments. The national percentage average shows the following data:

ORIGIN OF THE TEACHING STAFF

ORIGIN	Institute	Normal School	University
Percentage	49%	15%	36%

e) Legal System

The Training and Qualification for Work Institute, INFOCAL, was created through the Supreme Decree No. 22105, on 29 December 1988, with autonomy of conduction and administration. At present, it is under the tuition of the Ministry of Human Development (originally was dependent on the Ministry of Work and Labour Development), and its main function is to provide Initial Training, In-service Training and Updating of knowledge.

The directory of INFOCAL has a tripartite nature, it is composed of representatives of the State, the Unified Workers (Bolivian Labour Union) and the Private Companies. This situation is repeated in each regional INFOCALs, that are decentralised entities with conduction autonomy both in administrative and academic aspects.

5.g.1.5. National Department of Technical Education

a) General Information

The creation of the National Department of Technical Education (DENETI) goes back to the report passed by the Administrative Rationalisation Council (C.R.A.) which was translated into the Organic Law of the Ministry of Education and Culture, approved in Supreme Decree No. 17021 of 3 August 1979, that determined that the DENETI depended on the General Directory of Urban Education.

The National Technical Education Service (SENET) had the responsibility of promoting financial sources for the Technical Education Service, an activity which it only fulfilled partially.

b) Administrative Information

Fiscal Technical Education, centralised until 1990, was dependent on the National Department of Integrated Technical Education, D.N.E.T.I., whose highest authority was the National Head of the Department and the respective National Supervisors of the modalities of:

- Industrial Technical Education
- Commercial Technical Education
- Vocational Technical Education (feminine)

The modality of Agricultural Education was attended by the National Directory of Rural Secondary Education..

After the year 1990, the National Heads and National Supervisors were eliminated. Until 1994 the organic structure was the following:

- National Secretariat of Education
- General Directory of Urban Education
- National Directory of Integrated Technical Education (DENETI)

c) Objectives

Basically, they are found in the former Bolivian Code of Education in its articles 52 and 54, that point out the need to:

- To strengthen Integrated Technical Education to attend the requirements of technical qualification and training.
- To develop men/women integrally and harmoniously in their intellectual, manual, moral and social capacities.

d) Academic Information

The services of Technical Education administered by DENETI were:

- 1) PRE-VOCATIONAL, that corresponds to the basic cycle, and is imparted in the subject Feminine Workshops and Technique.
- 2) VOCATIONAL , that corresponds to the intermediate cycle, and develops programmes of Vocational Orientation and Feminine Workshops and Technique.
- 3) PROFESSIONAL, that corresponds to the secondary level and the Differentiated Schools such as the Technical Lyceums (that add up to about 10% of the country's establishments).
- 4) SECONDARY SUPERIOR, that corresponds to the commercial modality in the Institutes of Commercial Banking and Administration Education.
- 5) CONVENTION INSTITUTES, such as those organised with the System of Fe y Alegría (Faith and Happiness), Don Bosco, Salesiano (Salesian) and the Methodist Church.
- 6) There were also professional education, training and in-service training Centres and Institutes that were of private property.

5 . h . Education through the media

In the pluricultural and multilingual context of Bolivia, Aymara, Quechua and Guaraní constitute the main native languages. In this context, the mass media communication systems become inserted, particularly through the radio, due to predominance of oral communication and, in a smaller proportion, through television and written press.

5 . h . 1. The radio as a diffusion and cultural development agent

To speak of education through radio in the Bolivian environment, is to speak of ERBOL (Bolivian Radiophonic Education). ERBOL is a private organisation, constituted by the association of radiophonic institutions, oriented to education and integral popular promotion. In July of 1967 nine catholic broadcasting stations met to exchange educational experiences. As a result of this meeting, ERBOL emerged.

1) Objectives.

- To contribute to the understanding of men and women as agents of social change, to reach the establishment of a fraternal and participative society, based on justice and love.
- To offer the opportunity to learn to read and write in any of the languages of the country and to offer accelerated basic education along with other non formal modalities of adult education.
- To contribute to the creation, renovation, research and development of methods, systems and actions oriented to education, training and integral promotion in all its levels.
- To form and carry out programmes through the social communication media aimed to develop the cultural, social and educational level of the popular groups of the country.
- To collaborate and coordinate with all sorts of institutions, such as universities, and other groups interested in developing educational programmes through the social communication media.

To reach the objectives proposed, the following aspects are formulated:

2) Programme of Activities :

- Literacy and complementary education.
- Basic Accelerated Education.
- Agriculture and cattle raising education.
- Nutrition and health education.
- Civic education. Home improvement (family and housing).
- Promotion of women as mothers, workers and active members of the community.
- Cooperativism.
- Promotion of the individual, the family and the community in the context of the gospel.
- Organisation of communities and social institutions.
- Handicrafts development.
- Entertainment.
- Others.

3) Methodological strategies : The resources used for the development of these and other programmes are:

- Printed material: Brief lessons, outlines, guides, manuals, newspapers and others.
- Radiophonic Classes: With techniques oriented to attract attention and promote activities among the participants of the educational programmes.
- Leaders, teachers and guides: Promoters that cooperate voluntarily.

4) Financing. The sources to finance Radiophonic Education in Bolivia are:

- Contributions from foreign Catholic Institutions.
- Own monetary contributions.
- State Contributions through the National Secretariat of Education (ex-Ministry of Education).

5) Some results and innovations

- When it initiated its activities, ERBOL was identified with literacy programmes. After 1978 it presented a curricular diversification as a consequence of the crisis in the literacy levels. In 1979 it continued with the development of new programmes of educational actions. The efforts carried out by the affiliates to make the contents of the programmes adequate to the economic objectives reached the necessary success, as is exemplified by the Technical In-service Training Programme in Agriculture and Cattle Raising. The pedagogical support given to the affiliates was incremented with the organisation of a documentation centre, the publication of monthly bulletins and the establishment of a system of personnel training, that worked under the mode of Training in the terrain.

6) Limitations

- A massive system of education requires human resources that are permanently trained in the operational use of the radio and in the production of educational and informational programmes. Unfortunately, there are no institutions that provide this sort of teacher training. Those who work in the massive system of education are teachers or graduates of urban and rural normal schools, who have a "schooled" vision of education and no preparation whatsoever in the area of radiophonic communication. For this reason, in Bolivia, education via radio assigns a large part of its budget to training. However, it has still not been possible to totally overcome these deficiencies.

Currently, there are close to 400 radio broadcasting stations in Bolivia, where 60% correspond to the urban area and 40% to the rural area. Due to the crisis in the mining industry, the radios of the mines, whose apogee was in the 1950's and 60's, have practically disappeared. The existing national broadcasters generally emit educational programmes on a sporadic basis, to which we must add that they are not very systematic; with the exception of those broadcasters that integrate the ERBOL net, which has 30 stations. For further information, we present the amount of broadcasting stations existing nationally:

NATIONAL RADIO BROADCASTING STATIONS				
Department	Urban	Rural and ERBOL	In process Urban-Rural	TOTAL
La Paz	40	19	12	71
El Alto	11	-	-	11
Cochabamba	22	24	24	70
Santa Cruz	29	21	20	70
Chuquisaca	17	4	8	29
Oruro	17	15	13	45
Potosí	16	18	1	35
Tarija	9	6	11	26
Beni	20	1	14	35
Pando	5	-	-	5
Total stations	186	108	103	397

Source: Diffusion Unit of the Ministry of Communication, 1994. Information gathered until August 1994.

5 . h .2. Television: Diffusion and Cultural Development agent

In Bolivia, television presents substantially urban characteristics. Television began in 1968 through a state channel: Bolivian Television. After 1970, private stations began to appear in the country. Nowadays, 130 television channels are functioning, of which one belongs to the state and eight to the public universities. According to studies carried out by various agents, it is known that both the private and the public channels present a majority of programmes (70%) of foreign origin, that transmit contents alien to our social-cultural and linguistic reality. Great part of these programmes bear sophisticated forms of violence and negative habits that affect the education of human values.

The university channels, although they do not count on a large audience, present alternative programmes to the commercial ones, and incorporate some educational programmes. Our country does not adequately use the educational potentiality of this medium whose motivation and demonstration capacity is very high. The following table presents the national quantitative report of this communication medium.

NATIONAL TELEVISION CHANNELS				
Department	Urban	Rural and ERBOL	In process Urban-Rural	TOTAL
La Paz	11	1	9	21
Cochabamba	8	-	9	17
Santa Cruz	6	11	17	34
Chuquisaca	5	6	3	14
Oruro	7	-	1	8
Potosí	5	-	3	8
Tarija	5	7	2	14
Ben	19	1	1	22
Pando	1	-	-	1
Total	67	26	46	148

Source: Diffusion Unit of the Ministry of Communication, 1994. Information registered until August 1994.

5 . h .2. The Press: Diffusion and Cultural Development agent

In our context, all newspapers and journals are of private property, except the catholic newspaper *PRESENCIA* that belongs to the Bolivian Episcopal Conference. The main circulating newspapers, that not more than 10, have a total, jointly edition of 100,000 copies per day. Their distribution is predominantly urban and suburban. The press is far from becoming a bearer of informal educational processes, doted with values, a solidary perspective and compromise with society. Its influence mainly affects the spheres of economic and political decisions. Newspapers barely reach the rural areas, especially those regions with dispersed rural population.

In the country there are 29 news agents, of which 26 are foreign and 3 are national. The following table shows the quantitative report of this communication medium in Bolivia.

NEWSPAPERS IN THE ENTIRE COUNTRY				
Department	Newspaper	Weekly editions	Journals	TOTAL
La Paz	7	3	1	11
El Alto	-	-	-	-
Cochabamba	2	-	-	2
Santa Cruz	3	-	-	3
Sucre	1	5	-	6
Oruro	2	-	-	2
Potosi	-	3	-	3
Tarija	2	2	-	4
Beni	1	2	-	3
Pando	-	-	-	-
Total	18	15	1	34

Source: Diffusion Unit of the Ministry of Communication, 1994. Information registered until August 1994.

5 . i . School Calendar and Schedule

School abandonment is one of the indicators used to measure the internal efficiency of an education system, and specifically the quality of education.. This indicator is explained by the life conditions of the students and the educational processes themselves. In the rural area the economic

conditions weigh heavily as a factor of abandonment, as they determine the possibility of access in times when the student is not required in the family's agricultural production activities. Abandonment is a phenomenon that affects both boys and girls, particularly in the rural area. In the national context, the great contrast between the country and the city is clear in the abandonment rates. The factors that determine school abandonment are:

- The inadequacy of the school calendar in relation to the calendar of agricultural activities. A policy that intends to influence positively in the reversal of this problem shall be that of making the School Calendar adequate, adapting it to the sowing and harvesting seasons in the country, as well as taking into account the climatic conditions of each zone or region of the country.
- The rigidity of the schedules, that do not take into consideration the activities that boys and, particularly, girls are obliged to fulfil to help out in their homes. The modification of schedules and school assistance habits, making them more flexible to the availability of time of boys and girls in school age, adults, housewives and young boys and girls that work, will give place to longer permanence in the schools and, in consequence, will lower the abandonment rates.

In consequence, the Ministry of Education disposed, in 1987, the adoption of a Regionalised School Calendar. However, two years later, this disposition was revoked.

Finally, the new Bolivian Code of Education, regulated in Supreme Decree No. 23950, establishes:

Article 100. *In the entire territory of the Republic, both in the Public and the Private System of Education, the school year comprises a total of 10 months of work, aside from which there are 2 months of vacation.*

The two months vacation can be distributed along the year, between each two month period ("bimester"), into five periods of one week and a half each, or between each academic quarter of 11 weeks each, into separate periods of two weeks or periods of one month each to coincide with the sowing and harvesting seasons in the rural areas.

The District Directories of Education, by registering the opinions of the School, Nucleus and District Assemblies, shall establish the School Calendar that is most appropriate for their locality, taking into account the social-economic and cultural characteristics of the district and the local ecological and climatic conditions. Once the School Calendar is established for a specific year, the District Directory of Education will inform the Departmental Directory of Education and the General Directory of Education, so that these can use the information as necessary.

Article 101. *With the purposes of offering the country's students better learning conditions, assuring the development of the competencies foreseen for every cycle and education level, and contributing to the improvement of the quality of education, the school schedule, in the nuclei that gradually enter the Programme of Curricular Transformation in the whole territory of the Republic, comprises a total minimum of 30 weekly hours of work, both for the Education Units of the Public Education Service and the Education Units of private regime.*

These 30 weekly hours can be distributed in one or two daily sessions. They can also include Saturdays dedicated particularly to sports and cultural activities.

The elaboration of the school schedule must take into account that only official national and departmental holidays are acknowledged as school holidays, up to a maximum of 10 days per year. In the rural areas, the market days or those days destined to celebrate their patrons can be considered school holidays, only if these are replaced by other days and accepted by the School Assembly and the teacher or teachers of the education unit, so that this does not become an obstacle for the normal development of the learning activities or the normal development of the life in the community.

The directories of the Education Units and the Nucleus, in coordination with the School and Nucleus Assemblies, will establish, at the beginning of the year, the schedule and distribution of the 30 hours of weekly school work, identifying the

school holidays, and will send the respective information to the District Directory of Education, which, in turn, will inform the corresponding Departmental Directory of Education and the General Directory of Education, so that these can act in consequence.

Article 102. The School and Nucleus Assemblies are responsible for controlling the normal development of the School Calendar and Schedule.

5. j. Intercultural and Bilingual Policy

The intercultural and bilingual approach, followed by well defined policies referred to the use of native languages in education, considers these languages learning instruments to develop the cognitive, affective and psycho-motor competencies and capacities of the students more rapidly and efficiently.

The intercultural approach consists of the positive appreciation of the Different and the different cultures. The bilingual mode, which consists of learning in the mother language alongside the development of Spanish as a second language, would be unthinkable outside the context of the intercultural approach.

We believe it is sufficient to briefly report on the legal instruments which have been produced in our country since 1983 in reference to the intercultural approach and the bilingual modality.

Educational Legislation:

5. j. 1. National Literacy and Popular Education Plan. (Supreme Decree No. 19453 14/III/83).

The National Literacy and Popular Education Plan, "Prof. Elizardo Pérez", is approved, adopting an *intercultural and bilingual approach* with the use of the mother language in oral and written communication for the population that is becoming literate. For its

execution, the National Literacy and Popular Education Service, SENALED, is created. The National Literacy Plan constitutes the first document that proposes intercultural and bilingual education in the country, representing, thereby, a significant step forward. An undeniable achievement of the work of SENALED, has been the unification and official recognition of the alphabets of Aymara, Quechua and Guaraní.

5. j. 2. National Educational Action Plan of Bolivia. (Supreme Decree 20095 - 27/III/84)

The National Educational Action Plan of Bolivia is approved within the framework of the Principal Education Project, entrusted to UNESCO by the member countries. Thereby, short, medium and long term actions are programmed in relation to the following three great objectives:

- To ensure, before 1999, schooling for all children in school age and to offer them a general education of at least 8 to 10 years.
- To eliminate illiteracy before the end of the century and to develop and broaden the educational services for adults.
- To improve the quality and efficiency of education.

Within the framework of these objectives, in Bolivia some general and specific policy guidelines are established, referred to interculturalism and bilingualism, such as³⁹ :

- * To apply special strategies for ethnic populations in accordance with an Intercultural and Bilingual Educational Policy.
- * To implant Bicultural Bilingual Primary Education in the interethnic regions of the country in the context of an adequate restructuring of the Primary Level.
- * To develop Intercultural and Bilingual Education Programmes in the peasant communities.

³⁹ National Educational Action Plan, MEC, 1984.

- * To apply the National Literacy and Popular Education Programme, “Prof. Elizardo Pérez”, paying particular attention to the most depressed aymara, quechua and guaraní ethnic communities, reassuring and potentiating their authentic cultures and their effective participation in the economic, social and political life of the country.
- * To define a linguistic policy in education that orients the incorporation of the native cultures in the objectives, curricular contents, educational methodologies and the training of bilingual educators (teachers and non-teachers).
- * To design a model of Intercultural and Bilingual Education in areas with vernacular-speaking populations.
- * To achieve the training of educators to develop Intercultural and Bilingual Education, coherent with the country’s linguistic policy.

5. j. 3 Unique Alphabets for the Quechua and Aymara Languages. (Supreme Decree No. 20227, 10/IV/84)

The unique alphabets for Quechua and Aymara are declared official; they shall be used in their written form and in the application of Intercultural and Bilingual education programmes.

5. j. 4 Recognition of the Tupi Guaraní language, alongside Spanish, Aymara and Quechua. (Ministerial Resolution N°. 2419 - 7/X/87).

The Tupi-Guaraní language is recognised with the character of *national language*, together with Spanish, Aymara and Quechua.

5. j. 5. Political State Constitution (Law N°. 1585. - 12/VIII/94)

- **Art. 1°. Bolivia, a free, independent, sovereign, multiethnic and pluricultural, unitary Republic, adopts the democratic representative form for its government, founded on the unity and solidarity of all Bolivians.**

5. j. 6. Educational Reform Law (Law 1565, 7 July 1994)

- **Art. 1°. Point 5.**
It is intercultural and bilingual because it assumes the social-cultural heterogeneity of the country in an environment of respect between all Bolivians, men and women.
- **Art. 2do. Point 4.**
To strengthen the national identity, exalting the Bolivian Nation's historical and cultural values, in their enormous and rich multicultural and multiregional diversity.
- **Art. 3°. Point 5.**
To construct an intercultural and participative education system that allows the access of all Bolivians to education, without any sort of discrimination.

5. j. 7. Supreme Decree 23950/94 Regulating the new curricular structure:

- **Art. 11.** *The National Curriculum is also bilingual for the entire education system, beginning with its application in primary education, to gradually and progressively advance in the entire system. The curriculum is bilingual mainly in those districts and nuclei where the students speak a language different to Spanish. Bilingual Education aims to preserve and develop the native languages, while making the use of Spanish universal.*

INITIAL AND IN-SERVICE TEACHER TRAINING

When the first Normal School was founded in Bolivia in 1909, Felipe Segundo Guzmán stated: *The task of our education is to provide the best facilities to adapt to a form of civilisation contextualised in the spirit of our century... The incipient peoples cannot form groups held separate from the universal ideal of culture in all its aspects.* And the famous Franz Tamayo asserted: *We need to create a national pedagogy, this is a pedagogy that is ours, in measure with our strengths, according to our customs, conformed to our natural tendencies and tastes, and in harmony with our moral and physical capabilities.*

After almost 90 years, it is possible to observe that with the Educational Reform, these two statements seem to be fused into one, for it proposes curricular development through a “Common Trunk” (Common Core) of national contents, whose characteristic is to be intercultural, and “Complementary Branches” whose characteristic is to be diversified, thereby making reference to the social-cultural, social-economic, social-linguistic, ethnic and ecological characteristics of each region.

a) Legal Dispositions

The Bolivian Code of Education (1955), stated the objective of training teachers, for the pre-school, primary and secondary cycles, both urban and rural, as well as specialised teachers for physical education, musical education, manual work, etc. It was established that the teachers should be trained within an approach that would respond to the social-political orientation of National Education and the interests of the people, with a philosophical-humanistic, pedagogical-professional and theoretical-practical formation, that would conform to the needs of our educational and human reality. These legal dispositions do not make arrangements for the forms or modes of the Normal School’s administration or organisation.

The 1968 Reform establishes the *Normal Education Statute*, in the perspective of a superior education with university hierarchy, under the regime of Normal Unified Education, for both urban and rural areas; its structure, administrative organisation and functions were also defined (MEC, 1989 :51). Many articles of this Reform were not executed due to political-syndicalist factors, the strong opposition by teachers, which characterised Barrientos' government as being developmentalist and anti-popular because it proposed the dissolution of the unions and the free organisation of teachers.

In 1975 the objectives, structure and organisation of the Normal Schools, the Postgraduate Institutes, and the Mobile Teams of teacher professionalisation and improvement, were determined. In its article 1, the *Law of Normal Schools* states the ends of Normal Education, amongst which the following stand out:

- a) To contribute effectively through educational actions to the edification of a Nationalist State of Order, Peace, Work and Justice.
- b) To form human resources to satisfy the economic and social development needs of the country.
- c) To base the educational actions on the knowledge of contemporary science, techniques and pedagogy, so as to elevate the cultural level of the Bolivian people.

The structure of the Normal Schools comprises:

- a) The operative organisms,
- b) directive organisms,
- c) and the consultative and coordination organisms.

Two structures are mentioned: academic and administrative; the first is composed of technical departments and career directories; the second is composed of the Rector and the administrative directory. With this law, the administrative section was separated from the academic area, and this is how Normal Schools are still organised today. This two-headed structure constitutes one of the sources of conflict in the process of curricular development.

The *Diagnosis of Normal Schools*, elaborated in 1989 by the Ministry of Education and Culture, states that, between 1984 and 1985, the rural Normal Schools carried out various changes in theoretical aspects, objectives of the academic and administrative structure, among others. Only the teacher training study plans, approved in the seminars in Santa Cruz and Cochabamba in 1982 and 1983, managed to modify the Law of Normal Schools somewhat; in all the other aspects it was maintained as the only legal document for Normal Schools in our country.

Other educational events or processes that supported maintaining the Normal Schools were: the Second Pedagogical Congress of 1979, which ratified the Code of Education; the return to democracy during the government of the Democratic and Popular Unity, which proposed the improvement of the quality of education and the eradication of illiteracy (1982-1985); the educational policies of the MNR (1985-1989), expressed in the preliminary Educational Reform Law, the White and Pink Books; the Education Congress of 1992 and the Framework Law, among others, all provided the necessary elements to proclaim Law 1565.

In 1993, the Educational Reform Technical Support Team, ETARE, diagnosed that *the most important obstacle to carry out the Educational Reform is the low training level received by teachers and the absence of a permanent updating and in-service training system, which has hindered them from developing reading and study habits*. It is possible to make some important references on the normal schools here, for their institutions reflect a cloistered characteristic, which definitely puts a distance between students and teachers and the scientific developments that take place in the rest of the world.

The Educational Reform Law, Chapter VI, of the Superior Level, in its articles 15, 16, 17 and 18 refers to the situation of the Normal Schools, justifying the need for their qualitative transformation into Superior Institutes, with the purpose of guaranteeing the formation of professional teachers who will be able to carry out an effective teaching practice, according to the requirements of the Reform. It seeks to give teachers hierarchy by providing initial training and in-service training in Superior Normal Institutes and in Universities. Intern teachers shall also become professionals through complementary courses, given in distance or attended courses.

This seeks to strengthen the value given to the professional teacher through a process of permanent education.

In August 1994, the transformation process of Normal Schools into Superior Normal Institutes was initiated through *Monitoring Teams*, who were to work within each Normal School, in coordination with the Technical-pedagogical Services Unit (UNSTP). Materials were distributed and seminars and workshops were held, with the following results:

- a) A curricular proposal for the introductory course and the first year of teacher training for the primary level, which worked due to the decisive cooperation of great part of the teachers of the Normal Schools.
- b) 22 Institutional Academic Projects that were elaborated by the country's Normal Schools. To give them a formal structure, the UNSTP took into account the situational diagnosis, the transformation proposal, the budget, the project's feasibility, and their overall coherence. These documents were later evaluated by a Technical Commission.

Following the strategic plans, the Normal Schools projected their vision and mission as institutions that face the future and the enormous social responsibility which they have always had in this country.

The Superior Normal Institutes are an integrated part of the National Education System, that provide initial training for teachers of the pre-school and primary level, intercultural and bilingual primary level, teacher professionalisation, and the secondary level.

A Normal Institute is a superior teacher training entity, whose objectives are related to teacher training for the National System of Education.

The organisational structure of the System of Superior Normal Institutes shall present three levels of organisation and articulated decision making: Institutional Level, Directory Level and the Operational Level.

b) Purposes and objectives.

The determination of the purposes of the Normal Schools corresponds, in large part, to the political environment (Ref. Bolivian Code of Education 1955; Law of Normal Schools, 1975; Educational Reform Law, 1994). To this respect, the Law of Normal Schools states the purposes of teacher training, integrated with those of the Education System, basing their actions on the knowledge coming from contemporary sciences, technology and pedagogy, and preparing human resources to satisfy the country's social and economic developmental needs. These purposes are translated into objectives that aim to know the national reality, direct education towards research, integrate the values and belongings of the national and universal cultures, and that stimulate the spirit of service towards the community and of participation in the spaces of change.

These purposes and objectives constitute orientating guidelines for institutional educational development, but the diagnoses reveal that these are not perceived widely in the institutions and by the education agents, due to the lack of economic and material resources destined for their implementation, the absence of in-service training programmes for human resources and due to the way in which they are determined from the central level, without the participation of the actors involved in the process.

c) Current state of situation

Currently, Teacher Training is carried out in Urban and Rural Normal Schools, in a period of four years. The Plan of Studies, with subjects in the areas of Teacher Training and Practice, oscillates between 12 and 14 subjects. This overload results inadequate for the present requirements. Training does not look into strategies to attend an educational process which considers a flexible and dynamic pedagogical practice, where the student is the main protagonist of his/her learning process; it also neglects the social-cultural, ethnic and linguistic diversity and it does not take into account the areas of research and social-educational extension.

The Plans and Programmes of the normal schools are anarchic and do not count on the necessary inter-institutional coordination. The methods, techniques and resources used are scarce and traditional. The requirements to be a teacher of a Normal School, such as having professional competency and experience, are less demanding as time goes by.

Due to the insufficient budget, the in-service training activities for teachers in general, is carried out sporadically and in a non-systematically. In part, it is covered by the distance modality of the Superior Institute of Rural Education, ISER, and the Bolivian System of Distance Education, SEBAD, that has developed a programme for In-service training and Professionalisation of intern teachers.

The Educational Reform proposes a national curricular base design for the Normal Schools, as it does with the Common Trunk for regular education, for the entire Teacher Training process, with curricular adaptations according to the characteristics of every region in particular. Hereby, the curricular dynamic intends to articulate the universal and national aspects with the local aspects, in the development of the educational process.

6. a. Initial Teacher Training, In-service Training and Updating System

According to Law 1565, in chapter VI of the Superior Level, article 15 determines: "The rural and urban Normal Schools will be transformed into Superior Normal Institutes, in which the initial training and in-service training of the teachers required by the education system shall be carried out... The Ministry of Human Development shall establish the guidelines, according to the Regulations, for the constitution of new Institutes and for the process of reconverting the current Normal Schools. Based on the disposition mentioned, the *National System of Teacher Training Statute*, which is in its initial process of application, was approved through Ministerial Resolution No. 0019/97.⁴⁰

⁴⁰ Due to its importance, we present a brief summary of this Statute (Ministerial Resolution N°019/97) that consists of four titles, 11 chapters and 66 articles. Title I establishes the Nature, Ends, Objectives and Structures of the National Teacher Training System; it expresses that, as a System, it is constituted by *the association of Normal Superior Institutes*, together with the civil society agents and the Departmental and National governments; it enunciates the ends and objectives of the National Teacher Training System, of

6. b. Conflictive or problematic aspects in initial and in-service teacher training

From the analysis of the Institutional Academic Projects presented by the Normal Schools, for their transformation into Superior Normal Institutes, some problems related to administration management, teacher training and plans of studies have been detected:

6. b. 1. Administrative

- There is no correspondence between curricular development and the administration management structure; they are incompatible.
- Administration is empirical, the procedures, such as the functions manual, are not applied nor fulfilled in their different levels.
- The activities planned in the academic calendar are not carried out fully.
- Vertical administration: the decisions are centralised by the Rector.
- The relationship between the Normal School and the community does not exist.
- The inter-institutional relationships do not exist, even with other Normal Schools.

which point 6 and point 10 of the objectives stand out as they significantly express: *to contribute to being vanguard in the innovation and development of pedagogy in accordance with the cultural, linguistic and social-economic reality of the country and to develop policies aimed to continuously improve the quality of education, research and management of teacher training institutions, by strengthening a culture of evaluation, both at the institutional level and the Teacher Training System itself*; it shows the organisation of the Teacher Training System in two structures: a) of curricular organisation and b) of curricular administration; in these it determines the teacher training programmes in levels, specialities, areas and modes of education, as well as the organisational levels and the degrees of responsibility in administration of the Normal Superior Institutes; it describes the Curricular Organisation and Administration Structure of the National Teacher Training System, determining, in turn, four important components: a) the curricular base designs for initial and permanent training in the formal and alternative areas, b) the curricular base design for professionalising or giving titles to intern teachers, c) the curricular base design for professionals who wish to become incorporated into the System and d) the adaptations that will be made in the respective base curricula in the departmental and institutional levels. It also gives information on the organisational and administrative levels and the attributions of the national, departmental and institutional levels. Title II presents the specific attributions that norm their work; it describes the organisational and administrative structure of the Superior Normal Institutes by levels, and it establishes attributions in the respective levels. Title III determines the posts for the different organisational and administrative levels and the requirements that are necessary to fulfil the Institution's functions; it acknowledges and describes three categories of normalist teachers and, at the same time, institutes the respective National Normalist Teacher Scale; it establishes the student regime and the requirements to obtain a Title in National Provision; and it specifies the resources which the Superior Normal Institutes count on and can dispose of for their work. Title IV establishes general and transitory dispositions.

- Student and community participation in the planning and organisation of activities is null.
- There is no monitoring or evaluation of institutional development.

6. b. 2. Teacher Training

- The teacher's work is routine, without research nor extension activities.
- The profiles established for teacher performance are not fulfilled.
- There are no norms in the training of teachers, curricular contents are generalised, without respecting particularities.
- The nomination of teachers and administrative staff is irregular; nepotism and political influences can be observed.

6. b. 3. Plans and Programmes of Study

- The curriculum is conservative, traditional, verticalist, does not respond to the reality nor the needs of technological development.
- The method of expositions and magistral practices are still current.
- The evaluation system does not value creativity and self-directed learning processes.
- Excessive number of subjects per year (more than 18) and excessively loaded schedules.
- Duplicity of programmatic contents which are not updated.

6.c. Current state of teacher salaries and their standard of living

6.c.1. The teacher salary

At the beginning of each new year, or in any moment during the year, the teacher unions have the tendency of declaring themselves on strike to claim higher salaries. This tendency became so damaging for Bolivia, so prejudicial for the regularity of the educational processes, that, for this reason, the Supreme Decree 23968, of 24 December 1995, defines that such teacher strikes shall not be paid and that teachers will not receive any sort of

compensation for them. It also establishes, for the first time, that the National Secretariat of Education will proceed to make the corresponding discounts for the days not worked.

However, it is well known that teachers are deficiently paid public servants, although, differently to other state employees, their jobs are assured through article 184 of the State's Political Constitution, which states that *the teaching staff is immovable under the conditions stipulated by law.*

Article 38 of the Educational Reform Law of 7 July 1994 establishes clearly the *conditions*. These are:

1. To have been incorporated to the Teaching Service through a previous competency examination.
2. To have accredited professional sufficiency every five years through ascension exams.
3. Not to have incurred in grave offences or faults.
4. Not to have been convicted (the teachers) with executed sentence in any judicial matter and not to have charges or executed faults.

No other sector, as has occurred with the teachers, has been specifically mentioned in the Constitution. The right to work of people from all other sectors is regulated by general dispositions.

Another generalised impression is that teachers are part of a great organised union that acts with an unbreakable unity when it sates its claims to the government. Many times, the power of the Teachers Unions has signified serious difficulties for the governments that have been obliged to make concessions in the salary subject. However, since the New Economic Policy was initiated in Bolivia, with the famous Supreme Decree No. 21060, these salary increments for teachers have been maintained within the real possibilities of the Nation's General Treasury, without inflationary effects. However, although the general increment for salaries and wages disposed in 1997, by Supreme Decree 24468 of 14 January 1997,

establishes an increment of 7.5% for all State functionaries, for teachers it fixes this increment at 11%.

The power of the teacher unions has grown as the years went by, through the incorporation of new members. The governmental policy in the area of public education has remained loyal to its purpose of increasing the number of schools and teachers, expecting that, thereby, the educational benefits and goals would occur naturally. This conception gave way to an enormous increment in the total number of teachers. In 1996, there were 99,459 teachers and administrative staff employed in state maintained schools, the largest group of paid workers of the country.

Another element that has had weight in the growth of the power of negotiation of the teachers unions, has been their importance within the Bolivian Labour Union (COB), where they are the most important members since the fall of the number of miners, which was the result of the fall of the tin industry and the dismantling of the COMIBOL (Bolivian Mining Corporation) mines.

On average, the teachers salary is low: approximately Bs. 702, equivalent to US\$. 135, per month. The Educational Reform does not have a negative effect on these salaries.

The teachers have an average of only 15 weekly hours of work.

The teachers' wages are established according to a scale defined in 8 categories, beginning with the Fifth Category, for the new graduates of the Normal Schools, to the Merit Category for the oldest teachers. Since 1995, besides taking into account the years of work, teachers must take exams every 5 years to ascend to a higher category. The following table shows the number of teachers and the bonus per category:

NUMBER OF PEOPLE PER CATEGORY AND BONUS ACCORDING TO CATEGORY

CATEGORY	No. of PEOPLE	BONUS acc. to Category
Without Category	9,106	10%
Interns	19,149	10%
Fifth Category	19,052	30%
Fourth Category	8,028	45%
Third Category	8,304	60%
Second Category	9,468	75%
First Category	11,166	100%
Category Zero	8,162	125%
Merit Category	7,024	150%
Totals	99,459	

Source: SNE

As can be appreciated here, the largest amount of teachers corresponds to personnel not qualified in Normal Schools; this is, Interns. The next largest group is that of teachers in the Fifth Category. The scale does not have a uniform nomenclature because it was initially established for the first five categories, later the Category Zero and the Merit Category were added.

The location of the education units where the teachers work is also taken into account to define the different salary levels. Thereby, teachers in the rural areas receive more benefits than those working in the departmental capitals. Between these extremes are those teachers who work in the capitals of provinces. The following table shows the salary levels standing for 1997, that include the last annual raise of 11%.

WAGES FOR STATE MAINTAINED TEACHERS - 1997

CATEGORIES	BASIC WAGE (Bs)			CATEGORY BONUS (Bs)			TOTAL EARNED (Bs)		
	CAPIT.	PROV.	RUR.	CAPIT.	PROV.	RUR.	CAPIT.	PROV.	RUR.
No Category	330	363	395	33.00	36.30	39.50	363.00	399.30	434.50
1 Intern	330	363	395	33.00	36.30	39.50	363.00	399.30	434.50
2 Fifth	437	481	525	131.10	144.30	157.50	568.10	625.30	682.50
3 Fourth	437	481	525	196.65	216.45	236.25	633.65	697.45	761.25
4 Third	437	481	525	262.20	288.60	315.00	699.20	769.60	840.00
5 Second	437	481	525	327.75	360.75	393.75	764.75	841.75	918.75
6 First	437	481	525	874.00	962.00	1,050.00	1,311.00	1,443.00	1,575.00
7 Zero	437	481	525	983.25	1,082.25	1,181.25	1,420.25	1,563.25	1,706.25
8 Merit	437	481	525	1,092.50	1,202.50	1,312.50	1,529.50	1,663.50	1,837.50

Source: Elaboration based on information of the SNE

To calculate the data in this table, we have taken into account the two most representative posts, this is Normalist Teachers and Intern Teachers, which together constitute 66% of all state maintained teachers. The salary of a Normalist Director is 21.5% higher than that of a Normalist teacher.

Due to the existence of an accumulation of posts, it is interesting to compare the number of people with the number of items assigned:

NUMBER OF ITEMS AND NUMBER OF PEOPLE

CATEGORY	No. OF ITEMS	No. OF PEOPLE	DIFFERENCE
No Category	11,191	9,106	2,085
Interns	19,679	19,149	530
Fifth	20,470	19,052	1,418
Fourth	8,761	8,028	733
Third	8,966	8,304	662
Second	10,149	9,468	681
First	11,820	11,166	654
Zero	8,541	8,162	379
Merit	7,276	7,024	252
Vacancies	638	0	638
Totals	107,491	99,459	8,032

Source: SNE

As can be seen in the previous table, 99,459 people “occupy” 107,491 items. It is necessary to note that the quantities shown include 2,904 items for Secretaries (with a basic wage of Bs. 356), 2,273 items for Regents (with a basic wage of Bs. 330), 782 items for Babysitters (with a basic wage of Bs. 312) and 3,970 items for Porters (with a basic wage of Bs. 286).

The National Minimum Salary has been determined by Supreme Decree No. 24468, of 14 January 1997, at Bs. 240 for 1997. This salary is equivalent to US\$ 46.

6.c.2. Inflation , devaluation and teacher salaries

It is a common belief to think that the national currency loses acquisitive power year after year, while the acquisitive power of the dollar remains invariable. However, annually both currencies lose capacity of acquisition.

Inflation is usually measured through the Consumer Prices Index (IPC) for a group of articles representative of the population's consume. In its geographic coverage, it only reaches the cities of La Paz, Santa Cruz, Cochabamba and El Alto. The basket of goods and services whose prices are taken into account include: foods (bread, spaghetti, meat, oil, milk, vegetables, fruit, ground coffee), hydrocarbons (gasoline, liquid gas), transport, rents, school pensions and others. The National Institute of Statistics (INE) is in charge of calculating the IPC through a daily recollection of prices. The INE publications make references to monthly and annual periods.

Devaluation refers to the loss of value of the Boliviano in comparison with the Dollar. In the past years the rhythm of devaluation has been inferior to that of the inflation, as can be appreciated in the following table.

INFLATION AND DEVALUATION

YEAR	INFLATION	Bs per Dollar	DEVALUATION
1994	8.52%	4.70	4.68%
1995	12.58%	4.94	5.11%
1996	7.95%	5.19	5.06%

Source: Müller & Associates, Bolivian Central Bank, National Institute of Statistics

The Central Bank does not only take the dollar as a reference, as it has now broadened its references to a group of currencies of countries with which Bolivia maintains commercial relations. In practice, the dollar is still the most common of the foreign currencies and has preference in its use in saving accounts and transactions of some level of importance.

All of this has negative consequences on the teachers salaries, whose necessities are more linked to the consume of basic national products (affected by inflation) than to the consume of imported articles (affected by devaluation).

6. c. 3. The payment procedure of teacher salaries

Starting in December 1994, the Information Unit of the National Secretariat of Education designed a new system to pay the wages of the state maintained teachers. This system has been developed to overcome the deficiencies observed in the system of payrolls to pay wages that is currently used by the Data Processing Department of the National General Treasury (ex-CENACO). An example of these deficiencies is that some teachers received more than one payment bulletin because they worked in more than one establishment.

The new system has the capacity to calculate the teachers wages based on the parameter of worked hours, based, in turn, on the Educational Reform Regulation Supreme Decree No. 23968, that refers to the teaching and administrative careers.

PLANS OF STUDIES
AND THE DEVELOPMENT OF TEACHING AND LEARNING MATERIALS

The Education Decree-Law of 1973, in Title Three, Chapter One, *Of the plans of studies*, states:

- *Article 68.- The term Plans of Studies refers to the overall picture which results from the careful selection of subjects and activities that are to contribute, through a justified weekly schedule in every Level, Cycle and grade, to the achievement of the Great Objectives of the System and, through these, to the achievement of the purposes of Education.*
- *Article 69.- The areas of public and private education, in their Primary, Secondary and Superior Levels, that are of a compulsory nature, are regulated by the Plans of Studies that form part of the present Decree.*
- *Article 70.- The specification of the weekly schedules is done by subjects for the first and second grades of urban schools, and it is only indicative for all the grades of rural schools as the teacher will have to redistribute the available time according to the regional needs and the organisation of didactic units which s/he uses (Interest Centres, Work Units, Projects, etc.)*
- *Article 71.- The Plans of studies of the Secondary Level conserve a common nucleus of humanistic-scientific subjects and a differentiated nucleus of technical-vocational subjects and activities.*
- *Article 72.- The Plans of Studies of the Superior Level shall assign subjects and specialities that are to contribute efficiently to the professional formation of the students, in each of the specialities.*

7.a. Plan of Studies in each education level

The Decree-Law of 1973 establishes regulations for each of the levels and cycles⁴¹:

7.a.1. Pre-primary Cycle.

The study plans of the Pre-primary Cycle are carried out in five-day weeks, with four daily periods of 40 minutes each.

7.a.2. Basic Cycle.

- **Urban Basic Cycle.** The Plan is carried out in five-day weeks, with five daily periods in the first and second grades and six daily periods in the third, fourth and fifth grades, except on Fridays. For the schools with continuous schedules as well as for schools that do not have a continuous schedule (three periods in the morning and three in the afternoon) the period lasts 45 minutes.
 - a) The Primary Level is composed of the following Cycles: Pre-Basic, Basic and Intermediate.
 - b) The Urban Basic Cycle comprises the first five years of Primary Level studies (five grades).
 - c) The Plan of Studies contains the weekly schedule, for each grade in the different subjects (eight subjects). The weekly schedule of the different grades varies between 25 and 29 periods.

⁴¹ These regulations are still standing and in the process of gradually being substituted by the new norms of the Educational Reform.

PRIMARY LEVEL a
 URBAN BASIC CYCLE b
 PLAN OF STUDIES c

No.	SUBJECTS	WEEKLY SCHEDULE				
		GRADES				
		1st	2 nd	3rd	4th	5th
1	Mathematics	6	6	6	6	6
2	Language	10	10	6	6	6
3	Natural Sciences	2	2	4	4	4
4	Social Studies	2	2	4	4	4
5	Physical Education	2	2	2	2	2
6	Musical Education	2	2	2	2	2
7	Manual Activities	0	0	4	4	4
8	Religion and Moral	1	1	1	1	1
TOTALS		23	25	29	29	29

Source : Bolivian Education Law 1973

- **Basic Cycle Evening courses.** The Plan is carried out in five-day weeks, with four daily periods of 35 minutes each.
- **Rural Basic Cycle.** The Plan has a continuous schedule and is carried out in five-day weeks, with six periods of 40 minutes each.
 - a) The Rural Basic Cycle comprises the first five years of the Primary Level (five grades).
 - b) The Plan of Studies contains the weekly schedule for each of the grades in its different subjects (nine subjects).

The weekly schedule for the different grades varies between 28 and 30 periods.

PRIMARY LEVEL
RURAL BASIC CYCLE a
PLAN OF STUDIES b

No.	SUBJECTS	WEEKLY SCHEDULE c				
		GRADES				
		1 st	2nd	3 rd	4th	5 th
1	Mathematics	6	6	6	6	6
2	Language	10	10	10	10	10
3	Natural Sciences	2	2	2	2	2
4	Social Studies	2	2	2	2	2
5	Health Education	2	2	2	2	2
6	Agricultural and Cattle Raising Education	2	2	2	2	2
7	Education for the Home	2	2	2	2	2
8	Recreation	2	2	2	2	2
9	Manual Activities (Rural Handicrafts)			2	2	2
TOTALS		28	28	30	30	30

Source: Bolivian Education Law 1973

The Plan of Studies in the Basic and Intermediate Cycles, both in urban and rural areas, comprises four common main subjects: Language, Mathematics, Natural Sciences and Social Studies. In the case of the complementary subjects, these are differentiated nationally. In the rural area the Plan of Studies in the Basic and Intermediate levels incorporates complementary subjects such as: Health Education, Education for the Home, Agriculture and Cattle Raising, Handicrafts and Recreation. For the development of these subjects they have the same programmes in the entire country, and these do not consider the three geographic regions which are markedly different ("altiplano"- highlands, valley and tropical regions).

According to an opinion survey carried out by the Episcopal Commission on Education, the Plan of Studies is considered between "good and regular". The time assigned to the instrumental subjects (that are important) is "balanced" and the contents of each area of knowledge are

“convenient”. Of the rural teachers, 60% state that a “relative importance” is given to the educational activities of the community.

7.a.3. Intermediate Cycle.

- **Day-time Urban Intermediate Cycle.** The Plan is carried out in five-day weeks, with six daily periods, except on Fridays, where the first grade only has five periods. Each period has a duration of 40 minutes.

PRIMARY LEVEL

DAY-TIME URBAN INTERMEDIATE CYCLE a

PLAN OF STUDIES b

No.	SUBJECTS	WEEKLY SCHEDULE c		
		GRADES		
		1st (6th)	2nd (7th)	3rd (8 th)
1	Mathematics	6	5	5
2	Language	6	4	4
3	Natural Sciences	4	3	3
4	Social Studies	4	3	3
5	Modern Languages: English		2	2
	French		2	2
6	Physical Education	2	2	2
7	Musical Education	2	2	2
8	Plastic Arts		2	2
9	Technical Vocational	4	4	4
10	Religion and Moral	1	1	1
TOTALS c		29	30	30

Source : Bolivian Education Law 1973

- The Urban Intermediate Cycle comprises the three last years of the Primary Level (three grades).
- The Plan of Studies contains the weekly schedule for each of the grades in their different subjects (ten subjects).

c) The weekly schedule of the different grades varies between 29 and 30 periods.

- **Rural Intermediate Cycle.** The Plan has a discontinued schedule and it is carried out in five-day weeks, with 6 periods of 45 minutes each.

PRIMARY LEVEL

RURAL INTERMEDIATE CYCLE a

PLAN OF STUDIES b

No.	SUBJECTS	WEEKLY SCHEDULE		
		GRADES		
		1st (6th)	2nd (7th)	3rd (8 th)
1	Mathematics	6	5	5
2	Language	6	4	4
3	Natural Sciences	4	3	3
4	Social Studies	3	3	3
5	English		2	2
6	Agriculture and Cattle Raising	2	4	4
7	Health Education	2	2	2
8	Education for the home	2	2	2
9	Recreation	2	2	2
10	Manual Activities	2	2	2
	(Rural Handicrafts)			
11	Religion and Moral	1	1	1
TOTALS c		36	30	30

Source: Bolivian Education Law 1973

- The Rural Intermediate Cycle comprises the last three years of studies of the Primary Level (three grades).
- The Plan of Studies contains the weekly schedule for each of the grades in the different subjects (ten subjects).
- The weekly schedule in the different grades varies between 29 and 30 periods.

- **Intermediate Cycle Evening courses.** The Plan is carried out in five-day weeks, with 6 daily periods, except on Fridays when the first grade only has five periods. Each period is 35 minutes long.
- **Day-time Humanistic Secondary Level.** The Plan is carried out in six-day weeks, with 6 periods per day, except on Thursdays, Fridays and Saturdays when the first and second grade only have five periods. The period duration in schools with a continuous schedule is of 40 minutes each; in schools with discontinued schedules, of three periods in the morning and three in the afternoon, each period lasts 45 minutes

PLAN OF STUDIES OF THE HUMANISTIC SECONDARY LEVEL.

No.	SUBJECTS	GRADES			
		1 st	2 nd	3 rd	4 th
1	Mathematics	5	5	4	4
2	Language	4			
3	Literature		4	3	3
4	Philosophy		2	3	3
5	Psychology	2	2		
6	Natural Sciences	6	6	3	3
7	Physics			3	3
8	Chemistry			3	3
9	Social Studies	5	5		
10	History			3	3
11	Geography			3	3
12	Civic Education			2	2
13	Languages: English	2			
	French	2	2+	2+	2+
14	Physical Education	2	2	2	2
15	Musical Education	2	2	2	2
16	Plastic Arts	2	2	2	2
17	Religion	1	1	1	1
TOTALS		33	33	36	36

Source: Bolivian Education Law 1973

- a) The Humanistic Secondary Level (Urban-Rural) comprises four years of studies (4 grades).
- b) In the first and second grades, there are two Integrated subjects:
1. **Natural Sciences** which comprise Biology, Physics and Chemistry.
 2. **Social Studies** which comprise History, Geography and Civics.
- c) Starting in the second grade of the Secondary Level, the students opt to study only one language.
- **Humanistic Secondary Level in Urban Night-time Schools.** The Plan is carried out in five-day weeks, with 6 daily periods in the first and second grades, and with 6 daily periods, except on Thursdays and Fridays with only 5 daily periods, for the third and fourth grades. The periods last 35 minutes each.
 - **Technical Industrial Secondary Level.** The Plans have a discontinued schedule and are carried out in five-day weeks, with 8 daily periods of 40 minutes each.
 - **Commercial Education in the Secondary Level.** The Plan is developed in a discontinued schedule, carried out in five-day weeks, with 8 daily periods of 40 minutes each.
 - **Technical-Vocational Education.** The Plans have a discontinued schedule, carried out in five-day weeks, with 8 daily periods of 40 minutes each.
 - **The Plan of Studies for Plastic Arts in the Secondary Level.** The Plan is carried out in five-day weeks, with 8 daily periods of 40 minutes each.

PLAN OF STUDIES OF THE INDUSTRIAL SECONDARY LEVEL.

No.	SUBJECTS	GRADES			
		1 st	2nd	3rd	4 th
		Subjects		General	
1	Mathematics	5	5	4	4
2	Language	4			
3	Literature		4	3	3
4	Philosophy		2	3	3
5	Psychology	2	2		
6	Natural Sciences	6	6		
7	Social Studies	5	5		
8	Physical Education	2	2	2	2
9	Musical Education	2	2	2	2
10	Religion	1	1	1	1
		Specialisation		Subjects	
General Workshop		10			
Speciality and Technol. Worksh.			8	20	20
Technical Drawing		3	3	2	2
TOTALES		40	40	40	40

Source : Bolivian Education Law 1973

- **Musical Education in the Secondary Level.** The Plan has a discontinued schedule and is carried out in five-day weeks, with 8 daily periods of 40 minutes each.
- **Technical - Agricultural Secondary Level.** The Plan is carried out in five-day weeks, with 8 daily periods of 40 minutes each.
- **Integrated Centres of Literacy and Basic Accelerated Education.** The Plan is established by semesters and is carried out in five-day weeks with 3 daily periods of forty minutes each; in the rural area this is made compatible with the occupational activities and it covers the amount of hours necessary for the economical process around which it is carried out.

- **Night-time Accelerated Intermediate Level.** The Plan is established by semesters and is carried out in five-day weeks, with four daily periods of 40 minutes each.
- **Adult Secondary Accelerated Education.** The Plan is established by semesters and is carried out in five-day weeks, with four daily periods of 40 minutes each.
- **Bolivian Learning Institute.** It is carried out in quarters and their amount is conditioned to the complexity of the speciality. The studies and practices are carried out in five-day weeks, with four daily periods of 40 minutes each.

7.b. Teaching and learning materials and texts

7.b.1. Pre-Basic Cycle

Generally, this Cycle lacks didactic-pedagogical materials specifically elaborated for its level, particularly in the public, fiscal sector, except for some private and decentralised institutions.

7.b.2 Basic Cycle

The school textbooks that exist for this Cycle do not have the adequate technical-pedagogical conditions necessary for the different grades of the cycle or for the social-economic and cultural characteristics of the urban and rural areas. Most of the texts are elaborated through the initiative of the teachers of each speciality, who, in a majority, cover their backup needs in private establishments.

In this Cycle the lack of didactic materials and other resources offered through educational technology is notorious. The absence of these didactic materials hinders the application of active methods to optimise the learning process. Most private and decentralised institutions dedicated to education elaborate their own material, as well as some of their textbooks.

7.b.3 Intermediate Cycle and Secondary Level

The production of texts graduated by subjects, courses and specialities, is insufficient both for teachers and students. Generally, the texts used are foreign or some that are produced by the Episcopal Commission or some other national author. The materials which in rare opportunities were distributed, such as the didactic materials and equipment of CAMER ENOSA, distributed to schools of different levels, and other materials produced through the implementation of some educational projects destined particularly to the rural area, are insufficient and their maintenance and use extremely deficient. To this deficiency we must add the limited level of education which the teachers received referred to laboratory, cabinet and workshop organisation and management.

7.b. 4. Materials with the Educational Reform

According to what was planned both for the improvement and transformation programmes, through the National Unit of Technical-Pedagogical Services, the following materials have been elaborates, printed and distributed (also see Annex on materials):

- Modules 1 and 2, in Aymara, Quechua, Guaraní and Spanish, in an amount of approximately 740,000 samples.
- Teachers Guides.
- “Vicufita” texts for students and teachers of Spanish as a second language.
- The journal “El Maestro”.
- Pedagogical Registers for all levels.
- Regulations of School Evaluation.
- Reading and Writing Manuals.
- Information centralisation forms.
- Report journals, to carry out the monitoring and control of the implementation of modules.
- Compromise Records for directors and parents.
- Distribution of school libraries in the cities and rural areas.

INFRASTRUCTURE FOR PUBLIC EDUCATION

The insufficient and deteriorated infrastructure, which generally lacks specific spaces destined to practical activities (laboratories, workshops, sports fields, farms, etc.) constitutes a factor which influences negatively on the possibilities of coverage expansion towards marginal populations, especially in the rural area and the urban peripheries. At the same time, it is factor which does not contribute to an education for productive work, making the educational process theoretical and of low quality.

The infrastructure that exists currently to attend 83.89 % of the school population is composed of 11,985 education premises or buildings, of which 10,745 correspond to public education and 1,240 to private education and others. These premises lodge between two and three different shifts of a total of 13,353 establishments, especially in the urban area. Of these, 91.9% (12,270 establishments) correspond to public education. The spaces destined to practical activities (laboratories, workshops, recreational spaces, etc.) are generally scarce.

This deficit of infrastructure, furniture and basic equipment is even more critical in rural and urban-periphery establishments. For this reason, the service offered in the majority of the sectional schools only reaches the third grade of the Basic Cycle.

8.a. Education infrastructure in each Department (region) of the country.

In 1986 the National Council of School Edification (CONES), which functioned with 1% of the salary of all the workers in the country, and was the institution responsible for planning and coordinating the construction, reposition, maintenance and equipment of all school buildings, stopped existing as a consequence of the New Economical Policy. Since then, the responsibility of attending the school infrastructure was passed on to the Social Emergency Fund (FSE) which, at the end of 1989, became today's Social Investment Fund (FIS).

Currently, as a result of the application of laws such as that of Popular Participation, through which all education infrastructure is transferred as property to the Municipalities, an improvement is expected to arise in the coordination between the FIS and the Municipalities for the programming and execution of school constructions, which will form part of a whole Development Plan in each Municipality.

EDUCATION PREMISES IN URBAN AND RURAL AREAS (FISCAL)

Department	Rural	Urban	Total
Chuquisaca	894	50	944
La Paz	2534	261	2795
Cochabamba	1386	171	1557
Oruro	512	66	578
Potosí	1810	96	1906
Tarija	497	79	576
Santa Cruz	1252	289	1541
Beni	555	79	634
Pando	203	11	214
Totals	9,643	1,102	10,745

Source : BASIC EDUCATIONAL MAP 1993

8.b Infrastructure in technical and vocational education establishments.

It has not been possible to find specific information on this matter. In rare exceptions, they function in the same premises in which primary and secondary education establishments work.

8.c Present state of conservation of infrastructure.

The absence of policies for the maintenance of school buildings and of assigned items of the budget of the National Secretariat of Education, has led these buildings to be in a permanent state deterioration. Any maintenance job, if it is carried out, is the product of personal

initiatives of directors, teachers or parents. A factor which influences negatively on the maintenance of education infrastructure, is the presence of two or more education establishments within a single school building.

It is hoped that the policies established with the Educational Reform, referred to the new administration of school buildings, supervised closely by the municipal governments and counting on the support of guides or manuals for the maintenance and conservation of these buildings, will help in this important and new activity, which will have to be assumed with much responsibility by the administrators and the community through the school assemblies.

EDUCATION PREMISES ACCORDING TO STATE OF BASIC SERVICES (FISCAL)

The basic services of the school premises which are of fiscal property or dependent on the state, are generally in a very bad state which is prejudicial to the good health of the school population. The absence of orienting manuals for their adequate use, among other reasons, makes this situation persist. The following table shows that approximately 71% of the school buildings have their basic services in bad conditions.

Department	Good	Bad	Total
Chuquisaca	138	806	944
La Paz	922	1873	2795
Cochabamba	429	1128	1557
Oruro	166	412	578
Potosí	392	1514	1906
Tarija	242	334	576
Santa Cruz	600	941	1541
Ben	179	455	634
Pando	72	142	214
Totals	3,140 (29.2%)	9,096 (70.8%)	10,745

Source : Basic Educational Map, 1993

EDUCATION BUILDINGS ACCORDING TO STATE OF CONSTRUCTION

Regarding the quality of the construction of the physical infrastructure, most of the buildings do not have the necessary pedagogical conditions, of location and equipment, adequate for a good educational performance.

The increment of infrastructure for education observed during the past years, does not mean that this problem is solved. In the quality of the constructions, it is necessary to consider not only functionality and real and projected coverage based on population in school age, but also the provision of other spaces such as laboratories, workshops and recreational spaces, which are to be used by the community for alternative education and extension activities.

The following table shows that 84.65% of the constructions are in a bad state and that only 15.35% are in good conditions.

Department	Good	Bad	Total
Chuquisaca	98	846	944
La Paz	254	8541	2795
Cochabamba	143	1414	1557
Oruro	295	283	578
Potosí	137	1769	1906
Tarja	73	503	576
Santa Cruz	468	1073	1541
Beni	144	530	634
Pando	77	137	214
Totals	1,649 (15.35%)	9,096 (84.65%)	10,745

Source: Basic Educational Map, 1993

As a result of the investments made by the FIS, between 1991 and 1996, the disbursements made reached the sum of \$US. 66,940,172, of which 6.5 % correspond to the national contribution.

The following table shows that 62.9 % of the infrastructure quality and services are in a bad state and only 7.5 % is good.

Department	Good	Regular	Bad	Total
Chuquisaca	30	176	738	944
La Paz	133	910	1752	2795
Cochabamba	74	424	1059	1557
Oruro	94	273	211	578
Potosí	63	403	1440	1906
Tarija	45	225	306	576
Santa Cruz	281	506	754	1541
Beni	53	177	404	634
Pando	29	94	94	214
Totals	802	3,185	6,758	10,745

Source: Basic Educational Map, 1993

From the analysis of the information above, the priorities in reparations, enlargements, remodelling and/or constructions, show us, in an inversely proportional form, the following table:

EDUCATION BUILDINGS ACCORDING TO INTERVENTION PRIORITIES

The urgent priorities (from 1st to 3rd) in reparations, enlargements, remodelling or new constructions, appear in the following table:

Department	1 st urgency	2 nd urgency	3 rd urgency	None	Total
Chuquisaca	738	68	108	30	944
La Paz	1752	121	789	133	2795
Cochabamba	1059	69	355	74	1557
Oruro	211	201	72	94	578
Potosí	1440	74	329	63	1906
Tarija	306	28	197	45	576
Santa Cruz	754	187	319	281	1541
Beni	404	51	126	53	634
Pando	94	48	43	29	214
Totals	6,758	847	2,338	802	10,745

Source : Basic Educational Map, 1993

CURRENT STATE OF BOLIVIAN FAMILIES
IN EACH DEPARTMENT (REGION) AND BY ZONES

The current situation of Bolivian society is characterised by having a high percentage of poor population (70.5%), due to historical and structural reasons, according to the Map of Poverty⁴² elaborated by the Ministry of Human Development, based on the data of the 1992 National Census carried out by the National Statistics Institute, INE.

The Map of Poverty constitutes an instrument that offers information referred to the state of poverty of the Bolivian families in all the Departments, areas and regions of the country. The indexes used, broadly explained in the Introduction and Conceptual Framework of that document, allow the measurement of not only the amount of homes that are in the situation of poverty, but also the incidence and intensity of this poverty. Therefore, this official information has been extracted here as it is considered useful and pertinent to the present study.

The information coming from the Map of Poverty has been completed with other more recent and official data to give it a wider scope, such as the report presented recently by the National Secretariat of Popular Participation, *Popular Participation in Numbers*⁴³.

The current state of poverty of most Bolivian families is the permanent reference framework for the present analysis by Departments, by regions and zones, to achieve a better comprehension of the educational problematic of the country.

⁴² Ministry of Human Development, Mapa de Pobreza (Map of Poverty), La Paz, 1995.

⁴³ La Paz, 1996.

Brief general context of the country.

Bolivia, according to its Political Constitution, is organised as a Democratic, Unitary, Representative, Pluricultural and Multilingual Republic.

In the last years, a series of reforms have been promoted within the constitutional and democratic systems, that are modifying the Bolivian social dynamic.

The democratisation process, reinstalled 15 years ago after almost two decades of prevalence of military dictatorships, is now consolidating its institutions and its mode of functioning in all the society's levels. However, this process is not uniform, or necessarily sustained, as it is subject to tensions and the proper dynamic of social conflicts.

The reforms promoted, especially during the last governmental period of 1993-1997, give continuity to the adjustment measures implanted in 1985 in economic matters, such as the restructuring of the state apparatus and its companies, the control of the fiscal deficit, the free money exchange, the reform to the Tributary and Tariffs System, and the increment of investments and internal savings in a free market economy.

In spite of the achievements reached by these measures, especially in the macro-economic level, there is still a persistency of poverty which affects an elevated percentage of the Bolivian population.

The economic growth, as a condition to eliminate poverty, is still a pending challenge due to the situation's complexity and multi-causality.

It is not possible not to also mention the social tendencies, product of the existing marginality, such as the country-city migration, the growth of the so-called informal economy and the tendency of the productive activities to become part of the tertiary sector.

The excessive production of the coca leaf for illicit purposes, such as drug traffic, makes the social and political panorama even more complicated in the region which produces it, because, according to the law, this region must stop producing coca leaves in a mediate future in exchange for alternative development programmes.

To complete the picture of the situation, it is necessary to highlight that in 1997 Bolivia will hold General Elections. This electoral climate constitutes the current juncture that may temporarily distract people's attention from more structural aspects, such as poverty.

The Bolivian population

The Bolivian population is calculated currently to be at 7,591,708 inhabitants, according to the projections, for 1996, made by the National Statistics Institute, INE, based on the National Population and Housing Census of 1992⁴⁴.

The population density, of 6.6 per km.2, does not necessarily reflect a proportional distribution in the Bolivian territory, which, on the contrary, presents regions with higher demographic concentration.

POPULATION DISTRIBUTION IN THREE GREAT REGIONS OF BOLIVIA

REGIONS	% OF POPULATION
Altiplano (Highlands)	45
Valleys	30
Plains	25

Source: OPS/OMS "Health situation in Bolivia", La Paz, 1995.

The annual population growth rate reaches 2.8 %, according to a recent World Bank report⁴⁵, which means that Bolivia is one of the countries with the highest growth rate of Latin America.

⁴⁴ UNICEF, "Situation Analysis of Bolivian Women and childhood", 1996.

⁴⁵ World Bank, Human Resources in Latin America and the Caribbean, Regional Office, 1993.

COUNTRY	%
Argentina	1.3
Bolivia	2.8
Brazil	2.1
Costa Rica	2.6
Colombia	2.0
Chile	1.7
Ecuador	1.9
El Salvador	1.9
Guatemala	2.9
Haiti	2.0
Honduras	3.2
Mexico	2.2
Nicaragua	3.4
Panama	2.1
Paraguay	2.9
Peru	0.1
Uruguay	0.6
Venezuela	2.6

Source: Own elaboration, based on World Bank report, 1993.

In 1996, the Bolivian urban population reached 60% and the rural population 40%. The urbanisation tendency of the past years is creating great agglomerations of migrant, country-city, populations, especially in La Paz, Cochabamba and Santa Cruz.

The age pyramid shows the predominance of a base of 42% of the population that is less than 15 years old.

BOLIVIAN POPULATION IN 1996

	TOTAL	Men	Women	Urban	Rural
Total Population	7,591,708	3,770,305	3,821,403	60 %	40%
Younger than 15	3,067,279	1,559,328	1,507,951		
Younger than 5	1,156,277	589,674	566,603		
Younger than 1	242,948	123,978	118,970		
Life expectancy	61	59	63		

Source: Own elaboration based on INE-CELADE data in UNICEF Report, 1996.

POVERTY INCIDENCE BY DEPARTMENT AND AREA

(The total population only refers to the homes that answered the entire questionnaire)

Department and Area	Total Population	In Poverty	(%)
Bolivia	5,777,641	4,074,141	70.5
Urban	3,344,257	1,758,983	52.6
Rural	2,433,384	2,315,158	95.1
La Paz	1,663,359	1,178,976	70.9
Urban	1,068,162	602,731	56.4
Rural	595,097	576,245	96.8
City of La Paz	648,916	295,002	45.5
City of El Alto	355,058	260,666	73.4
Oruro	320,171	223,726	69.9
Urban	211,751	121,506	57.4
Rural	108,420	102,220	94.3
City of Oruro	175,292	95,246	54.3
Potosí	603,784	485,413	80.2
Urban	204,360	104,378	51.1
Rural	400,924	381,035	95.0
City of Potosí	105,992	49,010	46.2
Cochabamba	1,027,212	726,664	70.7
Urban	538,410	267,002	49.6
Rural	488,802	459,662	94.0
City of Cochabamba	380,755	169,166	44.4
Chuquisaca	431,192	343,059	79.6
Urban	139,852	59,895	42.8
Rural	291,340	283,164	97.2
City of Sucre	125,622	51,882	41.3
Tarija	261,343	180,054	68.8
Urban	143,711	69,968	48.7
Rural	117,834	110,086	93.4
City of Tarija	84,702	36,845	43.5
Santa Cruz	1,197,612	716,459	59.8
Urban	871,319	415,700	47.7
Rural	326,293	300,739	92.2
City of Santa Cruz	624,490	267,880	42.9
Beni	237,348	191,329	80.6
Urban	157,718	113,531	72.0
Rural	79,530	77,798	97.8
City of Trinidad	48,476	28,479	58.7
Pando	34,114	28,481	83.5
Urban	8,974	4,272	47.6
Rural	25,144	24,209	96.3
City of Cobija	8,974	4,272	47.6

Source: Own elaboration based on Map of Poverty.

The situation of the Bolivian population in the Map of Poverty is represented in the table above.

The results of the Map of Poverty have not taken into account those homes which did not answer, at least, one of the variables corresponding to the poverty measurement index.

The instruments and methodology used to elaborate the Map of Poverty are explained profoundly and in detail in the Introduction and Conceptual Framework of that document⁴⁶.

Poverty by Departments, regions and zones

The basic indicators used to measure poverty incidence and intensity are:

- Basic Sanitation.
- Energy consume.
- Housing and materials.
- Access to Health and Education services.

The Map of Poverty classifies the population, according to the intensity and level of poverty, into the following categories:

- Marginal Poverty.
- Indigent Poverty.
- Moderate Poverty.
- Beginning of Poverty.
- Population with basic needs satisfied.

⁴⁶ Map of Poverty, pages 3-11.

The characteristics of the different degrees of poverty are synthesised in the following tables:

CHARACTERISTICS OF MARGINAL POVERTY

Main characteristics	Percentages
- Low educational level	59.7 % of the people in school age do not attend school
- Only speak one language	50 % have difficulties to incorporate themselves into the work market
- Main activity: agriculture	90.9 % agricultural workers in the rural area

CHARACTERISTICS OF INDIGENT POVERTY

Main characteristics	Percentages
- Low educational levels in the rural areas	36.9 % do not attend school 52.8 % have successfully finished at least one grade
- Urban educational level	71.6 % of the people in school age attend school
- Speak two languages	48.1 % native language and Spanish

CHARACTERISTICS OF MODERATE POVERTY

Main characteristics	Percentages
- Educational level	79.8 % attend some education centre
- Greater diversification of jobs	73 % agriculture in the rural area 32.3 % commerce, transport in the urban area

CHARACTERISTICS OF BEGINNING OF POVERTY

Main characteristics	Percentages
- Educational Level	87.9 % attend some education centre
- Speak one language	58.4 % only speak Spanish
- Speak two languages	37.6 % speak native language and Spanish
- Greater diversification of jobs	33.3 % agriculture 36.8 % services in the rural area 28.3 % commerce and transport, 36.5% services, 35.2% work on own account in urban area

CHARACTERISTICS OF BASIC NEEDS SATISFIED

Main characteristics	Percentages
- Educational Level	36% of the population in school age has some level of superior education in the urban area 49% has surpassed the basic and secondary cycle
- Greater employment opportunities	59.3% in service; 21.3% commerce and transport; 19.4% other employment in urban area 21% agriculture; 52.6% services

The situation of poverty by areas or regions affects the population through different degrees of intensity: 95.1 % in the rural area and 52.6 % in the urban area, with the following detail:

DEGREES OF POVERTY URBAN-RURAL

Degrees of poverty of the population	Rural	Urban
Marginal Poverty	11.1 %	12.2 %
Indigence Level	56.8 %	0.5 %
Moderate Poverty	26.1 %	12.7 %
Beginning of Poverty	4.1 %	20.5 %
With Basic Needs Satisfied	1.9 %	28.4 %

Source: Own elaboration based on Map of Poverty.

The population and poverty situation by Departments shows clearly the existence of a differentiation of the country into three clearly distinct regions: the Altiplano highlands, the Valleys and the Plains, where the latter are the least affected by poverty while the highlands are the most punished region and the Valleys show an intermediate situation. However, within each region and each department which composes it, it is possible to reproduce a population distribution into the 5 categories described above; even within the poorest department and region of the country, as is the case of Potosí.

The following table shows the distribution of the population in these three regions:

PERCENTAGE OF POVERTY INCIDENCE BY REGIONS

Regions	Departments	% poverty
HIGHLANDS	La Paz	70.9 %
	Oruro	69.9 %
	Potosi	80.2 %
VALLEYS	Cochabamba	70.7 %
	Chuquisaca	79.6 %
	Tarija	68.8 %
PLAINS	Santa Cruz	59.8 %
	Beni	80.6 %
	Pando	83.5 %

The information on poverty indexes must be completed with the following indicators:

BASIC SOCIAL INDICATORS

Indicators	Percentage
Illiteracy	22.5 %
Women's illiteracy	29.3 %
Birth rate	33.6
Infantile mortality rate (over 1000 born alive)	75
Boys' life expectancy at birth	57.7
Girls' life expectancy at birth	61

Source: UNICEF, Situation Report, 1996.

The general picture arising from the Map of Poverty is quite eloquent and shows the dramatic degree of poverty incidence in Bolivia.

Poverty by Departments and Provinces

To complete the information given so far, we present the following table which details the indicators that show the existence of deficits in basic services: health, education and others:

SITUATION OF POVERTY BY DEPARTMENT AND PROVINCE: DEFICITS

Department	Province	Category of poverty	Population	Infantile Mortality	Education	Energy	Health	Planning
CHUQUISACA	OROPEZA	II	176298	75	54.7	33,3	40,3	50,5
CHUQUISACA	AZURDUY	V	23492	70	92.5	99,4	63,9	98,1
CHUQUISACA	ZUDANEZ	IV	30982	90	91.2	96,6	72,5	95,5
CHUQUISACA	TOMINA	IV	35443	120	90	93,9	44,4	94,5
CHUQUISACA	HERNANDO SILES	IV	35255	90	85.6	85,4	44,8	86,7
CHUQUISACA	YAMPARAEZ	IV	31263	110	93.1	93,4	56,9	97,1
CHUQUISACA	NOR CINTI	IV	65866	110	88.8	94.2	74.2	93.3
CHUQUISACA	B. BOETO	IV	12617	120	87.9	93.3	41.3	90.8
CHUQUISACA	SUR CINTI	IV	25289	120	90.4	94	48	89.6
CHUQUISACA	LUIS CALVO	IV	17251	80	84.3	96.1	34.3	86.7
LA PAZ	MURILLO	II	1156423	60	49.8	20.7	53.7	58.5
LA PAZ	OMASUYOS	IV	73703	85	79	90.6	85.6	90.6
LA PAZ	PACAJES	IV	43324	80	75.6	98	85.5	98.3
LA PAZ	CAMACHO	IV	53487	70	86.6	99.7	88.1	98.6
LA PAZ	MUÑECAS	V	17820	85	89.1	99.3	91	98.9
LA PAZ	LARECAJA	IV	68762	90	76.3	76.7	72.9	91.4
LA PAZ	FRANZ TAMAYO	V	17619	90	87.6	99.5	89.2	95.9
LA PAZ	INGAVI	III	78059	75	76.3	80.1	77.9	90.7
LA PAZ	LOAYZA	IV	35809	70	82.4	97.5	86.4	99.5
LA PAZ	INQUISIVI	IV	57345	95	81.6	84.9	74	92.1
LA PAZ	SUD YUNGAS	III	51930	70	79.3	89.6	60.2	89
LA PAZ	LOS ANDES	IV	62185	70	84.3	95.5	85.7	97.3
LA PAZ	AROMA	IV	65730	90	78.8	90.7	82.2	96.6
LA PAZ	NOR YUNGAS	IV	20433	70	76.5	89.3	73.4	87.1
LA PAZ	ITURRALDE	IV	8226	100	81.1	96.3	57.4	81.5
LA PAZ	B. SAAVEDRA	IV	9995	100	86.2	98.5	89.1	97.7
LA PAZ	MANCO KAPAC	IV	20554	75	82	89.9	83.5	90.3
LA PAZ	G. VILLARROEL	IV	11685	90	76.8	99.9	83.2	100
LA PAZ	G. J.M. PANDO	IV	4577	80	73.1	100	89.1	92.9
COCHABAMBA	CERCADO	I	414307	60	41.7	12.7	42.7	50.9
COCHABAMBA	CAMPERO	IV	30358	85	84.4	91.5	62.5	93.4
COCHABAMBA	AYOPAYA	IV	54597	120	89.5	90.9	67	98.1
COCHABAMBA	ESTEBAN ARCE	III	29717	100	84	89	63.5	93.6
COCHABAMBA	ARANI	III	23331	115	83.9	86.3	50.1	93.6
COCHABAMBA	ARQUE	V	18249	115	93.9	99.7	89.2	99.8
COCHABAMBA	CAPINOTA	III	24444	100	86.4	85.9	60.9	90.5
COCHABAMBA	GERMAN JORDAN	III	27505	105	76.5	71	58.8	83.6
COCHABAMBA	QUILLACOLLO	III	145197	70	63.1	44.7	53.5	76.2
COCHABAMBA	CHAPARE	III	131727	90	81.8	79.4	55.7	86.3
COCHABAMBA	TAPACARI	V	19202	85	94	99.9	92.3	99.8
COCHABAMBA	CARRASCO	IV	77814	95	87.5	96.6	57.5	92
COCHABAMBA	MIZQUE	IV	27959	100	89	95.8	68.5	95.4
COCHABAMBA	PUNATA	II	47402	90	76.9	63.5	46.8	85.1
COCHABAMBA	BOLIVAR	V	7081	115	90.5	99.9	88.6	99.8
COCHABAMBA	TIRAQUE	IV	31315	105	89.2	97.5	60	92.2
ORURO	CERCADO	II	213755	85	49.8	24.5	51	75.6

ORURO	ABAROA	IV	23147	145	82.1	85.9	75.1	97.6
ORURO	CARANGAS	IV	7930	120	73.7	95.1	68.5	98.8
ORURO	SAJAMA	IV	7891	115	75.1	97.4	81	94.7
ORURO	LITORAL	III	2087	120	62.1	94.9	64.2	93.9
ORURO	POOPO	III	17437	135	76.5	50.3	60.3	94.1
ORURO	P. DALENCE	II	24892	115	66.2	33.6	52.6	91.1
ORURO	L. CABRERA	IV	7363	130	79.4	100	66.7	94.7
ORURO	ATAHUALLPA	III	3567	120	72.9	98.9	62.4	98.2
ORURO	TOMAS BARRON	III	5045	115	76.6	56.3	66.6	98.3
ORURO	SUR CARANGAS	IV	4028	105	72.4	100	64.3	99.5
ORURO	S. PAGADOR	IV	7712	115	82.4	82.3	78.7	97.8
ORURO	MEJILLONES	III	751	120	56.8	96.1	52.9	90.3
ORURO	NOR CARANGAS	IV	4900	105	72.8	100	70.5	99.5
POTOSI	TOMAS FRIAS	II	147111	100	61.3	32	45.7	68.3
POTOSI	R. BUSTILLO	III	77566	135	75.5	50.5	65.1	86.8
POTOSI	C. SAAVEDRA	IV	52659	125	91.1	90.9	62.3	97.3
POTOSI	CHAYANTA	V	73128	130	90.4	98	86.3	99.3
POTOSI	CHARCAS	V	31233	135	90.3	99.9	94.3	99.7
POTOSI	NOR CHICHAS	III	40951	130	87.5	89	45.8	98
POTOSI	A. IBÁÑEZ	V	23512	120	89.5	97.4	92.1	98.7
POTOSI	SUR CHICHAS	II	49607	105	71	51	37.5	78.8
POTOSI	NOR LIPEZ	III	8320	115	76.8	97.3	44.9	95.3
POTOSI	SUR LIPEZ	IV	4158	120	87.3	99.9	36.2	99.7
POTOSI	J. M. LINARES	IV	52535	110	88.5	94.1	49.5	97.4
POTOSI	A. QUIJARRO	III	37384	115	71.8	58.7	48.4	93
POTOSI	GRAL. B. BILBAO	V	10045	135	88.7	99.7	91.9	99.7
POTOSI	DANIEL CAMPOS	III	4630	120	55.6	95.1	38.3	92.7
POTOSI	E. BALDIVIESO	IV	1313	115	84.4	100	46.4	98.7
TARIJA	CERCADO	II	108241	50	56.3	30.8	31.2	46.6
TARIJA	ARCE	III	44713	65	76.2	61.8	44.4	69.2
TARIJA	GRAN CHACO	II	74612	60	69.8	59.3	35.4	71.2
TARIJA	AVILEZ	IV	16210	85	89.8	94.2	56.4	89.8
TARIJA	MENDEZ	IV	29868	90	89.5	91.4	52.7	85.2
TARIJA	B. O'CONNOR	IV	17763	75	85.8	92.6	47.1	90.1
SANTA CRUZ	ANDRES IBANEZ	I	784678	50	51.4	19.8	35.1	50.2
SANTA CRUZ	WARNES	II	38285	70	77.9	57.3	30.2	72.8
SANTA CRUZ	VELASCO	III	42929	65	81.8	87.8	26.4	89
SANTA CRUZ	ICHILO	III	49484	70	82.1	78.4	33	88.3
SANTA CRUZ	CHIQUITOS	II	42519	70	66	68	38.4	73.3
SANTA CRUZ	SARA	II	29607	50	72.6	60.3	31.8	76
SANTA CRUZ	CORDILLERA	III	88628	85	72.7	65.4	34	67
SANTA CRUZ	VALLE GRANDE	III	26744	65	74.4	82	34.4	82.2
SANTA CRUZ	FLORIDA	III	22750	60	76.4	78.7	45	81.7
SANTA CRUZ	OB. SANTISTEVAN	II	104660	70	72.4	44.9	29.7	68.8
SANTA CRUZ	Ñ. DE CHAVEZ	IV	61008	90	88.4	94.3	53	90.2
SANTA CRUZ	A. SANDOVAL	IV	10695	55	78.1	76.2	69.9	90.8
SANTA CRUZ	M.M. CABALLERO	III	16074	90	78.7	79.4	46	88.2
SANTA CRUZ	GERMAN BUSCH	II	25426	60	64	39.6	34.7	58.1
SANTA CRUZ	GUARAYOS	IV	20902	65	85.3	94.3	44.8	97.6
BENI	CERCADO	II	63128	75	50.9	34.4	36.5	72.1
BENI	VACA DIEZ	II	84651	100	63.1	69.2	41.4	81.8
BENI	G. J. BALLIVIAN	III	47420	95	75.2	87.3	58	95.7
BENI	YACUMA	III	25068	80	75.3	73.7	39.4	81.8

BENI	MOXOS	IV	17602	110	85	94.7	68.1	94.8
BENI	MARBAN	IV	11950	90	83.6	99.2	55.3	98.3
BENI	MAMORE	III	10055	75	70.4	87.1	42.8	88
PANDO	NICOLAS SUAREZ	III	18447	60	64.9	59.7	49.4	78.3
PANDO	MADRE DE DIOS	IV	8097	75	82.5	99.7	86.8	99.5

Source: Own elaboration based on data of the Secretariat of Popular Participation, 1995.

Current participation of parents in educational management

To have access to direct information on qualitative aspects regarding the levels of participation of parents, it has been necessary to carry out a survey based on a questionnaire⁴⁷ in a sample of 12% of the school nuclei included in the Educational Reform.

In every education centre, 80 parents and community leaders, 71 teachers and 100 students were interviewed. To collect this information, adequate instruments were elaborated for every group and 40 education centres were visited. The detailed and processed information is enclosed as an Annex of this document.

Social participation is the degree of insertion which the organised community, including parents, leaders, authorities, teachers and students, has in education.

The Educational Reform Law establishes and regulates the mode of functioning of social participation in Chapter VI *Of the structure of social participation*⁴⁸.

The Supreme Decree 23950 of the Educational Reform Law Regulations points out the participation attributions of the social actors in education.

... The Popular Participation Councils shall have the faculties of support and control regarding the authorities and public servants of their respective levels. In the case of the

⁴⁷ See Economy and Education report, "Questionnaire on qualitative aspects of social participation in education", La Paz, 1997.

⁴⁸ Educational Reform Law, Chapter VI.

*Councils of the education units, these will also have the faculty of participating in the selection of the directors and teaching staff of the education establishments and the faculty of supervising their performance*⁴⁹.

The Popular Participation Law, passed on 20 April 1994, constitutes the appropriate framework to give impulse to the positive performance of the local governments, at a municipal level, which complements the participation in the educational environment so that the social actors assume their responsibilities, contribute to the solution of educational problems and take management decisions. Various levels and instruments exist within the structure of the municipal governments to guarantee the incorporation of educational demands: the Departmental Council, the Municipal Council, the Vigilance Committee, Municipal Development Plans and Annual Operative Plans.

The organised structure of participation in education is quite simple, as it corresponds to the different education levels of the system:

ORGANISATION LEVEL	LEVEL OF THE EDUCATION SYSTEM
School Assembly	Education Unit
Nucleus Assembly	School Nucleus
District Assembly	Education District (regional, departmental)
Municipal Council	Municipality
Departmental Council	Department
Education Council of Native Peoples	Indigenous Peoples and organisation
National Education Council	National

The National Technical-Pedagogical Services Unit, responsible for the technical and operative implementation of the Educational Reform, reports, in 1996 the constitution of:

School Assemblies	1,751
Nucleus Assemblies	174
District Assemblies	2

⁴⁹ Article 48.

Due to the recent implementation of the Educational Reform Law, it is difficult to dispose of complete statistical information, especially on qualitative functioning aspects of the School Assemblies. Therefore, it was considered convenient to carry out a questionnaire in representative nuclei of the highlands, valleys and plains.

The data arising from the questionnaire coincide with similar inquiries carried out recently, with other objectives⁵⁰.

The questionnaire on the organisations of parents shows the following results:

School Assemblies	82.5%
Parents Associations	12.5%
Other organisations	5%

Source: Own elaboration based on the Questionnaire applied by ECO & EDU in March 1997.

On this basis, we can conclude that the School Assemblies are currently the predominant organisations which are above the old Parents Associations and other types of organisations.

The faculties given by Law to the School Assemblies are of ample responsibility and it is hoped that, as they become applied, there will be a transformation of the relationship between, and the functions carried out by the schools and the communities. This degree of participation will necessarily have effects on the quality of education.

The survey shows that 36 % of the current parent organisations carry out multiple functions: control of the teachers, recollection of quota payments for the school and they are in charge of complaints, administrative procedures and repairing the schools infrastructure. The other 64 % of the organisations partially assume some of the activities pointed out.

⁵⁰ The Popular Participation Secretariat commended a study on 2,500 - nation wide - questionnaires on aspects referred to popular participation: Rojas and Verdesoto "La Participación Popular como reforma de la política" .

The highest part of the parents participation is reduced to the area of the individual families. According to the findings of the applied questionnaire, 95% of the parents state that they help their children with the homework given in school.

The attributions established by the Law for the School Assemblies, such as planning, evaluation and management, according to the questionnaire, are only carried out in a 25%, due to the organisation's limited knowledge of the attributions and responsibilities of parents within the School Assemblies.

9. a. **Working situation of the students of the Basic and Intermediate Cycles.**
Percentage of infantile labour in the composition of the family income

The problem of boys and girls in school age who work in Bolivia needs to be looked at from various dimensions: in the first place, the high proportion of infantile population linked to the occupational market; in the second place, the working conditions of the children; and thirdly, the repercussions of this situation on education, both of the children who work and the country in general.

Infantile population that works

The data of the 1992 Census calculate that 569,000 boys, girls and adolescents are inserted, in different degrees, within the occupational market. This amount represents 28.5% of the total population in school age, between 7 and 18 years old. In other words, more than one forth of the population in school age works in diverse activities.

The age pyramid in Bolivia has a broad base. The population younger than 15 years old reaches a total of 3,067,279, of whom 1,559,328 are men and 1,507,951 are women.

The Bolivian education system currently has a limited capacity to attend the entire population in school age, it only reaches an 80% coverage⁵¹, of which 85 % is urban and 77% is rural. 20 % of the children are left aside by the schools. The percentage of boys and girls who work increases the proportion of school marginality. The analysis of this situation must differentiate the work done by boys and girls in the rural and urban areas.

In the peasant communities of the rural areas, infantile work is a social practice structured by the form of peasant production based on family work. The boys and girls of the rural areas and indigenous communities work since an early age collaborating in various activities of their parents. There is a clearly marked division of the labour which assigns different roles according to the ages and sex of the children, for example in cattle raising or in taking care of the home while the parents carry out agricultural activities. During the sowing and harvesting seasons, intensive work is required and both boys and girls work with great dedication helping the older people. During these periods school absenteeism increases greatly, and in the worst cases ends with definite drop-outs.

Children working in the cities have other reasons to become linked to work. The main reason to work is the situation of social and economic marginality. The urban homes affected by marginal and indigent degrees of poverty force the children to contribute with the weak family income. Another motive is the family disintegration which occurs in many urban-marginal homes. There are not precise statistics referring to a correlation between poor homes and working children.

The shelter and protection centres for marginal children have a reduced capacity and limited results. The state maintains 52 attention centres in the whole country. There are other 16 centres of private institutions which function in parallel, the majority of which are dependent on the Catholic Church and other NGO's.

⁵¹ UNICEF, data of 1995 in the report "Situation Analysis", La Paz, 1996.

The data arising from the survey applied for the present study shows that 96% of the families send their children in school age to school. 35 % of the children, adolescents and youngsters work, which means that 61% of the children are exclusively dedicated to their education.

The generalised situation of poverty in our country, described in chapter 9 of this study, as well as the tendency of urban migration, make it possible to foresee a permanent increase in the demand for work of a considerable number of children, adolescents and youngsters, both men and women. However, they will face the conflict of continuing their education. This problematic suggests the need for a line of work and research, more profound than the current ones existing, as at present there is no more information available.

Working conditions of the child workers

The infantile-juvenile working conditions lack an adequate legislation to regulate work; there is Law project to protect and regulate the work of children and adolescents, but currently it is calculated that 138,000 working minors are not remunerated for their work because their working relationships are within the family. This is to say that they are employed in family enterprises without receiving a salary. Industrial security systems do not exist in centres that work with minors, such as mechanic, carpentry or commerce workshops. The majority of the infantile population that works does so in services of the tertiary sector of the economy.

The General Law of Employment forbids minors under 14 years of age to⁵². Its dispositions, regulated by Supreme Decree 10859 of 7 May 1973, article 66, are decisive:

- *The minor will be able to contract his/her services once s/he has reached the age of 14, and if s/he proves to have finished the Basic Cycle. He/she will do so through a written contract, approved by the Regional Director of Minors.*

⁵² Chapter VI, article 58.

In spite of these dispositions, in fact, the children under 14 work in multiple occupations, without complying with the legal requisites. Thereby, we have thousands of children working as ticket collectors of mini-buses, as shoe polishers, newspaper vendors, street vendors, etc.

Consequences for education

The boys and girls who work are living in a high risk situation regarding their access and permanence in the education system, because employers do not give their workers facilities to attend school or, in the case of children and adolescents who work on their own account, the need to earn money is stronger than the motivation towards education. This sector has the tendency to abandon school due to low performance, absenteeism and repetition.

The work carried out by education centres for children and adolescents who work could be attractive for the growing number of children and youngsters who are under the pressure of having to work and abandon their studies. This modality should adopt the contents and pedagogical methods of the modality of non formal education.

9. b. Favourable and unfavourable environments for education. By regions or zones

The favourable or unfavourable environment for the development of education is a result of the social, political and psycho-pedagogical conditions which can contribute to, or hinder, the development of educational activities. The combination of these factors is different in the diverse regions and zones of the country. Hereafter, we will describe the current conditions of the Bolivian society and its potentialities and limitations which can be used as orienting parameters for the intervention of any kind of education policy.

Social Conditions

The situation of poverty which affects the majority of the Bolivian families, accentuated in the rural area and the peripheries of urban centres, is a conditioning factor which creates an unfavourable and limiting environment for the normal development of education. The social

conditions influence directly two levels of the education system: on one hand, the level regarding the financing of the education sector and, on the other hand, the level of family income.

From the point of view of the financing and the education budget, it is necessary to consider that education is an investment in services for the population, where the return rate is slow and intangible, thereby different from other sectors. Therefore, it is a subsidy. The Bolivian state acknowledges, in its Political Constitution, that education is one of *the highest functions of the State*. In the Bolivian case, this function remains reduced to the level of intention due to the budgetary limitations of a developing country.

The budgetary assignation described in the Fiscal Budget of Public Education in the study, shows the delicate fragility of the system and the need for International Cooperation to support the efficient functioning of the Bolivian educational service.

From the point of view of the families, in the social aspect it has been said that the restrictions referred to access and basic needs have, in many cases, forced them to postpone or subordinate the education of their children to satisfy their survival needs.

It is desirable that the policies of structural adjustments and the state's reforms, as well as the social policies, should attend and gradually diminish the tensions which the situation of poverty generates.

The teachers form part of the social conglomerate and they also share the population's worries; the social origin of the teachers corresponds to the low middle class and, in the case of the rural teachers, the majority has a peasant origin. The teachers' salaries have been a conflictive theme and have become another limiting factor which creates an unfavourable environment for the performance of educational functions. Frequently and repetitively strikes are carried out to claim for the salaries and these interruptions imply direct damage for the educational process.

Nonetheless, in spite of the limited social conditions of the population, it is only fair to acknowledge the fact that parents still hope to educate their children and maintain a high interest in keeping them within the system. The parents' expectations, expressed in the interviews carried out for this study, maintain the hope that their children will reach higher levels of education than where they are now. The totality of the parents interviewed stated that they hope their children will complete the Primary Cycle, 96% hope they will continue with the Secondary level and 72% hope their children will reach the University.

The population distribution

The demographic behaviour is another conditioning factor which is worth looking into as it is directly related to the development of education. The population's growth rate, which currently is at 2.8, will bring difficulties to all efforts made to broaden the coverage of the educational service if there is not a corresponding growth in the real capacity of the state and the institutions to efficiently attend the educational service.

Both the temporary and the definite population migrations, especially from the rural areas to the urban centres, make educational planning more difficult when it intends to guarantee acceptable levels of permanence in the system and of profit from its use; this migration creates a climate of instability in the families, the students and the schools. To face this problem it is still necessary to create a functional system to validate the studies carried out by migrating students so that these are damaged the least possible due to the migration.

A significant advance of the Educational Reform is the unification of the rural and urban systems. This constitutes a first step towards integrating a common curricular core, respecting the particularities of the diverse regions.

The tendencies of population growth, the migrations and the settlements of human groups in the peripheries of large cities are beginning to present signs of social decomposition, such as

delinquency. An environment of social insecurity also brings difficulties to and hinders the normal development of educational activities.

Both a disproportional growth of the population and not planned spontaneous migrations make the problems of access to and coverage of the education system more profound.

In general, we can assert that the opportune application of rational demographic policies can regulate possible disproportion and distortions to create favourable environments for education.

Political Conditions

Political and economic stability have repercussions on the education system. In Bolivia's political history both instability and interruptions have limited and restricted notoriously the educational development.

The democratic process of the Bolivian society, which promotes social participation and the respect of fundamental rights of the person, is a guarantee for a favourable environment to improve the quality of education and overcome the current levels of the sector.

When cultural integration and identity are considered in the educational plans, as occurs in the Intercultural and Bilingual Proposal of the Educational Reform, this favours and unites the environment in a way that is necessary for a solid education system in a multicultural society as that of Bolivia. Proceeding differently converts these into factors which impede the implementation of an education in accordance with the regional and multicultural characteristics of the country.

The consolidation of the Educational Reform, which has had a slow and difficult road to travel, is a requisite to favour and create a favourable environment for education. Recent surveys show the enormous support which the Educational Reform has among the majority of the population. An environment of consensus referred to education is of great benefit to us

all. This is another great challenge which the state, as well as the society in general and the cooperation agencies interested in developing the country, need to assume if we are to achieve a successful development of the Educational Reform and to overcome the present deficiencies and limitations which it still has.

Other conditions

The psycho-pedagogic conditions which create a favourable environment for education have been taken into account by the proposal of the Educational Reform within the new methodological approach, curricular structure, social participation of the actors involved, teacher training, provision of didactic materials and infrastructure, although in their execution, these conditions are yet in their first application phases.

In February 1997, the Programme of Solidary Support to the Schools (PASE), dependent on the National Secretariat of Education, was created with financial support from the Interamerican Development Bank (BID), to improve the schools infrastructure. This programme constitutes an important backup which will contribute to improve the physical environments of the school system.

The slowness with which the Educational Reform is being Applied constitutes an obstacle in the creation of more favourable environments for education.

Related to this last matter, we must recall that both the Administration and Organisation of the system are key factors which can favour or become obstacles for the whole of the educational apparatus.

The legal instruments have not been elaborated sufficiently; the Law and Regulations Decrees exists, yet it is essential to complete the Educational Reform's problems of adjustment with legal and operative measures.

To be open to new modalities and educational innovations, has become a priority to strengthen what has been advanced so far by the Educational Reform.

To conclude with this matter, we can see that the general social environment has not yet achieved the favourable conditions necessary to consolidate a renovated education in a sustained manner. The first phase of the Educational Reform only reaches the primary level. Significant sectors of the young and adult population, which are in an active and productive age, do not count on the opportunities of training and technical or professional qualification to increase their performance levels.

In general, and according to the information provided by the media, and based on the surveys carried out in various regions of the country to inquire about the levels of acceptance of the state's reforms, it is possible to see that the conditions for a favourable environment, as described above, exist in the plains region. The valley region presents acceptable conditions while the highlands region presents less favourable conditions. In consequence, we can state that the Educational Reform has a more ample acceptance and reception in Santa Cruz, Beni and Pando; considerably good acceptance in Tarija, Chuquisaca and Cochabamba; and less acceptance, although still higher than the average, in the highlands region. Nonetheless, the ample popular acceptance of the Educational Reform still finds obstacles in the leading sectors of the teachers unions, when these are led under the orientation of Trotskyist groups.

Although it would be dangerous to generalise the results of our survey to the rest of the country, we must point out, with the necessary caution, that 93% of the people interviewed with this study's survey expressed their support for the Educational Reform; only 6% disagreed, while only 1% did not give their opinion. The highlands region was where these opinions against the Reform were found. In most cases, it was possible to see that more information on the Educational Reform's reach was needed at the level of the base organisations, the parents and even some teachers.

PRESENT STATE OF MATRICULATION

10.a. Current matriculation in each of the levels of the education system

Before presenting the matriculation levels, it is convenient to see the size of the population attended by the school service.

POPULATION IN SCHOOL AGE, BY AREA AND SEX - 1996

(In thousands)

GROUP (years old)	COUNTRY TOTAL			URBAN AREA			RURAL AREA		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
5 - 9	970	490	480	558	282	276	412	208	204
10 - 14	897	458	439	553	277	276	344	181	163
15 - 19	740	366	374	498	239	259	242	127	115
TOTAL	2,607	1,314	1,293	1,609	798	811	998	516	482

Source: Own elaboration based on Müller & Associates, Census of 1992.

The table above shows some interesting aspects:

1. The 2,607,000 children and youngsters correspond to 37% of the total population which was estimated by Müller & Associates to be at 6,980,000 inhabitants for 1996.
2. 62% of the children and youngster between 5 and 19 years of age live in the cities and only 38% live in the rural regions.

On this demographic basis, we must now see how large the matriculation for that same year, 1996, was:

SCHOOL MATRICULATION BY DEPARTMENTS AND LEVELS - 1996

DEPARTMENT	PRE-SCHOOL	PRIMARY	SECONDARY	TOTALS
Chuquisaca	7,252	102,488	15,136	124,876
La Paz	37,227	394,992	89,397	521,616
Cochabamb	27,942	275,845	59,016	362,803
Oruro	7,181	75,023	21,501	103,705
Potosí	28,030	138,739	23,852	190,621
Tarija	9,168	65,121	11,852	86,141
Santa Cruz	34,590	342,531	60,593	437,714
Beni	9,182	94,100	15,058	118,340
Pando	793	10,751	750	12,294
TOTAL	161,365	1,499,590	297,145	1,958,100

Source: National Secretariat of Education.

The matriculation of 1,958,100 students in the public education institutes is equivalent to a coverage of 75% of the population in school age, this is, between 5 and 19 years old. Approximately 255,000 children and youngsters receive their education in private schools, this is 11.5 % of the population in school age.

MATRICULATION COMPOSITION BY TYPE OF ESTABLISHMENT
(Public - Private)

Children and youngster matriculated in Public Establishments (88.5%)	1,958,100
Children and youngster matriculated in Private Establishments (11.5%)	255,000
Total national matriculation (100% of the matriculation, 85% of the population in school age)	2,213,100
School population not attended, based on estimate of Müller & Associates (15%)	393,900
Total population between 5 and 19 years of age (100%)	2,607,000

Source: Own elaboration based on data provided by Müller & Assoc. and the National Secretariat of Education.

This leaves a difference of 393,900 children and youngsters who do not attend any education centre, this is 15% of the population in school age.

10.b. Abandonment rate in every level

The education system has the purpose of reaching the entire population. The central objective of the educational apparatus is for all to have access, for all to learn well and for all to conclude or finish the last course.

This education paradigm was heard from a professor of the Harvard University. Naturally, exceptional motives, *of superior force*, such as illnesses, accidents and travelling, which will impede a few students from complying fully with the postulates of this paradigm, must also be considered.

We have seen in the last chapter that the Bolivian education system does not reach the entire population; for all those who enter the system to be able to finish the courses, they must go through a learning process which, according to our study, has an average duration of twelve years. Unfortunately, in the current Bolivian education system, not all manage to finish their education, or even come close to this. Then how effective is the Bolivian Education System?

A series of indicators have been proposed to measure the effectiveness and efficiency of an education system. One of these indicators is the *abandonment rate*.

The abandonment rate for the Primary level is at 5.4% per year, this means that for every 100 students who enter, only 68 finished the level. For the Secondary level, the rate is of 7.9% per year, which means that for every 68 students who enter, only 36 finish.

The concept “abandonment rate” is the same as “desertion rate” (or sometimes called “drop-out rate”). Both terms, the first less than the second, have a negative connotation that suggests that the it is the student’s fault that he/she is abandoning school, as if it were similar to deserting the army.

There are many reasons for which a student can stop attending school and most of these reasons are not attributable to an individual decision of the student, as is the case of those

who have to abandon their studies to work and maintain, or help maintain, their family. Therefore, the “abandonment rate”, as an indicator of educational efficiency, should be replaced by another denomination, as for example “rate of premature retreat”.

Besides the economic motives to abandon school, there is a marked structural and conceptual deficiency of a school which does not offer anything concrete to the student or the society and which does not interpret the needs of the collectivity as it is a merely informative, academic and memoristic institution. These are some of the negative things which the Educational Reform seeks to eradicate by promoting an education *of full coverage with quality*.

Another important indicator is the “repetition rate” which, according to Müller & Associates, for the year 1990 was at 2.5% for the Primary and 12.1% for the Secondary. These indicators show that, on average, 97.5% of the children are promoted to the next course when they finish a year in the Primary level. In the Secondary level 87.9% reach the next higher course every year.

According to the Educational Reform Law, students shall be able to advance according to their own learning rhythm, without losing a year, until they reach the objectives of every level, Primary or Secondary. It is hoped that a process of transformation or change will lead, in the long term, to an efficient education system, with quality and full coverage.

INTERNATIONAL COOPERATION FOR THE EDUCATION SYSTEM
AMOUNTS BY AGENCY AND FUTURE TENDENCIES

Before the approval of the Educational Reform Law and the package of international financial cooperation to carry it out, the Educational Reform Technical Support Team (ETARE) was able to work thanks to the help provided by a group of sympathising countries, among which Japan, Sweden, Holland and Germany must be highlighted.

The financing of the Educational Reform itself is possible thanks to the support provided by multilateral organisms dedicated to international credit/loans and social development support. These are: the Interamerican Development Bank (BID), the International Foment Association (AIF) of the World Bank, the United Nations Development Programme (PNUD)⁵³, the United Nations Children's Fund (UNICEF), and a group of countries, friends of Bolivia, through their cooperation agencies: the Credit for Reconstruction Organism (KFW) of the German government, the government of the Swedish Kingdom and the government of Holland.

All the cooperation given for the execution of our Reform, is shown in the following table. At the same time, it presents the Bolivian government's counterpart, composed by cash resources and taxes remitted for the execution of the project.

⁵³ The PNUD does not appear in the following table because it financed a short term loan, not contemplated in the initial programme.

FINANCING OF THE EDUCATIONAL REFORM, BY SOURCE

(In millions of dollars)

External Financing		National Counterpart		Others	Total
LOANS	DONATION	CASH	TAXES	Not Financed	
95.89	29.99	48.5	8.5	14.12	197
Totals	125.88		57	14.12	197

Source: National Support and Monitoring Unit, (UNAS).

Once the credit negotiations with the World Bank and the BID culminated, in 1994, there were delays in the procedures to sign the agreements as these required their ratification by the H. National Congress and the proclamation of the regulation decrees for Law 1565, which constituted disbursement conditions.

Considering this situation, and so as to not interrupt the Educational Reform's execution due to lack of monetary liquidity, in 1994 UNAS solicited a loan of approximately US\$ 400,000 from the Structural Adjustment Programme (SAC), a Donation Agreement with the government of the Swedish Kingdom for US\$ 3.5 million, and short term loans were solicited for 1 and 15 million dollars from the PNUD. In the delay of funds' availability, the Nation's General Treasury also had responsibility due to the difficulties confronted with its always delayed disbursements.

11. a. Multilateral financing organisms and bilateral cooperation

The following table shows the relationship existing between the cooperation of multilateral credit and cooperation organisms and bilateral international cooperation.

MULTILATERAL AND BILATERAL COOPERATION
(In million s of dollars)

MULTILATERAL ORGANISMS			BILATERAL COOPERATION			TOTAL
AIF*	BID*	UNICEF**	SWEDEN**	HOLLAND**	KFW**	
40	55.89	0.2	13.79	7.5	8.5	125.88

Abbreviations: AIF: World Bank

BID: Interamerican Development Bank

UNICEF: United Nations Children's Fund

KFW: German Credit for Reconstruction Organisation

* Credit

** Donation

SOURCE: UNAS

The Agreement with the BID later included US\$ 24.11 million: US\$ 4.11 million to cover financial costs and US\$ 20 million to specifically support teacher payrolls.

Hereafter, if we add the US\$. 24.11 million of the BID, to above mentioned US\$. 55.89 million (as noted in the table), we have a total amount of US\$. 80 million from this multilateral entity.

With this increment, the total external cooperation for the Educational Reform reaches the sum of US\$. 149.99 million.

EDUCATIONAL REFORM
ANNUAL PROGRAMMING AND FINANCING SOURCE
(In thousands of dollars)

YEAR	1994	1995	1996	1997	1998	1999	2000	TOTALS
AIF		18,675	6,336	5,353	4,841	2,948	892	39,046
BID/PFF	38							38
BID		11,172	12,457	14,096	10,772	3,959	3,421	55,878
UNICEF	33	96	39	4	4	3	13	193
SWEDEN		3,267	2,301	3,775	173	615	368	10,500
SWEDEN 94	2,055	1,212						3,268
HOLLAND		156	25	451	1,081	1,800	3,986	7,499
KFW		6,829	870	809	17			8,524
BOLIVIAN GOV.	581	16,247	8,066	10,638	9,176	6,509	6,085	57,300
Not financed				1,877	3,587	4,622	4,728	14,814
TOTAL	2,707	57,654	30,094	37,003	29,650	20,457	19,493	197,059

Source: UNAS

Multilateral financing organisms

• **AIF. International Foment Association. World Bank**

The agreement with the AIF became effective on 18 April of 1995. The total amount of the loan was for 40 million dollars, with 40 years time and 10 years grace.

The objective of the AIF loan is to finance the educational reform programme designed to improve the quality and level of equity existing in primary education, to strengthen the SNE's capacity to establish policies and guidelines for the education sector and to strengthen the public education system's capacity to offer effective and efficient educational services.

The AIF financial support is destined to the payment of the following: civil works, acquisition and printing of books, educational materials, computers, furniture and equipment, storage and distribution, consultants and other temporary services, informative campaigns, logistic support, printing materials, author's copyrights, production of videos, additional personnel and financing of pre-projects (PPF).

The World Bank also carries out the role of coordinating all the external financial help with the Bolivian government.

DESTINY OF AIF FINANCIAL SUPPORT

DETAIL	MILLINS OF US\$
Civil works	1.3
Acquisition and printing of books	11.8
Educational materials	1.3
Computers	1.0
Furniture and equipment (except comput.)	0.7
Storage and distribution	1.2
Consultants and other temporary services	11.8
Informative campaigns	2.9
Logistic support	4.1
Printing materials, author copyrights, videos	2.3
Additional personnel	0.6
PPF financing	1.0
Total	40.0

Source: UNAS

- **BID**

The BID financial support, of US\$ 80 million, was also compromised in 1994 to become effective in 1995.

The BID's financing object was to support the elaboration and adoption of a set of legal and administrative reforms destined to improve the internal and external efficiency of the education sector and the execution of an investment programme oriented to improve the quality and level of equity existing in the primary level of the Bolivian education system.

This includes two components:

1. Administrative Reform and Education Administration support. Comprising:

- a. Reordering of the personnel.
- b. Training of non-teaching staff at the central and decentralised levels.
- c. Training and orientation of school and nucleus assemblies.
- d. Establishment of an integrated information system for educational planning.
- e. Incorporation of community participation in educational management.
- f. Administration System for teaching staff.
- g. Rehabilitation of office spaces.

2. Curricular Reform. Comprising:

- a. Development of a basic curriculum for 1st to 8th year of schooling.
- b. Design, production and distribution of texts (modules), materials and teachers guides.
- c. Bilingual and multigrade education projects.
- d. Acquisition and distribution of library materials, maps, globes, reference materials, other printed materials, instructional games and other similar materials.
- e. Training programmes for pedagogical advisors, school directors and teachers.

- f. Development of a transformation plan for teacher training schools.
- g. Educational research and pilot programmes.
- h. Development of an educational evaluation programme.
- i. Salary increments.
- j. Project support and monitoring.

DESTINY OF BID FINANCIAL SUPPORT

DETAIL	THOUSANDS OF US\$
A. Transformation System	26,660
Office installations	5,483
Educational information system	1,033
Community participation support	144
Salary increment	20,000
B. Improvement of pedagogical quality	41,492
Curricular development	10,645
School equipment and materials	23,644
Initial and In-service teacher training	2,574
Educational evaluation programme	1,955
School programme for computer sciences	2,674
C. Project support	1,250
Support and monitoring unit	1,250
D. Technical Assistance	6,485
Technical assistance	6,485
E. Financial costs	4,113
Interests	3,313
Inspection and vigilance	800
F. Total	80,000

Source: UNAS

- **United Nations Children's Fund. UNICEF**

UNICEF executes funds of other donator countries through delegated administration. Its donation of US\$ 192,781, has been destined to the payment of the following expenses:

- a. Registration of teachers and administrative staff.
- b. Curricular development.
- c. Research and pilot programmes.

- **United Nations Development Programme. PNUD**

The negotiations for the short term loan from the PNUD, for a total US\$ 16 million, concluded in December 1994 for the first million and in March 1995 for the second US\$ 15 million.

11.b. Bilateral cooperation

In its first phases, the Educational Reform faced serious difficulties of monetary liquidity due to delays in receiving the compromised sums, including those coming from the Nation's General Treasury. In those difficult times, during its first "take-off" period, one of the most significant supports was provided by a donation from the government of the Swedish Kingdom.

- **Sweden**

The Swedish financial agreement reached a total sum of US\$ 10.5 million. Hereafter, we show the main destinies of the Swedish help:

- a. Institutional reorganisation.
- b. Office installations for the SNE and departmental directories.
- c. Training of non-teaching staff.
- d. Curricular development.
- e. Design of modules.
- f. Validation and production of modules.
- g. Research and pilot programmes.
- h. School equipment.

- i. Second phase of libraries.
- j. In-service teacher training.
- k. Support for the monitoring unit.
- l. Communication campaign.

On 28 July 1994 the donation agreement with the government of the Swedish Kingdom was signed for a total approximately equivalent to US\$ 3.5 million, which were an advanced payment of the total Swedish financial support of US\$ 13.79 million. The first disbursement of US\$ 2.5 million was available in August 1994.

- **Sweden 94**

This name refers to a donation of Swedish Crowns equivalent to approximately US\$ 3,267,712.- which were destined to the following:

- a. Registration of teaching and administrative staff.
- b. Registration of non teaching personnel.
- c. Office installations at central level.
- d. Training of non teaching staff.
- e. Curricular development.
- f. Design of modules.
- g. Validation and production of modules.
- h. School equipment.
- i. In-service teacher training.
- j. Communication campaign.

- **KfW**

The donation agreement with the KfW was signed around the end of 1995 for a total of US\$ 8,524,304. The following destinies were programmed:

- a. School equipment (books by national authors).
- b. Training of pedagogical advisors.
- c. In-service teacher training.

- **Holland**

The Dutch donation to the Educational Reform, for a total of US\$ 7.5 million, has been programmed to be used for the following:

- a. Non teaching staff.
- b. Training of non teaching staff.
- c. Validation and production of modules.
- d. School equipment.
- e. In-service teacher training.
- f. Support for monitoring unit.
- g. Communication campaign.

- **Bolivian government's counterpart**

The compromised participation of the Bolivian government until the year 2000 reaches a total of US\$ 57.3 million; aside from, of course, the ordinary expenses of the Education Sector Budget covered by the Nation's General Treasury. Hereafter, we mention its most important destinies:

- a. Office installations at the central level.
- b. Office installations at the departmental level.
- c. Office installations at the district level.
- d. Relocalisation of personnel.
- e. Information system.

- f. Validation and production of modules.
- g. Equipment in urban and rural schools.
- h. Equipment in secondary rural schools.
- i. Second phase of library project.
- j. Training of pedagogical advisors.
- k. In-service teacher training.
- l. Quality measurement system (SIMECAL).

11. c. Non governmental organisations

- **Framework agreement on education between the Ministry of Human Development and the Episcopal Conference of Bolivia**

On 13 December of 1994, the Ministry of Human Development and the National Secretariat of Education, represented by Dr. Enrique Ipiña Melgar and Prof. Juan Martínez Cusicanqui, respectively, together with the Episcopal Conference of Bolivia and the Episcopal Commission on Education, represented by Mons. Edmundo Abastoflor and Mons. Tito Solari, respectively, subscribed a Framework Agreement on Education with the following relevant agreements:

In the government's name, the Ministry compromised to maintain and assign budgetary items, according to Art. 46 of the Educational Reform Law, destined to the authorities, teachers and administrative staff dependent on the educational works carried out by the church. The nomination or removal of any of these is acknowledged as a right of the church in consultation with the local community. It was also acknowledged that the teaching of the Catholic religion is an essential part of the integral education curriculum in public and private non-confessional schools, except when parents or tutors solicit the teaching of Ethical and Moral Education instead of religion.

On its part, the Catholic Church compromised to integrate, into its establishments, the administrative and technical-educational structures, established by the Educational Reform Law, and to dedicate efforts to attend the most depressed sectors of the country: unschooled children, illiterate adults, marginalised women, rural and suburban population and native peoples, by subscribing agreements between the Municipal governments and its own establishments.

The Catholic church also compromised to broaden and deepen the development of innovative experiences, the elaboration of materials, and the application of programmes of Intercultural and Bilingual Education, Multigrade Schools, Rural Boarding schools, Initial Education, Teacher Improvement, Intern Teachers Professionalisation, Homes of Knowledge (Yachay Wasis), Educational Multiservice Centres (CEMSE), Technical-Humanistic-Agricultural Centres (CETHA's), Integral Adult Education Facilitators (FERIA), Formative Entities of educators for the area of Alternative Education, etc., with the support of specialised groups of the National Secretariat of Education.

- **The “Fe y Alegría” experience**

The Movement of Popular Integral and Social Promotion Education, “Fe y Alegría” (Faith and Happiness), of the Catholic Church, is the most important of all those linked to education. The following statistical information on Fe y Alegría illustrates what has been stated:

Regular Education Students	138,072
Beneficiaries of Alternative Services	104,110
Directors	306
Teachers	5,787
Administrative and services staff	919
Religious members	241

Units	306
Centres (infrastructure)	156
Programmes	727

Fe y Alegría has been working since the initial discussions of the Educational Reform project began. In the National Evaluation Seminar of 1996 and the Planning Seminar of 1997, held in Cochabamba in December last year, not only representatives of the organisation participated, as there were also representatives of others such as universities, authorities and private schools.

Among some of the themes analysed in the seminar, was the Formal Education Programme which has stated the objective of elaborating a theoretical conceptual framework of the new Popular Alternative Curriculum for the pre-school and primary levels (CAPIB), on which work has already been carried out with the active participation of boys and girls, educators and parents. Within the Formal Programme, sub-programmes have been developed such as Popular Alternative Pre-school (PEAP) and Intercultural Bilingual Basic (BIB).

The Non-formal Education Programme, which aims to achieve that children, adolescents and the population in general adopt the educational model of *Yachay Wasi*, has been developed as a sub-programme of the same name, where 74 peasant communities are participating. In the same programme, the sub-programme Homes of Deschooled Accelerated Studies (CEAD) is destined to generate a deschooled accelerated educational process for youngsters and adults who are marginalised from the education system. In this sub-programme, 60 peasant communities, from La Paz, Cochabamba and Santa Cruz, are participating.

The Non-Formal Education Programme also includes the sub-programme of Conformation of Solidary Micro-companies (MES) whose objective is to technically, technologically and organisationally qualify groups of inhabitants of peasant communities among whom notorious female participation has been noted.

People belonging to the areas of aviculture, porcupine raising and coffee growth, work on themes such as incrementing the volume of production, quality and commercialisation.

The non-formal area has other sub-programmes such as the Intercultural Bilingual Basic (BIB), Homes of Deschooled Integral Studies (CEAD), Women's Education and Organisation (FOM), News on Solidary Economy which uses radios, Popular Alternative Pre-school (PEAP), Development of Parents and Children, and many others.

In reference to the Formal Programme, in Fe y Alegría it has been possible to see that the Transformation Programme of the Educational Reform only reaches the selected nuclei, which up to now reach 351, and 500 more to be incorporated in 1997, from a total of 1800. The Reform has been criticised for being an official offer and not a response to demands. The slowness of the Reform's progress has also been observed, pointing out that it does not concretise the in-service teacher training and that it has limited community participation. It is also thought that there is not an effective programme diversification to qualitatively respond to the social, ecological, cultural and linguistic characteristics of every region and, thereby, the school becomes a space which discriminates and leaves women behind, having repercussions in the increment of school abandonment and repetition, both in suburban and rural areas.

11. d. Others

- **Technical-Humanistic-Agricultural Education Centre of Qurpa**

This is a project of the Episcopal Commission on Education, situated in Jesús y San Andrés de Machaca in the department of La Paz. Its general objective is to initiate the training and in-service training, through the use of intensive modules, in the area

of management processes: organisational, political, cultural and educational with the machaqueño community.

Among its lines of action there is also training in productive processes and agricultural services and extension.

Caminos (Roads), comprises three types of sub-programmes: *Taypi Thakhi* (intermediate road), *Jisk'a Thakhi* (short road) and *Jach'a Thakhi* (long road).

These have carried out various workshops, with an average participation of 30 people.

The **Short Road** seeks to intensify the education processes in the communities through Intercultural Bilingual Primary Education for Adults and by facilitating their access to other education levels.

The **Long Road** aims to educate and qualify humanistic - technical bachelors of secondary level, so that these become dynamic agents of the global development of their own community and region.

- **Centre Avelino Siñani (CAS)**

The general objective of the CAS is to train and qualify human resources from the perspective of an intercultural, bilingual, popular education approach, so that these motivate, accompany and promote educational and organisational processes in the communities of the Machaqa region, with a projection to the entire Aymara region.

These have developed various courses with an average participation of 20 participants.

- **Technical-Humanistic-Agricultural Education Centre of Tiraque**

This centre is destined to primary and secondary education for adults. It also carries out technical training and community education activities. In the primary level, their objectives have been achieved with 135 participants and, in the secondary level, with 320 adults. Alongside this, 70 peasants have also been trained in administration and commercialisation.

- **Facilitators of Integral Rural Adult Education (FERIA)**

This has the general objective of providing educational opportunities to peasant and indigenous sectors, above all adults (preferably women), and rural communities by favouring self-dignifying and self-helping processes. It has programmes of national workshops, of elaboration of educational materials through distance courses, and training of facilitators.

- **Intercultural Bilingual Education Programme (PEIB)**

The PEIB has stated the general objective of qualifying rural teacher training in Intercultural Bilingual Education, as a second speciality, through the use of distance education methodology.

In 1996, progress was achieved with the first three modules with the participation of 375 teachers (Aymara-Quechua) and 75 students of the Normal School of Vacas; 204 teachers and 60 students finished their courses.

- **Catholic Educational Project (PEC)**

This project has the general objective of seeking that the diverse educational works of the Church are organised in the community, strengthening their identity and

Christian compromise and proposing valid alternatives to change the educational crisis.

Within the framework of this project, programmes of pastoral animation and service are carried out, as well as educational projects, permanent training, fostering of relationships, communication, publications and judicial-administrative advisory.

**SOCIAL CONSENSUS RAISING STRATEGIES FOR THE CONSECUATION OF
THE GOALS OUTLINED IN THE EDUCATION SECTOR**

In the Bolivian case, it is not possible to find a defined strategy for raising social consensus to achieve the goals of the education sector. The history of Bolivian education shows that the education policies have been characterised by being unidirectional, this is that the directives have arisen from the state, in its different versions, oligarchic, liberal, dictatorial, nationalistic and, more recently, democratic governments. In general, the strategies have accommodated themselves to rigid policies with some concessions to private or spontaneous initiatives which the political moment permitted. To analyse this theme it is necessary to know the antecedents of the most common consensus practices to confront them in the diverse levels of the social organisations.

Antecedents of the Bolivian social consensus practices

The Bolivian popular movement, understood as the agglutination of union organisations, reached its maximum level of mobilisation and institutionalisation during the so-called National Revolution of 1952, where, under the leadership of the Revolutionary Nationalist Movement (MNR), structural transformations were implanted in the Bolivian society: Agrarian Reform, nationalisation of the mining companies, Universal Vote, the educational reform to broaden the coverage to reach the rural area. During this period citizen participation consolidated the Bolivian Labour Union as the most representative union of the labour organisations.

The history of the social struggles reaches its organised form after 1952, in the Bolivian Labour Union, as the vanguard of the civil society. During the implementation of the transformations promoted by the MNR, both the state and the civil society assumed parallel

processes, which Zavaleta⁵⁴ called "the dual power". Bolivian history is marked by the dynamism of these forces, with alternated periods of civil and military governments.

This general synthesis of the Bolivian social process explains the behaviour which the Bolivian unionism has adopted regarding the methods of relating themselves to the state. The tradition of these organisations is characterised by a contestatory attitude and permanent claims to recover what existed before any change; their pressure methods have been reduced to strikes and public marches with belligerent attitudes.

The union structure has converted the organisations into rigid apparatuses with elitist leaderships which control the social movement through bureaucratic systems and authoritative methods. The teachers unionism, both rural and urban, is the most representative example of the above description.

The social composition of the teacher's union is conformed by the impoverished middle classes, with precarious instruction levels, who aspire to reach salaries slightly higher than the minimum national salary and hope to move upward socially, but whose condition of state employees does not offer them great opportunities of work promotions, thereby provoking a generalised attitude of discontentment in the sector.

These characteristics have conformed a peculiar union, which reacts instinctively to the stimulus of the state's and the society's proposals. The leadership has assumed the representation of the worker's movement in place of the mining unions who diminished in quantity and authority after the mining crisis of the mid 1980's.

The claims of the teacher's union are mostly concerned with salary increments, in a smaller proportion with the nomination of education authorities which they consider illegitimate, or with receiving advantages in the system of professional category scales. The majority of the teachers and parents interviewed are convinced that the most effective method to reach their

⁵⁴ Zavaleta René, "El poder dual", Edit. Siglo XX, Mexico, 1976.

objectives is through strikes, which are considered more effective than dialogue and negotiations to agree on solutions for the conflicts.

Pedagogical proposals or innovative proposals for the education system are not remembered. In the few opportunities when they, as a union organisation, have worried about presenting proposals, they have been the result of reactions against proposals coming from the state or other social sectors as, for example, the Pedagogical Congresses.

In synthesis, a union structure exists which monopolises the representation of the organisations, and to maintain its strength and preserve some privileges, as leaders, they use traditional pressure methods and sell an image of permanent confrontation to all innovation proposals, among which the most recent rejection was against the Educational Reform.

Nonetheless, and in spite of this climate of hostility, attempts of raising social consensus have been made; the most significant progress was made in January 1994 when, through the initiative of the Secretary of Education, the highest leaders of the Labour Union and Teacher's Union were convoked to consolidate and put into practice the National Education Council, whereby various aspects of the Educational Reform Law project were agreed upon and the document called "Educational Reform Framework Law" was concretised⁵⁵.

As a result of this attempt, during later opportunities, agreements and modifications of the Educational Reform Law were signed; changes whose approval is still pending in the Legislative Power.

⁵⁵ See Annex XI page 409 in "Paradigma del Futuro", IPIÑA, 1996.

Current situation

Taking the analysis of the consensus raising processes further, we must make reference to the more general framework of the Popular Participation Law which acknowledges the existence of Territorial Base Organisations (OTB's) as the organised social units of the population, both rural and urban.

At present, as has occurred in the past, the confrontation exists between the state and the organisation leaders. The solution to the conflicts is carried out under pressure from both sides. The results are achieved after long negotiations where each sector is impelled to give certain concessions. The agreements are not always reciprocal.

Under *impasse* circumstances the mediation of a third, "neutral", sector is sought, such as the Catholic Church. During the most recent conflicts the negotiations have been direct.

12. a. With the Territorial Base Organisations (OTB's)

The Popular Participation Law has given legitimacy to those organisations which represent the community, respecting the uses and customs of each region. Formally, the Participation Law acknowledges the Territorial Base Organisations as social units that become judiciary personae for all types of negotiations. Therefore, one of the first requisites for their acknowledgement is to receive Judiciary Personae. The conformation of the OTB's constitutes the social base of the Municipalities.

In its Programme of Popular Participation, the Educational Reform promotes the relationship between education and the OTB's, however, this process is still very slow due to different reasons. The surveys applied to leaders, authorities and teachers show that these unanimously agree in stating that defined consensus raising strategies do not exist to involve the local organisation in school matters, except in some very specific cases as that of the Guaraní Peoples Assembly, APG.

The Guaraní Peoples Assembly, and its respective OTB's, can be considered a model experience of the relationship between community organisations and the school. The APG, a matrix organisation of the Guaraní who live in south-east Bolivia, has been experimenting, for various years now, the application of intercultural bilingual education proposals which were later taken into account by the Educational Reform Law. The Guaraní organisation, with the support of international organisations such as UNICEF and NGO's of the Catholic Church, has promoted an important degree of consensus and agreement within the Guaraní peoples to assume their own education and to prepare human resources in their own language. This is the most representative case of an organisation which assumes the responsibility of educating its peoples.

The totality of OTB's has not yet been able to carry out the prescriptions of the Educational Reform Law regarding participation of organisations. The role which the organisations have played so far is the traditional role of giving specific support through the school quota, some services for the teacher, or through fixing the infrastructure. In the organisation's superior levels they have achieved that the Municipalities take into account the education needs in their Annual Operative Plans, although the demands and activities programmed are still reduced to infrastructure and administrative problems.

The OTB's perception referred to opinions on the Educational Reform is positive in a great percentage. When they state their preference for it, they add that there is a need of more information and they maintain their doubts about the future of the Educational Reform and its direct benefits.

12.b. With the Teacher's Unions

It seems pertinent to carry out a more distanced analysis to avoid making value judgements and losing certain objectivity, especially regarding the matter of consensus strategies with the teacher's union because there is a lack of studies to explain the union's dynamic and the

organisation of teachers in their relationship with the communities and education, as well as their behaviour in the process of seeking consensus and solving conflicts.

The most notorious fact is that of the differences found in the way the leading groups and the bases function as, during moments of institutional "crisis", they reflect two forms of behaving. The base groups adopt "follower" positions, who comply with the instructions of their leaders, be this due to fear of reprisals or real conviction. Many leaders defend personal and group interests and enjoy certain privileges such as the "union's private rights", which is acknowledged by the Labour Law, which exonerates the leaders from working as these are declared to be on "commission" to have the liberty to carry out their union activities (negotiations, meetings, events, elaboration of proposals).

Another measure which favours the maintenance of work of the union apparatus is the union quota. All workers, in this case the teachers, are obliged to contribute with a monthly quota, which is discounted from the salary payrolls, to maintain the union. The total of the quotas of the teachers reaches high amounts due to the important number of contributors, this is the quota of all teachers, who in total are 80.000.

The system under which this develops is not precisely a union democracy, which exists when all the opinions and internal political tendencies of the teachers are represented. On the contrary, tradition shows that the union leadership is *occupied* by some political tendency which imposes its guidelines to capitalise the protests and claims in favour of the political tendency which leads the teachers.

Presently, the union organisations are going thorough a state of institutional crisis because they were not able to adapt to the social changes. This crisis affects their power of convocation and of mobilisation of the unions in general and, particularly, of the teacher's union.

12.c. With other social participation organisms

The social consensus raising processes with other organisms is less conflictive than with the union organisations. As has been published on various opportunities, the population accepts the need of an educational reform and, although they recognise the existence of critical aspects and empty spaces in the proposal, there also exists a positive attitude which opens the conditions to dialogue and the search for agreements with other sectors of the population. This allows to deepen the advances of the Educational Reform, to adjust those empty spaces that still exist and to correct the deficiencies which have been detected so far.

Within other organisms it has not been possible to detect progress in the line of consensus to achieve their goals. There are agreements with institutions at a bilateral level but it is still not possible to speak of a strategy, for although agreements and arrangements have been made, these mostly depend on personal initiatives.

Amongst the organisms which are most representative as being consensus interlocutors, we find the churches which are at the local levels of the Municipalities, the Territorial Base Organisations, the NGO's, and the so-called Institutes of Social Promotion for Development (IPDS).

In the same way that the APG was mentioned, the relationship with Catholic Church, represented by the Episcopal Commission on Education (CEE), deserves to be highlighted, as it has maintained a broad attitude towards the state and other education entities. The CEE has critical opinions but it also has operative proposals based on private experiences, such as those of the network of Fe y Alegría schools.

Some conclusions point out the need to work with more dedication on this line, as it is fundamental to achieve the objectives and goals of the Educational Reform: to create an appropriate legal framework to gradually adjust the proposal in all its aspects. For this, the most representative sectors must be convoked to coordinate unified actions, create public

channels, disseminate experiences, organise forums, research different areas and elaborate documents which will help reach a better comprehension of the proposal and a larger compromise by all: state, society and cooperation agencies.

BASES FOR THE COOPERATION PROJECT
FOR THE EDUCATION SECTOR OF BOLIVIA,
IN THE FUTURE

An attentive analysis of the twelve preceding chapters offers us a singular panorama of Bolivian education. On one hand, it is possible to appreciate a vigorous collective will of improvement, since the beginning of the century which we are to end in three more years. On the other hand, it is also possible to appreciate numerous deficiencies, mistakes, inconsistencies and things that are still lacking. Between both realities, the project of an entire population is profiled; a population which, above all, wishes to construct a more just and more fraternal society, where what one *is* becomes more important than what one *has*.

In this context, any cooperation project with the Bolivian public education sector will have to take into account that Bolivia wants a universal, free education, laden with human values and capable of preparing men and women of this country for a future of work, peace and justice. The international cooperation has understood this determination of the Bolivian peoples well, and it has provided generous quantities of human, material and financial resources to help the Bolivians in their efforts.

Japan has not been less sensitive than other nations. To the valuable cooperation which it has given other sectors of human development, particularly public health, it added its concern for education. Herein, it tended the Bolivian government a hand when in 1992-1993 it transferred a considerable sum to the World Bank, consisting of 1,000,000 American dollars, to finance the work carried out by the Bolivian Educational Reform Technical Support Team (ETARE), so that, with this valuable help, this institution could finish its job of preparing the Educational Reform. This support from the Japanese government and its

people was given with extreme delicacy and modesty, which is why, up to date, few know of this unique attitude.

Currently, the International Cooperation Agency of Japan, which has financed this study, seeks to define the *Bases for a Cooperation Project for the Education Sector of Bolivia, in the future*. Such humane predisposition wishes to be placed in a study of the reality of Bolivian education, particularly as it is currently in an engaged process of *Reform*.

What this consultation can suggest to help define those Bases, is condensed in the following points:

- I. The cooperation should be developed within the framework of the Educational Reform process, defined with sufficient clarity by Law 1565 of 7 July, 1994, also known as the new Bolivian Code of Education or Educational Reform Law. The Regulation Decrees of February 1995 help define and clarify the process, with even more precision. (See Chapter 2 of this Report).

- II. Taking into account the previous point, the cooperation should not be applied to the currently executed project, which is duly financed through the cooperation of various sympathising countries and the loans of the Interamerican Development Bank and the International Foment Association of the World Bank; except if the wish is to contribute to finance the relatively small remnant which has not yet been covered and consists of 14.12 million American dollars (See Chapter 11, pg. 223). We must recall that the project presently being executed is fundamentally directed to extend coverage, with quality, in the Primary Level. It is to this end that the Transformation Programme is oriented, although a second programme, that of Improvement, is also being carried out, destined to the rest of the levels, Pre-school, Primary and Secondary, which do not manage receive the benefits of the Transformation Programme. Alongside this, the project contemplates a series of Teacher Training and In-service Training actions, necessary to transform the Primary Level, as well as actions for the measurement of educational quality.

- III. It must also be taken into account that, for over a year, the World Bank has been supporting the studies carried out for what has been called *ETARE II*, to finance the second part of the current Reform Project, whose main objectives are two: a) to give support for the infrastructure of the Primary Level, and b) to give support for the research necessary for the Secondary Level reform. The amount to be destined to this project has not yet been determined as the preparatory work has not concluded and official reports in reference to this matter are not known.
- IV. This leaves certain modalities of the Bolivian National Education System, whose objectives, structure and methods are broadly clarified in the Educational Reform Law and the Regulation Decrees, but, which do not dispose of minimally sufficient internal financing to be able to develop, nor do they benefit from a considerable and sustained technical and financial support of international nature. We propose that the cooperation from Japan be oriented to these modalities, as follows:

a) **In the area of Formal Education:**

⇒ **The Pre-school Level in the rural areas of the entire country.** The coverage of this level amongst the peasants is practically null. There are some community initiatives that receive cooperation from Non-governmental Organisations and Churches. However, these do not cover more than a reduced number of beneficiaries. International cooperation could be given in the adequate training of teachers for this level, within the intercultural and bilingual approach, as well as in the construction and equipping of these centres in the rural areas of the country.

⇒ **The National System of Technical Education (SINETEC),** which has not yet been organised as such and which, above all, needs equipment and support in In-service teacher training. In consequence, in this

modality, international cooperation is needed to organise the system, to train the teachers, to build the adequate infrastructure and to equip the centres to be built. The construction and equipment of these centres could have the following modalities:

- Car Mechanics Workshops
- Electricity Workshops
- Metal Mechanics Workshops
- Ceramics Workshops
- General Clothes Confection Workshops
- Leather Confections Workshops
- Shoe fabrication Workshops
- Fluvial and Lacustrine Vessels Construction Workshops
- Workshops for the construction of moulds for plastic and rubber industries
- School-farms for solar tents, in the Altiplano
- School-farms for pisciculture and aquiculture in general
- School-farms for the cultivation of flowers
- School-farms for Andean camels (alpaca, llama and vicuña) raising
- School-farms for sheep raising
- School-farms for bird raising
- School-farms for rabbit and chinchilla raising
- Hotel Management Schools
- Sustainable Forest Management Schools
- Municipal Administrators Training Schools
- Infrastructure Builders Training Schools

b) In the Area of Alternative Education (previously known as Non-Formal):

⇒ **Alternative Juvenile Education (EJA)**, destined to adolescents who were not able to finish the Primary Level, or having finished it cannot continue studying in the Secondary Level, particularly due to social-economic reasons. It is estimated that 600,000 Bolivian adolescents, between 12 and 18 years old, are currently in this situation, lacking the minimum level of education necessary to confront life's challenges. Evidently, the country's productivity would be highly benefited if these young people receive an intensive education, during two years, as the reform has foreseen for them, mainly in the training of workers and technical preparation of basic or secondary level, so that they can see that the future offered to them is not poverty and delinquency anymore. International cooperation could be given in the form of special teacher training for this modality, aside from the construction and equipment of the diverse centres in the main and secondary cities of the entire country. These centres could be planned to give training possibilities in any of the alternatives proposed above for the SINETEC.

⇒ **Adult Education**, beginning with **intercultural and bilingual literacy**, oriented to citizenship and production, because, according to estimates of the National Statistics Institute, we still have absolute illiteracy in more than 15% of the population over 15 years old, with a 75% proportion of peasant or indigenous women. In the second place, for the consecution of **functional literacy** for those adults who, due to lack of motivation, have fallen back into practical illiteracy or the lack of use of literacy, and whose amount is estimated to comprise more than 55% of the adult population. In the third place, **training for citizenship and production** for literate adults, through the different modalities which already exist. International cooperation could consist of teacher training.

the financing of materials for literacy and adult education, the construction and the equipment of education centres for literate adults.

⇒ **Special Education, in its modality of special integrated education**, which through the use of the Assistance Classroom, that should be organised in all the country's schools, will attend boys and girls with some learning difficulties, of small magnitude. International cooperation could be given, in this area, by providing the necessary training of professional educational psychologists and by equipping the Assistance Classrooms.

⇒ **Special Education, in its modality of not integrated special education**, which is offered in institutions that attend boys and girls with important learning difficulties and who require the attention of highly qualified professionals and specialised equipment. International cooperation could be directed to the necessary training of the different professionals required for these centres, as well as these centres construction and equipping in the main cities of the country.

c) In the area of Infrastructure in general:

⇒ **In addition to the above, for the Pre-school, Primary and Secondary level, in general:** given that the infrastructure of these three levels has important necessities, where the Primary Urgency of Intervention comprises 6758 school buildings in the entire country, we suggest that international cooperation aim to construct and/or repair that enormous amount of school buildings. Some cooperation plans for this area already exist and are in the process of negotiation to attend this urgent necessity. However, we estimate that these only intend to respond to a small part of the needs. If Japan decided to confront this urgent need of

Bolivian education, responding to a percentage of the needs, between 50% and 75%, this determination would be applauded greatly by the Bolivian population. This cooperation could be given together with a counterpart from the municipalities of the whole country and which would be established according to the level of poverty of the municipality, thereby following the guidelines already traced by the programmes which are executed through the FIS .

⇒ Another way of offering cooperation in the line of infrastructure, could be by sectoring such cooperation along some of the following lines:

- Construction and equipping of sports fields.
- Construction and equipping of plastic arts workshops.
- Construction and equipping of music and theatre classrooms.
- Construction and equipping of facilities for sanitation services.
- Construction and equipping of multiple laboratories.
- Construction and equipping of computer laboratories.
- Construction and equipping of laboratories for teaching and learning of native and foreign languages.
- Equipping school units with telephone services.
- Construction and equipping of classrooms.

d) In the area of Training for Administrators, Technicians for the Education System and Indigenous educators:

⇒ **Scholarships for Training of Education Administrators.**

⇒ **Scholarships for Training of Technicians in the diverse education sciences: curricular development, participative planning, evaluation, quality measurement, etc.**

- ⇒ **Scholarships for Indigenous Educators**, who will be enabled to educate within the intercultural bilingual modality in their respective hometowns.
- ⇒ These scholarships could be granted in the form of gradual incentives to receive training in Bolivia, Latin America, or other countries outside the continent, including Japan.

We have selected various alternatives which could be assumed by the Japanese cooperation, with the conviction that the development of these alternatives, or of some of them, will require the elaboration of the corresponding project design, in case they were chosen or selected. We can assert that all the cooperation modalities suggested are directed to improve, in a very positive sense and in the short term, the quality of life of the Bolivian peoples and, in consequence, to put them into the necessary conditions to have access to the group of nations which have the capacity to offer their cooperation to other nation's communities.

Considering the scope defined for this document, we do not think that we can take it any further regarding the definition of beneficiaries, specific objectives, sums of money, etc. However, we believe it would be perfectly possible to rapidly initiate the studies or research corresponding to the project design phase, so that these could be initiated, at the latest, in the year 1998.

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