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ABSTRACT

Lifelong education is one of the leading principles of Peru's Educational Reform, part of the general post-revolutionary transformation of Peruvian society. The idea that state obligation to the child begins with the school age has been done away with. The three levels of Peruvian education are divided into modalities to allow for special attention to individual problems; the modalities are basic vocational education, out-of-school higher education, special education, special vocational qualification and educational extension. The country is now in the process of social mobilization, one of the components of which is community participation in the administration of lifelong education. The educational nuclearization system has established social units grouping two to four thousand inhabitants. The purpose is to mobilize the community to utilize their resources to develop lifelong education. The new plan for adult education ranges from literacy education to vocational and technological training. Vocational education is aimed both to prepare workers for jobs and to provide on-the-job training in technological advances. The National Service for Training and Industrial Work (SENATI) was established to improve the deficient qualifications of personnel in industries. A certificates system and coordination of out-of-school education are currently being studied. Educational extension consists of discussion groups and circles created by community groups. (RM)

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LIFE-LONG EDUCATION IN THE PERUVIAN REVOLUTION:
MEANING, REALIZATIONS AND PERSPECTIVES

by

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The opinions expressed are the author's own, for which
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Framework: the Peruvian reality and the new policy of the Government

On 3rd October 1968 the Revolutionary Government of the Army seized power in Peru and, since that date, the social and economic structure of the country has been deeply modified. Following the taking over of Talara's oil fields, such developments as the co-operativization of the immense sugar plantations in the north, the new systems of commercialization of the mining industry, the creation of labourers' communities which allow the participation of the working classes in the management of the industrial fishing and mining production media, etc., show the new policy followed both in the conception and in the implementation of Peruvian development.

This policy has arisen from the awareness that our underdevelopment, our poverty, have a structural origin, and are the consequence of the fact that, until recently, this country had its sovereignty maimed, subjected to the control of a system of external domination within which the Peruvian economy was accommodated under a most disadvantageous situation of dependence. This policy of deep transformations is also based on the belief that the roots of the Peruvian problems are not only external, but that for centuries an oligarchy has existed in the country which has been linked to the complex system of external domination, and has resulted in an unfair distribution of the benefits of the social wealth, in an elitist control of property, as well as in mechanisms of economic, political and social power.

In the social sphere, as pointed out by the Commission for the Reform of Education, this situation meant "the submission to foreign decisions, inspired not by the public interest but by the zeal for gain which thrived on the poverty of the workers, reduced to the lowest human conditions. In the cultural field, this dependence was the cause of imitative habits which reflect a sort of mental colonialism that hampers creativity and the possible existence of a culture with a genuine character" (1)

Confronted with this situation, the Peruvian revolution conceives development as a process of liberation consisting, on the one hand, in the self-assertion and independence of the nation within the international context and, on the other hand, in the global change of the economic, juridico-political and ideologico-cultural structures of the nation, aiming at the total realization of the Peruvian man as a conscious history-maker and master of his own destiny. In this perspective, a year after his accession to power, President Velasco stated clearly: "This revolution would be of little value if it aimed only at modernizing the country, at introducing secondary changes in its traditional institutions. For us, development implies necessarily the basic transformation of the foundations of the political and economic relations which, until last year, prevailed in the country's set-up" (2)

Within this framework, the concept of life-long education is placed in the country as one of the leading principles of the Educational Reform. Life-long education must correspond to the Peruvian model of revolutionary policy; it must be a means and not an aim; it should be a process of continuous formation of the Peruvian man in his battle to liberate himself from all forms of oppression, seeking, progressively, his realization in history. The new General Law of Education, which ratifies the Educational Reform in the country, states that, to achieve the preceding, "Peruvian education should serve to form the people who make up the national community for the following specific aims:

- a. The work required for the integral development of the country;
- b. The structural change and the permanent improvement of Peruvian society; and,
- c. The self-assertion and independence of Peru within the international community" (3).

Life-long education as the policy of Peruvian education

The Educational Reform is based on a conceptual approach similar to that defining life-long education as the integral improvement of man, starting from childhood and following continuously all along his life, and considering that it involves all levels and modalities of the educational system, be it formal or informal education, and all ages of life, establishes a new national educational system which constitutes the initial choice assumed by the country to promote the life-long education of the national population.

Consequently, life-long education is planned, in Peru, not as a level or modality of the educational system (more or less identified exclusively with adult education), but as a policy which should embrace, in its totality, the whole system of national education, which should offer educational opportunities to foster life-long education among the population at all ages. (Art. 26 of the Law-Decree 19326: "The State will develop a policy of life-long education that should assure the continuity of the personal educational process and the constant improvement of all the members of the national community").

To take into account this policy of life-long education of the national population, the new Peruvian educational system has been conceived as having the following general characteristics:

"The Peruvian educational system distinguishes levels, cycles, grades and modalities. The aim of this distinction is to embrace and to identify all and each one of the agents and forms of educational offers in an organic manner, covering the totality of the educational components and through them the whole of the Peruvian population in the various circumstances in terms of age and situation of those being educated.

Against the traditional system which divided education in pre-primary, primary, secondary and higher education, this Law establishes three levels which include aspects which had been ignored before: initial level, basic level and higher level. With this new classification, the idea that official instruction begins with the so-called school age, and that the State has no obligation to take care of the education of children under five years old, as been disposed of. In this way, the problems of Peruvian children, especially those of the children of the lower classes which only came to light in the primary school, can now be tackled earlier.

The levels are diversified in modalities, and this allows for special attention to be paid to the pupils presenting particular problems and conditions which fall outside the nature and perview of regular education, the only one systematically taken into account in the traditional system. These new modalities are: basic vocational education, out-of-school higher education, special education, special vocational qualification and educational extension.

The new system is characterized by the flexibility and the smoothness of its functioning, which break the ancient barriers that hampered access to employment and the possibility of continuing education. This new functional conception, besides introducing automatic promotion and adaptation of the pupils' characteristics, includes the principles of de-concentration and of de-centralization, as well as inter-sectorial co-ordination and the participation of the community, all this within an open, adjustable and therefore realistic planning with a built-in machinery for its control, evaluation and supervision. Supervision here is envisaged more in terms of promotion and assessment than of inspection and domination respecting the initiatives of the teacher and of the local community.

In the functioning of the system, the different forms of auto-education, independent study and of free inter-training groups, find a place in order to avoid the rigid and exclusive conception of a formal system that would not recognize these various forms of education which the community and its members could practice autonomously. The regular system cannot embrace and take care of all the educational needs and its monopoly has therefore provoked a situation which privileges some educational practices and ignores others. The monopoly of certificates, titles and diplomas exercised by the traditional institutions maintains outside the educational system important sectors of the population and discourages any effort that could be undertaken by those who, either voluntarily or by external impeding reasons, were not able to enter school or had to abandon." (3).

Popular participation in life-long education

The effort undertaken during the last years in the country in order to achieve the democratization of education and above all the effort

being made now to apply the educational reform, hinge on the basic idea that it will be impossible to fulfil the aims of life-long education for the national population unless education is retrieved from these school "enclaves" and hasten a process of communal auto-administration of education. But this implies the courage to give back to the community, and mainly to the working classes, their full responsibility in the educational task. In Peru, we had not only "scholarized" education but we had also "teacherized" and "ministerialized" it. A "schools and colleges" Ministry of Education and "class-room and black-board" teachers are not, evidently, the best basis to implement popular education movements in terms of life-long education.

Nevertheless, the country is now in the initial phase of a process of social mobilization and within this process, as one of its components, community participation in the administration of its life-long education is being introduced. This global process of socio-political mobilization tends to transform the traditional structure of power in the country. Organized popular participation comes in as the basic element of the revolutionary process. "The social order now being built - President Velasco points out - should have as its basis the global concept of a democratic participation, that is, of a democracy in which men, freely organized, intervene in all spheres of decision-making and exercise directly, or with a minimum of intermediaries, all forms of power in its economic, cultural, social and political dimensions" (4). It is within this context that community participation in its auto-education is viewed.

Besides, a National System of Support to Social Mobilization - SINAMOS - has been created in our country, the aim of which is to contribute to the training, orientation and organization of the national population, to promote the development of organizations of social interest and to achieve communication and especially the dialogue between the Government and the population. It has arisen from the awareness of the Revolutionary Government of the need to have at its disposal an administrative structure that would support the progressive organization of the population to participate in the construction of its own destiny. SINAMOS, as an alternative chosen by our country to support the social mobilization of our popular layers, seems called to accomplish a transcendental role of contribution to life-long education.

With SINAMOS, the different sectors of national life - industry, commerce, agriculture, labour, education, etc. - can rely on a system that supports the participation of the population in the various socio-economic activities of the country. In the concrete case of the education sector, the mobilization of the population for the auto-administration of its life-long education derives also from this national policy of social mobilization and is based on the understanding that education is a social function whose responsibility is incumbent to the community.

This concept of education, which is new in our country, and which aims basically to give an operational shape to the concept of life-long education, is becoming a reality mainly through the organizational revolutionary model constituted by the educational nuclearization system.

An operational Model of auto-administration of life-long education

Educational nuclearization is being implemented in the country on the basis of social units grouping some two to four thousand inhabitants from zones more or less definite. Each one of these units becomes, for the aims of education, a Selected Communal Education Nucleous; they constitute the new NECS.

They generally comprise one or two districts, some urbanizations, hamlets or "new towns" (outskirt districts); but include mainly families more or less related, with common problems and similar aspirations. In some cases, the NECS is constituted by an agricultural settlement, an "enterprise-village" or an agricultural co-operative for sugar production.

Within each NECS there are not only, as it is obvious, schools and colleges but they often include factories, parishes or communal centers, farms and medical services, as well as clubs, associations, co-operatives, civil registers and, in some cases, other more unusual services such as meteorological stations or hydroelectric plants.

Young men and women do not always have in these compounds the possibility of practising in the factories nor do the cultural sections of clubs assume responsibility for the education of the community. Nor is it frequent that the better equipped schools open their sport grounds to the children from less well provided schools; and it is not always frequent that the cinemas are occasionally utilized as conference rooms, or that the parents organize themselves into discussion groups to analyze the way their children are educated.

The main idea is precisely to mobilize the community, through the NECS, to obtain the full utilization of these resources, potentially educational, and the complete enlisting of people and institutions in the task of developing the process of life-long education of the national population, making of all the Peruvians permanent educators and pupils.

If the concept of life-long education implies a revalorization of out-of-school education, the nuclearization system does not only allow the realization of this idea but moreover, underlying its conception, by encouraging communal initiative in the social function of education, lies a radical questioning of scholastic education, traditionally elitist. As a contrast, the idea of the value that educational interaction, group inter-training and in general all forms of communal autodidaxia have for life-long education, is consolidated.

The Director of NECS is permanently advised by a Communal Educational Council, the CONSECOM, which is the organ through which popular participation in the administration of education is channelled. It is composed by ten or twenty people, chosen by the communal groups. 40% of CONSECOM represents the teachers' community of the NECS; 30% the parents community and the other 30% is constituted by authorities and representatives of other sectors and local institutions of social, cultural and vocational character, excluding those of political nature. One of the most interesting responsibilities of CONSECOM is to propose, every three years, three educators from which the Ministry of Education must choose the Director of NECS.

At the school level, the NECS is constituted by a base centre and an average of a dozen communal educational centres. The system - as proposed by the Commission for the Reform of Education - functions on the basis of the integration of these centres or units into nuclearized net-works of permanent inter-relation. "The aim is, in short, to rise above the actual model of dispersed and isolated schools by ensuring their inter-connexion, to create a net-work of services within which the different educational centres that constitute it might have different responsibilities and functions, according to their position within the net-work or structure and to their relations with the other elements. In this process of differentiation and integration, the traditional schools will lose their institutional individuality and their resources will fit in the new organic structures of a higher level in the scale" (1).

135 NECS, distributed within 33 zones, are being experimented this year in the country. Some of them are situated in the main towns but most of them, according to the principles of decentralization and deconcentration, are placed in the provincial towns, rural areas or in the forests' zone. When the Conversion Plan of the System reaches the whole of the country, approximately a thousand Communal educational nuclei will be disseminated through it. In the existing NECS, an interesting "climate" of life-long education begins to appear: priests that, influenced by the CONSECOM, transform their chair into a discussion stand; police commissaries undertaking together with teachers literacy tasks; cultural clubs within the agricultural co-operatives; industrialists promoting campaigns of social education, etc.

We know, nevertheless, that, to ensure an efficient functioning of the nuclearization system, we must give particular importance to the training of the population for its full participation in the different activities of the NECS. It is not being easy to "sell" the concept of life-long education, its meaning, reach and importance in the process of structural transformations nor to inculcate to the population the habits and attitudes necessary for a permanent liberating education.

In the task of educating the Peruvian man for his conscious participation in the planning and administration of the educational process, putting within his reach methodological forms that will facilitate the auto-promotion of his life-long education, communication mass media

are starting in our country to play a decisive role in relation with the communal nuclei.

In other circumstances, it would have perhaps been difficult to utilize these media for this task or for others related to the achievement of the educational and cultural objectives of national interest. But now, the new General Telecommunications Law widely facilitates this task by placing the radiobroadcasting services "for security reasons and because they are mass education media" (5), under State control, which gives to the community the possibility and responsibility for elaborating, diffusing and participating in the creation of the programmes which can be transmitted through the mass communication media, transforming gradually thereby these media into efficient instruments of life-long education.

Communication for the Revolution

In our country, the private sector owned the great majority of the existing mass communication media, and utilized them mainly for commercial and profit aims, leaving aside the educational interests of the population. Besides, the private mass communication media could reach almost the entire national territory, whereas the main State broadcasting station could only reach Lima and its outskirts. The result of the action of the privately owned press, cinema and television was, undoubtedly, the alienation and the creation of false values. They were, in fact, vehicles not of life-long education but of counter-education.

Through the State's control of these media, according to the stipulated in the General Telecommunications Law (which gives to the State the property of the majority of the capital), the above situation in the country is beginning to change.

Starting from the idea that all forms of human communication, and mainly that carried out through the mass media, always determine certain forms of behaviour, the responsibility, in all that which the new law assigns to the application of these media to educational objectives, has been assumed by the Ministry of Education, within which has been created, for the regulation and supervision of the whole process, the Mass Communication Office.

The new law does not only enable the population to "have its say", sanctioning the right of the citizen to voice his opinion, but authorizes the Ministry of Education to regulate the contents of the broadcasting programmes and of the publicity.

Besides this, all broadcasting stations must allow the State, to utilize sixty minutes per day for the diffusion of cultural or educational programmes. These programmes must be elaborated by the Ministry of Education, or be under its supervision, and it is the Ministry who fixes the time for their transmission.

We must nevertheless recognize our lack of experience in the utilization of mass communication media for educational purposes. Within the next years, we must gather our efforts in order to produce programmes which, being in accordance with the postulates of the Educational Reform, may advantageously compete with, for instance, the "attractive" (especially for the popular masses) "series" through which the "invisible virus" of alienation gets through. To introduce the school into the home through mass media is, theoretically, a good idea but, in practice, it fails when the housewife changes the TV channel in which appears the teacher giving a lesson on modern mathematics for some tele-novel which, though of bad taste, is interesting. The Educational Reform poses here a great challenge to the Peruvian creators: to produce popular programmes able to educate our population in a simple and attractive way.

If, in function of the public, life-long education calls for the universalization of education giving priority to the marginal sectors, and if this tends to equate in the under-developed countries life-long education with popular education, a great effort has to be made in Peru in order to succeed in placing the contents of mass communication within the reach and at the level of the ordinary people. That is, we have to face also the challenge of simplification. The new radio programmes should aim at the formation of the new Peruvian man by means of their accessibility to the popular masses. That is, to the country girl who earns her life in town as a cook, to the boy who sells the newspapers at a street's corner or to the docker who unloads goods in the wharfs. We must not forget that our Peru, as a nation, is still in the third year of primary education.

Life-long education and adult education

Within the framework, mentioned above, of the whole educational system, organic and integrated, for life-long education of the national population, adult education should appear not as the modality of "life-long education", but as one of the many educational components within the great context of life-long education.

Nevertheless, in our country, this conception does not limit the scope of adult education within frontiers as narrow as would be those of literacy or of basic education. At this very moment, a National Commission for Adult Education is working on the new plan which should include Peruvian adult education, within the framework of life-long education, ranging from the basic levels (including literacy) to the higher grades of renewal and actualization of knowledge, and taking into account structural changes and the new discoveries in science and technology.

In this perspective, some new objectives begin to appear for Peruvian adult education, the main ones being:

- To arouse the awareness of the adult population, with the implication that they should become consciously critical of the historico-cultural

world where they live and able to assume responsibilities and undertake the necessary action for transformations.

- To eliminate illiteracy, ensuring adult life-long education and improving the educational level, especially by means of the different varieties of auto-education.
- To ensure the necessary training of the adults which will facilitate their incorporation into the diverse forms of productive activity and their full participation in the administration of production, as a basic means to enjoy jointly the benefits of social work.
- To offer to the adults opportunities for, once qualified to assume their responsible role in family life, contribute to the strengthening and welfare of their family and of the society in which they live.
- To encourage an efficient and direct adult participation in the life of the community, mainly through the development and consolidation of the basic economic, political and cultural organizations, in order to achieve the necessary social mobilization for the process of structural transformation of the country and the permanent improvement of Peruvian society.
- To promote active adult participation in the creation of a genuine local and national culture which could serve as a basis for the process of liberation and improvement of the Peruvian community.

In harmony with this new adult education policy, three modalities of action are being emphasized: Basic Vocational Education, Special Vocational Qualification and Educational Extension.

Basic Vocational Education is a modality of accelerated education, more or less formal, equivalent to basic regular education, within which progress is made through grades and cycles, enabling adults to continue secondary vocational education.

Special Vocational Qualification is conceived as a permanent and organic system, mainly informal, aiming to training for a job. Through this modality of education, as stipulated by the General Law of Education, each one of the sectors of national economic activity trains, improves and specializes the working-class management for specific posts.

Educational Extension comprises different activities carried out by the State and the community through informal education, mainly in evening classes. Mass communication media are widely utilized here.

These three modalities aim, essentially, at bringing to the Peruvian adult population concrete possibilities of employment, making them acquainted with the new scientific and technological discoveries, and, on the other hand, modifying mental structures and cultural patterns of life, in order to achieve the full human realization sought by the Peruvian revolutionary process.

Seen within the framework of the wide context of life-long education the preceding is bringing our country to seek new perspectives on the fields where the above described modalities could be applied. The first part of the last paragraph leads us to the problems of life-long education and employment; the second part to the not less problematic grounds of the responsibilities accruing to life-long education within social changes.

Life-long education and employment

Technological progress has rendered completely anachronistic the classical division of life into two phases: one of education, another of work. In relation with the problems of education and employment, the above, seen within the new perspective of life-long education, raises two questions: how to achieve a coherence between educational structure and employment structure, in such a way that the educational "product" may be considered as a permanert functional offer for employment demands and how to ensure life-long education on-the-job allowing the workers to become acquainted with the new discoveries in science and technology.

With reference to the first question, it is obvious that the educational structures in our country are inadequate. On the other hand, the percentage of the P.N.B. allotted to education in Peru is one of the highest in Latin America (in 1967, for instance, 7618.4 millions of soles, that is 4.8% of the P.N.B.) and, at the basic educational level, the average number of graduates, at the end of the secondary cycle, is of some 12 pupils out of the 100 who started their transition, while the absolute figure of illiterates is growing. (the report of the Educational Reform declares at this respect that "we are spending more than seven thousand millions per year to produce a growing number of illiterates"), and, on the other hand, youth unemployment duplicates the percentage of the remaining total unemployment. In Peru, in November 1970, the percentage of unemployed who had completed primary education was 6%, with incomplete secondary education 11.7% and with complete secondary 8.5%. In general, of each three people unemployed, two are between 14 and 24 years old (6). But still worst is the situation of subemployment or "disguised" employment of those who finished their education. For instance, only approximately some 13 of each 100 graduates from Industrial Colleges are working on a full-time basis. All this brings to the sad conclusion that the system which the Educational Reform is trying to change, besides having a high percentage of drop-outs, cannot meet the employment demand with his "finished product".

At the higher education level, including here not only university education but also management training or the so-called "intermediate" careers, appears also the incoherence above mentioned, due to the fact that, against the traditional occupational pyramid, with downwards basis, is practically opposed an educational pyramid with upwards basis, because, fundamentally, education has a university character and does not produce enough technicians, skilled workers, experts, etc. (This picture will be somehow modified in the near future by the establishment in the country of

Higher Schools for Vocational Training (ESEP), aimed at promoting an educational level intermediate between Basic Education and University Education. Very soon, nobody who will have completed the Basic Education course will be able to start the "long careers", leading to higher degrees, without having gone through the ESEP, which will grant to the student a vocational diploma. This will allow those who do not want or who cannot, continue towards a high degree, to find a job immediately.

With reference to the second question, that is, how to organize life-long education on-the-job, to enable the workers to keep pace with technological progress, we find the problem of the lack of a national system for the in-training of workers at the different levels and according to the needs of the various sectors of economic activity, in spite of the fact that the progress of science and technology tends to widen more and more the differences.

There has never been more truth in the old proverb which says that education is like rowing against the current, he who stops rowing is carried down by the current. The lack of a life-long education system at the vocational training level, has allowed the vertiginous current of technological progress to "roll back" millions of Peruvian workers and peasants. Peru is facing nowadays the challenge of educational modernization, the "unlearning" of archaic working procedures, etc., of the economically active insufficiently trained population.

Life-long education is being organized in this direction not only as a factor of social promotion but also as an economic driving force. The worker in the factory and the peasant in the fields will become aware of the advantages presented by the new mental structures and social conditions when they become acquainted with the technology of their production means.

We think, nevertheless, that the formation of manpower, technical training, will only help to create the conditions necessary for full realization if it is fully integrated within a coherent process of education.

But it is not an easy task in our country to implement a national system of Special Vocational Qualification within the concept of life-long education, which embraces the totality of the educational effort. The organization of this system poses several problems: financial, of co-ordination between training for employment, employment and the employing enterprises, the correlation of studies with the human resources of the country, the co-ordination between the school and the out-of-school systems, etc.

It is probable, nevertheless, that an experiment, now being readapted to the revolutionary process, might constitute an interesting point of departure: this is the experiment of the National Service for Training and Industrial Work (SENATI).

The SENATI and the training of working manpower

The SENATI was created in 1962, by initiative of the managers of the private manufacturing industry of the country, who decided to support a service which would improve the deficient qualification of the personnel in these industries, contributing, in this way, to the increase of production and productivity in the country. The Colombian National Training Service and other similar institutions served as models. Born as a private enterprise, it had as main objective to contribute to the human promotion of the workers through vocational training and the improvement and specialization of in-service workers, according to development needs in the country. It should be pointed out that private firms have been supporting the SENATI mainly on the basis of contributions proportional to the amount of salaries paid.

The basic idea of the SENATI is to prepare men for employment and in this sense it has carried out an important work in the field of vocational training of the workers, mainly in the industrial sector, though in some cases it has been extended also, by means of agreements, to other sectors of the economy.

The SENATI has, at present, three centres (which are in fact the best equipped and more important training centres in the country) through which it develops its programmes. The SENATI plans these programmes along the lines of a basic assumption: the best training is that received on the job and the specialization centres are only supplementary elements to complete that training with what is not possible or is not convenient to carry out in the enterprises. According to this outlook, the most important activity of the SENATI is to organize, within the firms, permanent training programmes, based on the system of Training Units.

SENATI's programmes constitute in the country an interesting model of life-long education for employment. The following are some of the main ones:

Training within the firm. The SENATI advises the enterprises on the organization of a Instruction Unit which, through a Training Plan, trains on-the-job the workers occupied in different tasks. (The other programmes are derived from this one, following the needs of the Training Plan).

Training. On the basis of a Industrial Training Contract, young people from 14 to 18 years old are formed in the Training Centres of the SENATI as qualified workers; they are financially supported by an enterprise who pays them, during the training period, 50% of the basic salary, on the engagement that they will work afterwards in the supporting enterprise, where they will continue their life-long improvement.

Improvement of in-service workers. According to the requirements fixed by the Training Plan of the enterprises, groups of workers complete their knowledge and abilities relating to their craft in the Training Centres of the SENATI.

Supervisers. The aim of this programme is to train the personnel who have to serve as liaison between the management of the enterprise and the workers, holding at the same time training responsibilities.

Complementary courses. Their aim is to offer to adult workers accelerated primary and basic secondary education. These programmes were created in view of the low level of the workers' general education, which held back their technical training. They constitute a new experience because, based on correlation and systematization techniques of the wealth of adult knowledge and experience, they allow many workers to finish their primary education in only six months of study.

In order to enlarge the services of the SENATI (which was practically circumscribed to the private manufacturing enterprises) the Revolutionary Government decreed that, maintaining its basic functions and structures, it should become a decentralized public institution, depending from the Labour Ministry. A Commission is now studying the definitive location of the SENATI.

The structure and organization of the SENATI, within the context of the Educational Reform, are adapted to the characteristics of the new modality of the Special Vocational Qualification, conceived by the Educational Reform as an organic system of life-long education for employment, servicing all sectors of the country's economic activity. Studies are being carried out within this perspective to ascertain the possibility of the SENATI becoming a pilot institution of this system.

The System of Special Vocational Qualification

The following could probably be its main functions, aiming at the promotion of life-long education for employment:

- Financing the development of programmes for the different sectors of the economic activity.
- Research on occupational demands and prorate of manpower offer through the different organs of the system.
- Ascertaining the formal liaison channels between educational institutions and employment centres for the rational utilization of graduates.
- Co-ordination between the school and out-of-school systems.
- Homologation of technical norms.
- Establishment of certificates' systems for life-long education.

It does not seem convenient, nevertheless, to establish the System of Special Vocational Qualification on the basis of sub-sectorial systems: a sub-system for fisheries, a sub-system for mining, etc. The training needs do not appear vertically, in superposition to the sectors, but horizontally across the sectors. For instance, all sectors need training for production or training for administration.

On the other hand, since the publication of the report on the Educational Reform, a new conception of the Education Sector has developed, which would envisage it "horizontally", as "a category of activities and not as a concrete functional system identifiable (only) with a Ministry"(1). In the old conception, the responsibilities of the State were reduced to the Ministry of Education's jurisdiction. With the new outlook, the State assumes educational responsibilities in all sectors and the Education Sector becomes a basic infra-structure common to all of them. Within this conception, the creation of training offices in the Ministries of Industry, Commerce, Fisheries or Agriculture, or the development of educational programmes related to transports under the Ministry of Communication and Transports, claim for the Education Sector its horizontal character and enlarge the possibilities of bringing the concept of life-long education to an action level.

The General Education Law gathers these ideas and "considers education as an integral process embracing both the activities of the educational centres and family and community activities. What identifies an activity as educational is its nature and not the person or entity which carries it out." (3). Moreover, it specifies that "this function is accomplished, with the community's participation, through the Ministry of Education, who fixes the corresponding policies". The Ministry, on his side, taking into account the systematic educational activities of the sectors and of the non-sectorialized organisms which require co-ordination, has created, to fulfil this function, the Permanent Unit for Educational Co-ordination.

This framework is appropriate for the inclusion of the Special Vocational Qualification System, which could consist of sub-systems of horizontal activity, co-ordinated by the Ministry of Education through its Permanent Unit of Educational Co-ordination. Some of these systems could be:

- The Sub-system of Special Vocational Qualification for production sectors, embracing the training machineries of the different sectors, and within which the SENATI could play a pilot role.
- The sub-system of Special Vocational Qualification for the administrative sectors, within which the High School of Public Administration (ESAP) would be the leading institution, etc.

This basic scheme should allow the country to take care, besides, of the requirements mentioned in the "Convenio Andrés Bello" with reference to life-long education certificates.

Establishment of a certificates' system within the framework of life-long education

In February 1971, the II Meeting of Ministers of Education of the countries who ratified the "Convenio Andrés Bello" (agreement on education which groups within the Andean Pact Bolivia, Colombia, Chile, Ecuador, Peru and Venezuela) recommended the creation "in each Ministry of Education

of an Office for Life-Long Education charged of the promotion, supervision and evaluation of the knowledge, techniques and abilities acquired" and "of establishing a system of certificates and/or official acknowledgment of studies, which should be valid in the countries of the Andean Area", for which purpose it should be organized in Lima, Peru, a "Seminar on life-long education for the establishment of an agreed certificates' system and/or official acknowledgment" (7).

In pursuance of this recommendation, which coincided with the projects for the reorganization of the Ministry of Education in application of the Educational Reform, the Office of Life-Long Education was created within this Ministry by Organic Law No. 18799, and in September 1971 it was organized, in Lima, the "Seminar for the Establishment of Certificates' Systems within the framework of life-long education".

It seems interesting to reproduce here some of the considerations which this Seminar studied when trying to establish a regional system of certificates, because they lead to the conclusion that, without an organic and co-ordinated system of occupational life-long education in each country, it is not advisable, even at the national level, to establish certificates' systems, due to the fact that these systems constitute wide frameworks within which the problem of certificates is only one of the elements.

"The establishment of a certificates' system for education marginal to the regular or formal system, constitutes, in the countries of the Andean Area, only one of the preoccupations within the framework of the problems entailed by the rational planning of out-of-school education (both at the vocational training level and at the general education level). The main problem is, basically, the co-ordination of out-of-school educational activities, between them and with the school education. The certificates' problem is only an outcome of this basic problem.

The countries of the Andean Area who have started these co-ordination efforts are few. This situation in each country has resulted in duplication of activities and of competences between the different organisms dealing with out-of-school education, non-homologable academic systems, inefficiently operational systems, programmes ill-adjusted to the demands of the employment market, bad administration of resources, etc.

The projection of this situation to each country of the Andean area will give an idea of the difficulties which the establishment of a certificates' system before institutionalizing the co-ordination of out-of-school educational activities, between them and with school activities, would find.

Within this framework, (going beyond the reach of the Resolution of the II Meeting of Ministers of Education), the creation of Co-ordination Units for out-of-school education appears as vitally important, especially in order to facilitate the establishment of a regional system of certificates, as well as to carry out the directives which, on educational policy, development and utilization of human resources, may give the

respective governments from the Andean region, following the common guidelines approved through the "Convenio Andrés Bello".

The co-ordination units of each country would constitute the Regional Unit and they could carry out the following tasks, according to the provisions made by the 2nd International Seminar for Co-ordinators of Vocational Training (organized by the OAS and the Peruvian Ministry of Labour in collaboration with the ILO and the SENATI, from 31 May to 9 July 1971):

- 1) To establish a classified inventory of all the institutions active in the fields of general and vocational education, mainly within the out-of-school system.
- 2) To maintain complete information on the programmes of all and each one of the organisms vinculated with vocational and general education (courses, initiation, duration, levels of admission and graduation, etc.).
- 3) To gather, in co-operation with other organisms, data relating to the availability and needs of human resources in the different sectors of socio-economic activity.
- 4) To promote adequate collaboration between the systems of school and out-of-school education, with the aim of offering greater training possibilities to the human resources.
- 5) To create the adequate mechanism which would enable the corresponding organizations horizontal and vertical mobility between both systems.
- 6) To encourage the preparation of analyses determining the needs for vocational training in the enterprises.
- 7) To achieve a better and more effective collaboration and interrelation between the different sectors, joint meetings of representatives of the management, of the workers, and of the institutions vinculated with out-of-school educational programmes, should be promoted. These meetings could have a general or a sectorial character. In this last case, the participation of each sector should be determined by the relation existing between the different themes to be discussed and the activities carried out by the different institutions or associations. To avoid the possibility of leaving the recommendations adopted by these meetings without adequate implementation, the consensus of the majority of the sectors represented should be sought.
- 8) To facilitate to workers and employees information on available local and national resources in the field of out-of-school education.
- 9) To give functional unity and to integrate within the national plans the studies on human resources carried out by the specialized

institutions at sectorial and/or regional level.

- 10) To promote a closer relationship between the institutions responsible for vocational training and general education, and the employment services, with the aim of establishing employment programmes and the follow-up of the trained personnel.
- 11) To encourage the establishment of a uniform national classification of occupations.
- 12) To promote the creation of a national certificates' system.

The following are some suggestions for the steps to be followed to establish a certificates' system for out-of-school education:

The Seminar agreed, mainly on the basis of Unesco's and ILO's experience and also taking into account especially the experiences on vocational out-of-school training of each country, on the convenience of following for the establishment of an education certificates' system in the Andean region, these steps:

- "a) Institutionalize separately, in each country, the co-ordination of vocational out-of-school training and general out-of-school education, on the basis of co-ordination units for each area (this institutionalization should not give a rigid character to out-of-school education, but should sistematize its policies and common aims: prorated attention paid to employment market demands, mobility within the programmes, homologation of levels, etc.).
- b) To establish pilot-programmes for out-of-school educational certification in each country.
- c) To institutionalize, at regional level, the co-ordination of out-of-school education and to create its corresponding regional system of certificates" (8).

These paragraphs contain the initial idea around which it is necessary to work now in Peru. The institutionalization, at national level, of Co-ordination Units for vocational training, has been replaced by the idea of the Special Vocational Qualification System, but the conception is, in essence, the same. In order to give a concrete form to this system of life-long education for employment, an Office of Special Vocational Qualification has been set up within the Ministry of Education.

But life-long education "for employment" cannot be planned within a revolutionary process just as an answer to the problem raised by the training of human resources in function of technological progress.

There is, especially in the developing countries, a form of realization which is perhaps more important: the fostering of the new mental structures and social habits necessary to keep pace with and at

the same time to give impetus to social changes. The peasants, who through the Agrarian Reform become owners of the "hacienda" in which they were before just labourers, and thereby masters of their destiny, or the factory workers who start the socialization of their production units, urgently require to become acquainted with the last technological processes in agriculture or industry, but what they need above all is to forget the old formulas linked with a dependent way of life, to banish the mental structures imposed by paternalism and, through an education which may favour their cultural "desalienation" and their political preparation, thus enabling them to face the problems entailed by the transfer of power and property, to acquire the new attitudes that may allow them to organize themselves with a critical, creative sense of solidarity and to assume with confidence their auto-management.

Life-long education and social change

The above implies a deep cultural transformation, now underway, based on a critical awareness on our social pattern of alienation. And this is, probably, without minimizing all previous considerations, the most important task for life-long education in our country.

Peruvian under-development is not only the cause of economic deprivation but also, basically, of cultural alienation. The root of our structural problems is not only to be found in the external mechanisms of economic domination which weigh on our country but in the fact that our culture is also an imposed culture.

Within this complex system of domination-dependence, education has played the sad role of a permanent control mechanism designed for perpetuating this situation. Peruvian education has mainly been oriented towards the moulding of people according to models which would suit the market consumption and the cultural colony situation. In short, it was a life-long education for domestication.

As a contrast, the Educational Reform, within its life-long education policy, promotes a liberating life-long education, and its main task is to create a new awareness in the population of the country.

This is not an easy task. Can we develop educational interaction between us in order to perceive critically the objective reality? Can we develop popular processes of participation in research which could allow us to analyze and to interpret the structural and historical causes determining our dependence situation? How can we succeed in making all Peruvians aware of the historical moment which they are living and actively engaged in the liberation process? That is, how can we acquire, at the national level, a critical, creative consciousness open to change, able of transforming not only the contents of the national conscience but its very structure, in order to give birth to the New Peruvian Man?

These questions can only find their answer in the framework of life-long education and, within it, mainly in the context of out-of-school

education. The school is too slow to keep pace with this need. On the other hand, its action can be cancelled and even distorted by informal education emanating from the surrounding society. An educational reform, planned only as a change in formal education structures, would not have an impact on the educational activities of a society which is educational by its very nature and moulds the essential aspects of human behaviour. This is the origin of the Educational Extension modality; a modality which must contribute to the cultural desalienation and the social change of our population and constitute one of the answers of the Educational Reform to the above questions.

Educational Extension for life-long education

Educational Extension embodies and realizes above all else the idea of life-long education as an instrument for deep cultural transformation and awareness. In its wider sense, and because its educational activities have a religious, co-operative, sportive character, as originating mainly from the family, the community and the labour sectors, Educational Extension institutionalizes as an educational modality the environmental education. What gives rise to the idea that we Peruvians are, all along our life, permanent pupils of the Educational Extension. In fact, a trip, the conversations between parents and their children, an article in a magazine, a film, a club discussion and even a sexual experience, can, sometimes, have on people a greater educational impact than education received in the school.

Though the State has the greater part of the responsibility for encouraging Educational Extension in a country, we think that the realizations are basically the task of the community. In this way some risks, such as social domestication, could be avoided. The Ministry of Education in Peru has been working since 1971 on some experimental activities of Educational Extension and, with the aim of avoiding all forms of manipulation and indoctrination of the public consciousness and of giving to the population the opportunity of becoming critically aware of their situation and of displaying the free action this consciousness could generate, has chosen to impulse Educational Extension, as far as possible, through auto-education, group interactive education, personal inter-training and collective communication.

This task must be initiated, mainly, in the basic institutions: clubs, co-operatives, occupational communities, associations, neighbors committees, etc. The central idea is to promote in these institutions cultural circles, discussion groups, etc., through which could be achieved not only group auto-education but also the building up of a basic infrastructure allowing the popular utilization of mass communication media. The ideal behind these experiences is to establish an educational network in which, from the clarifying debate on a daily-life problem at group level, could rise the answers which, through the mass communication media, could reach these and other groups, favouring the exchange of experiences, the reflexion on common problems and the habit of opinion which may lead to the generation of new contents of mass communication useful to other groups.

The initial experiment will involve some 4.000 basic institutions, grouping some 30 of them for each Selected Communal Educational Nucleous. This, however, should not be an indiscriminate action of popular education. It should take into account the urgency, for the country, of giving an irreversible character to the whole economic process of structural changes. To this aim, priority should be given to the basic institutions which handle production media. This means that between a football club and a fishing community, the priority of action would go, to start with, to the fishing community.

The methodology now beginning to be applied considers the members of these institutions as the historical agents of their own education and their activities and realizations are highly respected. It tries to avoid authoritarianism and paternalism and to take advantage of popular wisdom for its integration to scientific knowledge with the aim of allowing the community to create its own educational method, which would, besides, enable the population to manage and evaluate easily and permanently the methodology.

It is evident that life-long education in Peru should aim mainly at awakening the population's consciousness and at educating for social mobilization. This is imposed by the historical moment of the country. Education for popular participation in the decisions which the community should take to change the country's structures is urgently needed; that is, the political education of the nation is an urgent need. There are nevertheless other requirements from life-long education which we should also mention in this essay.

For instance, this is one of the countries where the consumption of proteins is smallest. Even if we are the first fishery production country in the world, the utilization of fish as a food is scarce. On the contrary, our house-wives, even if Peru produces little meat, fight in the market to obtain whatever meat can be found, generally imported, which means spending foreign currency.

The great Raymond said that Peru was a beggar sitting up on a gold mine. With respect to nutrition, we can say that he is a hungry man seating on a shoal of fish. But even if our Ministry of Fisheries displays great efforts to offer fish in quantity and at low cost for human consumption, the greater number will not consume it if all the myths obtaining in our country with regard to fish as a staple food are not disposed of by way of an appropriate education. This will be another interesting task for life-long education, now being assumed by Educational Extension.

The experience gained in basic institutions and in the field of mass communication will permit us to try new forms, as important as the previous one, of social education, with respect, for instance, to family education, health education, nutritional education, physical education, sports, recreation, artistic education, education for the rational utilization of energetic and natural resources, education for social savings, etc. Considering also the dangerous geographical conditions of Peru, education for emergency situations should be emphasized as well.

We cannot forget that, not long ago, fifty thousands of compatriots died in the Andes chain as the result of a flood.

The Reform, at the Educational Extension level, is advancing rapidly. Some of its realizations begin to bear fruit: patrols for highway education in the NECS, organization of cultural circles in the basic institutions, the apparition of communal mural newspapers, etc. New activities are planned for the sugar production Agricultural Co-operatives (gigantic land properties nationalized by the Reform), Mining and Industrial communities and the rural areas of the country. The first course for Popular Promoters of Educational Extension (drawn from the basic institutions) will be starting shortly.

The way just opened, not only by the modality of Educational Extension, but by all the aspects of the Educational Reform which tend to make operational the concept of life-long education, is very new, mainly because it is born from an educational process which has not adapted models borrowed from the reality of other countries but which has a genuine and original aim - to build in our country a social democracy of full participation. This implies the great responsibility of being creators and honest enough to recognize our deficiencies and to learn through trial and error. Many people in the Communal Educational Nucleus, where the Educational Reform has already started, that is, peasants and labourers, keen on assuming their responsibility for the promotion of the life-long education of their community, ask very often what are the best methods, the best way to initiate educational activities. Sometimes we can only tell them, with the poet: "walk, there is no way; the way will be made by walking ... and walk with them".

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