

EXECUTIVE SUMMARY

EDUCATIONAL GOALS FOR 2021

The education we want for the Bicentennial Generation



Secretaría General
Iberoamericana

Secretaria-Geral
Ibero-Americana

Conferencia Iberoamericana
de Ministros de Educación

Organização
dos Estados
Ibero-americanos

Para a Educação,
a Ciência
e a Cultura



Organización
de Estados
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Para la Educación,
la Ciencia
y la Cultura

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Presentation

In their final declaration on May 19th, 2008, the Ministers for Education assembled in El Salvador adopted an undertaking that may have enormous repercussions on education Ibero-American: *It was resolved to Acknowledge the proposal entitled "Educational Goals for 2021: the education we want for the young people of the Bicentennial Years", undertaking to advance in the achievement of its goals, objectives and regional evaluation mechanisms, in line with national plans, and to begin a process for joint reflection in order to imbue it with structural and solidarity funding.*

That Conference set in motion an ambitious project to reflect on and adopt in 2010 a set of goals and indicators that would give a major push to education in each of the countries. The ultimate goal is to achieve, in the course of the next decade, an education that satisfactorily responds to social demands that cannot be deferred: ensuring that more students can study for longer, with a fair and inclusive educational offer of acknowledged quality, with the participation of the vast majority of the institutions and sectors of society. There is, therefore, a conviction that education is the fundamental strategy to advance towards in social cohesion and inclusion.

The project arises at a time when Brazil is celebrating the second centenary of the arrival of the Portuguese Court and several Ibero-American countries are preparing to commemorate the bicentennial of their independence. And it has been formulated with the horizon of another year, 2021, in which many other countries will be living through similar anniversaries. Thus, it seems that the time is right to posit, on the occasion of the bicentennial of independence, a collective project that contributes to making sense of the urge for freedom that swept Ibero-America two hundred years ago. A project articulated around education that will contribute to the economic and social development of the region and the formation of a generation of cultured and therefore free citizens in democratic and egalitarian societies.

Furthermore, this project is to be a basic tool in the struggle against poverty, in the defence of women's rights and in support for the inclusion of the most disadvantaged members of society, particularly ethnic minorities, native populations and people of African origin.

Such a project cannot emerge solely from an agreement between Governments and their Ministries of Education; rather it must also reflect the feelings of society as a whole. This is an essential requirement. First of all, in order to take into account society's aspirations and proposals. Secondly, through its active participation, to achieve an even stronger commitment with the strengthening of education and the successful completion of the goals now proposed.

A project of such ambition also needs the support and commitment of countries with greater resources to assist those with more difficulties in achieving the objectives proposed in the time span designated. For this reason, the document now submitted sets out a suite of shared action programmes in order to advance together and premises the need for a joint effort to invest more and better, including the possibility of creating an International Solidarity Fund for Educational Cohesion. In this way, the commemoration of the respective bicentenaries of independence will be able to contribute the receipt by all countries of the support and solidarity of others and the advantages and satisfaction of forming part of the Ibero-American community.

This document aims to encourage, throughout the latter months of 2008 and the whole of 2009, participation and collective discussion so as to achieve the maximum social and political agreement prior to its approval. Only in this way will it be possible to attain the dream that dwells in its pages: for the bicentennial generation to be the most and best educated in the history of Ibero-America so that it can collaborate in the construction of fair and democratic societies.



Enrique V. Iglesias
Secretary General of the SEGIB



Álvaro Marchesi
Secretary General of the OEI

CHAPTER 1

THE IBERO-AMERICAN EDUCATIONAL CHALLENGES

Millennium goals and world declaration on education for all

The declaration by the United Nations Organization (UN) in favour of the Millennium Goals has represented an enormous drive for their achievement. The resolution by all countries to bring an end to poverty in the world, to ensure all children complete Primary Education and to progress with determination towards gender equality represents a major stimulus for the vast majority of states to make an effort to achieve these goals or to share in the common effort of those with greater difficulties.

At a meeting in Jomtien (Thailand) in 1990, the representatives of almost all the countries in the world signed the World Declaration on Education for All in order to fulfil the undertaking set out in the Universal Declaration of Human Rights: everyone is entitled to receive an education. Ten years later, Dakar witnessed the signing of an Action Plan for the achievement of the six goals of Education for All.

The goals of the EfA programme are vital in the region and their achievement by 2015 must be the focus for the shared efforts of all countries and the organizations present in them. The Organization of Ibero-American States (*Organización de Estados Iberoamericanos*, OEI in its Spanish acronym) has assumed these goals as its own and will devote its maximum efforts to their achievement by all countries.

From 2015 to 2021: a deadline that is also a trampoline

Subsequent analyses of the declarations on the Millennium Goals and Education for All have highlighted the interactions between the various

goals, the importance of tackling new challenges in coverage, continuity, quality and equity in education, as well as the need to adapt proposals to the different situations in each country. Hence, the importance of keeping up the effort and incorporating new targets for the threshold of 2021.

This is the context for the "*Educational goals for 2021: the education we want for the youth of the Bicentenaries*". On the one hand, it is a matter of redoubling our efforts to achieve the EfA goals by 2015. On the other hand, it is necessary to clarify these and complement them in terms of the developments and demands of recent years, so as to conform them to the pace of development in each country and ensure that everyone feels involved in them and the tension is kept up throughout the decade. Finally, it is an attempt to take advantage of a historic opportunity, the commemoration of the respective bicentennials, to place education at the centre of the concerns of every country and thus attract the support of society to make up, in eleven years, for a good part of the region's historic backwardness in comparison with more developed areas.

Poverty and extreme poverty in the region

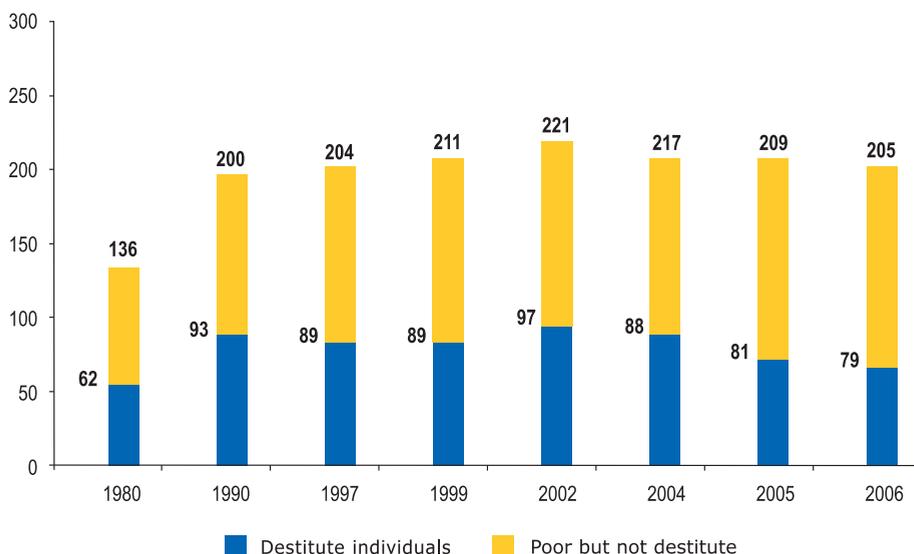
The two characteristics that most profoundly and excruciatingly afflict the region are perhaps poverty and inequality. Although statistics have pointed to a decline in poverty since 2003, in close relation with economic growth, the absolute and relative levels of poverty continue to cause alarm. According to the estimates of the United Nations' Economic Commission for Latin America and the Caribbean (ECLAC, 2005)¹, the poor in these areas represent 40.6% of the population, a little over 213 million people. The number of destitute individuals, those living in extreme poverty, comes to 79 million, almost 15% of the population (please refer to Chart 1).

¹ ECLAC (2005). *Social Panorama of Latin America 2005*. Santiago de Chile: United Nations.

Chart 1

Latin America: Evolution of poverty and destitution, 1990-2005.

(Millions of people)



Source: Economic Commission for Latin America and the Caribbean (ECLAC) on the basis of national household surveys.

Poverty and particularly the extreme poverty of entire families has had a devastating effect on childhood: malnutrition, with its sequelae on children’s health, their development and their education. In the region, overall malnourishment affects 7.2% of children under five years of age, i.e. almost four million infants.

As pointed out in the report by the ECLAC and the Ibero-American General Secretariat (*Secretaría General Iberoamericana, SEGIB, 2006*)², these general figures do not reflect the enormous differences from one country to another. Guatemalan children, for example, are 30 times more likely to suffer malnutrition than children in Chile.

Profound inequality

Alongside poverty, inequality is the other characteristic that regrettably defines the immense majority of the region’s countries. In terms of income distribution, the region is the most unequal in the world.

² ECLAC-SEGIB (2006). *Ibero-American Spaces*. Santiago de Chile: ECLAC.

As pointed out in the Report on Social Cohesion (ECLAC-SEGIB, 2007)³, one distinctive feature of inequality can be seen in the huge differences between the income received by the richest tenth of the population in comparison with the next decile. Whereas the income of the top 10% of the population in European countries only exceeds that of the next decile by no more than 20% or 30%, this gap in Latin America is over 100% and, in some countries, over 200%.

Poverty and inequality are the main mechanisms contributing to the perpetuation and reproduction of society and to the limitations on mobility: low income, unfavourable conditions in the home, food and health problems, difficulties to keep children at school, low performance in the classroom, early drop-outs or insufficient preparation, access to low-qualification jobs or at low wages and the formation of a new family that repeats the same basic pattern.

Differences in access to education

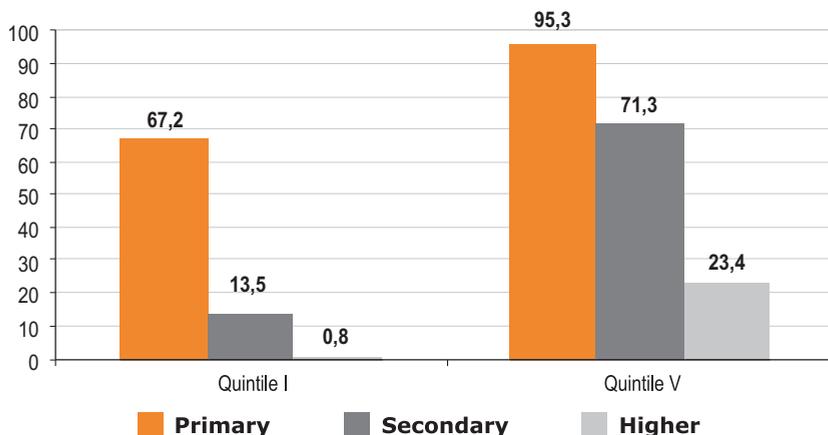
Poverty and inequality are specifically apparent in the deficient education of wide sectors of the population and in the differences between the rich and the poor. Suffice to say that the percentage of illiterates is around 34 million people, i.e. almost 10% of the population. There is also notable inequality between countries. Whereas several countries have hardly any literacy problems among the population over the age of 16 (less than 5% in Spain, Cuba, Portugal, Argentina, Chile, Costa Rica and Uruguay), other countries such as Guatemala, Nicaragua and El Salvador have illiteracy problems that affect over 18% of students. In addition, 40% of the teenagers and adults in the region, around 110 million people, have not completed Primary Education.

Inequalities are also manifested in a comparison of the educational possibilities of the different sectors of the population. Recent studies have pointed out that the percentage of students who complete Secondary Education is five times higher among those included in the richest quintile for family income than those in the poorest quintile. Whereas 23% of the first group finish Higher Education, only 1% of the poorest manage to do the same. The mean duration of school attendance for the upper quintile is 11.4 years versus 3.1 years for the lowest-revenue quintile (please see Chart 2).

³ ECLAC-SEGIB (2007). *Social Cohesion*. Santiago de Chile: ECLAC.

Chart 2

Latin America (18 countries): youths between 25 and 29 years of age who completed educational cycles, by selected per capita income quintiles, 2002.
(In percentages)



Source: Economic Commission for Latin America and the Caribbean (ECLAC).

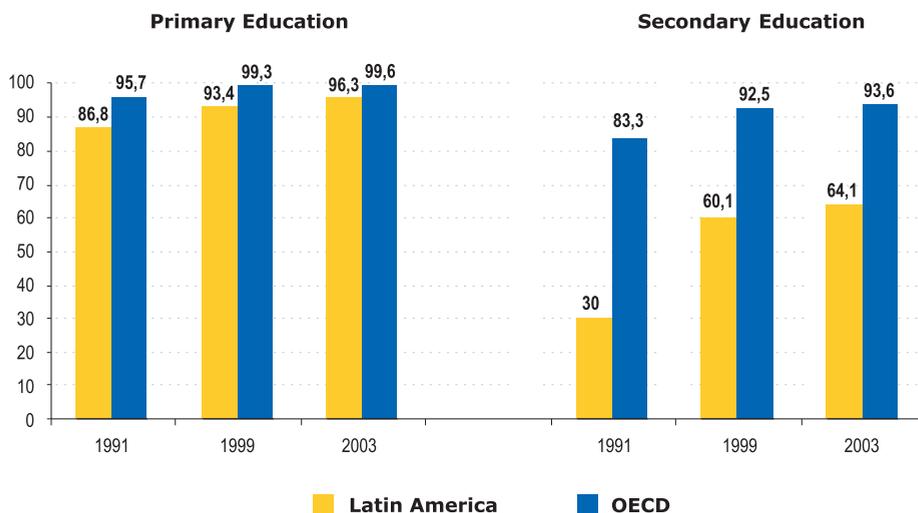
Notable improvement in access to education

It has to be acknowledged and highlighted that the effort of the countries in recent decades to improve economic management, the struggle against poverty and attention for social policies, particularly education, have contributed to a notable improvement in the access and permanence of children and young people in the educational system. In 2003, over 90% of the children in the region are following primary education and close to 70% are in secondary, although the levels for continued attendance and ultimate completion are lower. Chart 3 shows these changes and their comparison with the OECD countries.

Chart 3

Evolution of access to primary and secondary education.

(Net enrolment rate)



Source: Special processing of data from the World Bank, World Development Indicators (WDI).

Insufficient quality

The main challenges facing most countries in the region refer to the lack of competitiveness in publicly-funded schools, the short time students devote to learning, the insufficient resources available to meet the demands of pupils, the status of teachers, the difficulties the centres face to offer an attractive curriculum that keep students on at school, insufficiencies in the management of public resources and the scant academic results obtained in comparison with developed countries.

On the other hand, it is also necessary to highlight the lack of suitable conditions for the exercise of the teaching profession: the ill-matched initial training, the insufficiency of demanding and accredited access systems, the non-existence of a remuneration that would avoid an excessive burden of teaching hours and allow staff to devote themselves to a single school, and the lack of any motivating professional career path with the incentives to attract good professionals for the practice of teaching and retain them in the educational system.

Without a doubt, all these factors have an impact on the insufficient academic achievements of students. Both national and international evaluations have reflected this fact of grave concern.

The academic results of students

In Ibero-American countries, as in practically everywhere in the world, the interest in knowing the status of the educational systems in order to improve has been translated into a greater interest in having available good indicators and assessment programmes and in ensuring more intensive participation in international evaluation studies.

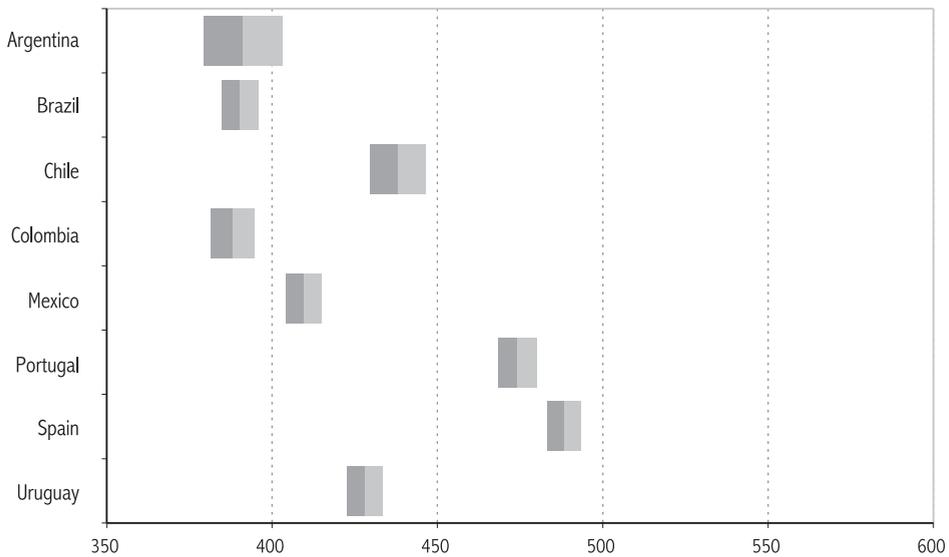
In 2006, the Second Comparative and Explanatory Regional Study (SERCE) was undertaken by the Latin American Laboratory for the Evaluation of Educational Quality (LLECE) and the UNESCO's Regional Office for Education in Latin America and the Caribbean (OREALC) with the participation of sixteen countries from this region. Furthermore, in this same year, six Latin American countries took part, along with Spain and Portugal, in the OECD's PISA survey⁴, one of the most demanding and widespread analyses in the world today.

PISA evaluates the degree of acquisition, among 15-year-olds, of three basic competencies (reading comprehension, mathematical competency and scientific competency). SERCE appraises the knowledge of the curriculum regarding mathematics, language (reading and writing) and science attained by 3rd-year and 6th-year primary-school pupils (consideration has been given to the shared elements in the curricula of the participating countries). In this sense, both studies offer complementary information which, as will shortly be stressed, is also consistent with their results.

Considering the mean scores attained by pupils in PISA, it can be seen that the countries making up the *Ibero-American Group in PISA* (GIP in its Spanish acronym) obtained clearly lower results than educationally advanced countries. Yet the relative position of the Ibero-American countries in PISA is very consistent with that reflected in SERCE. These same Ibero-American countries in the GIP are among those obtaining the best results in SERCE (only notably beaten by Cuba) (please see charts 4 and 5).

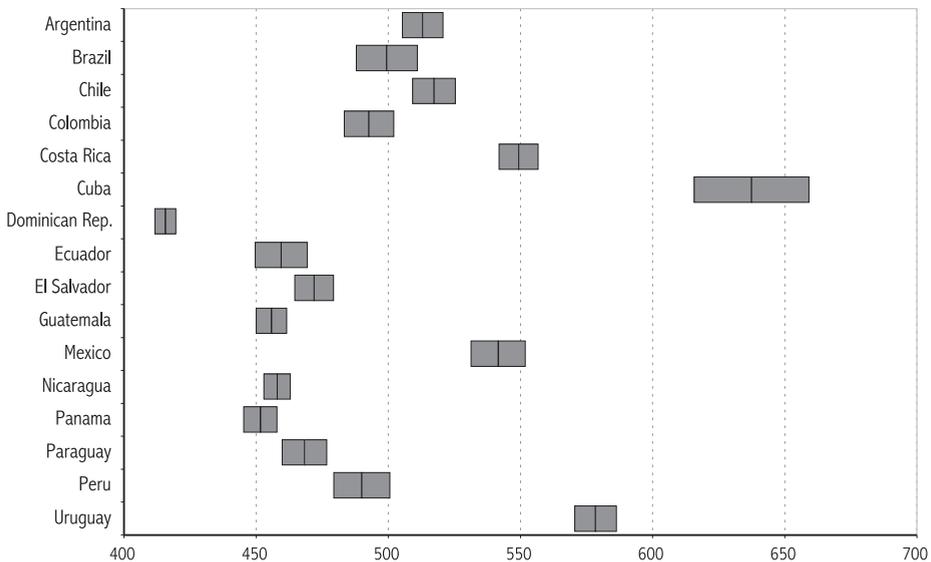
⁴ OECD (2008). *Informe PISA 2006. Competencias científicas para el mundo del mañana*. (Spanish version of *PISA 2006. Science Competencies for Tomorrow's World*). Madrid: Santillana.

Chart 4
GIP Countries. Sciences. PISA, 2006.
(Mean and 95% confidence interval)



N.B.: In the calculation of the means and standard errors for Mexico the state of Morelos (region 7) was not considered because this study only evaluated secondary school students.

Chart 5
Year 6 Mathematics. SERCE, 2006.
(Overall mean results and confidence intervals)



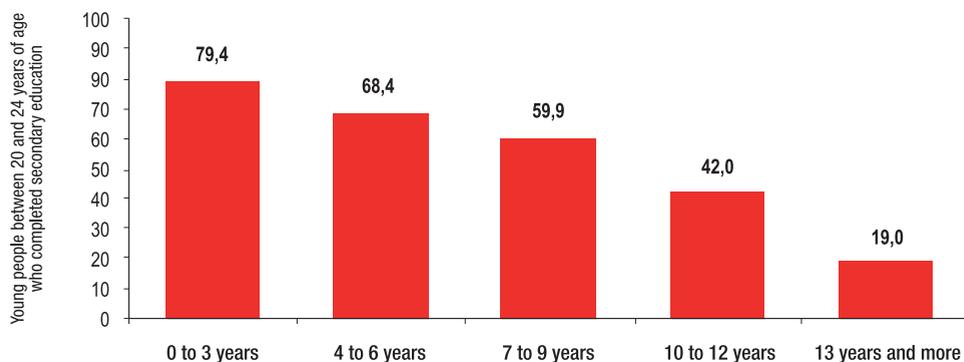
Source: SERCE.

Training, access to the employment market and social mobility

These differences in educational possibilities have a clear impact on access to the job market and on subsequent earnings, thus enormously limiting social mobility. The Latin American youths with low levels of training are four times more likely than those with a higher level of education to work in low productivity sectors of the economy (please see Chart 6). This implies lower income and higher risk of maintaining the circle of poverty, lack of education and inequality.

Chart 6

Latin America: young people occupied in low relative productivity sectors by years of education, 2004



Source: Economic Commission for Latin America and the Caribbean (ECLAC).

Nowadays, fortunately for the countries and for the young people involved, the possibilities of spending more years in the school system have been notably increased, partly by the great effort to improve coverage in recent years and also in part by the higher educational level of the new families. Young people from 20 to 24 years of age have a mean of between three and four years' more training than their parents and a higher percentage of completion of Primary Education.

These advances pose new challenges due to the maladjustment between educational level and employment that exists in most countries. There is a wide lag between the qualification achieved by a growing sector of the population and their possibilities of obtaining a job in line with this and receiving an appropriate wage. This is not only a failure to take advantage

of the investment in education but also blocks social mobility and generates profound frustration.

Multicultural richness and its historical oblivion

The ethnic diversity of the population in Latin America and the Caribbean, almost 580 million inhabitants in 2007, represents an enormous potential for development. The indigenous peoples and those of African origin, estimated at around 58 and 174 million, respectively, are among the most disadvantaged ethnic groups in the region. Unfortunately, sufficient recognition has still not been given to the richness represented for Ibero-America and the rest of the world by this diversity of cultures, languages, lifestyles and accumulated historic experiences.

There are more than 400 indigenous groups in Latin America. According to census data, Bolivia is the country with the greatest proportion of indigenous population (66%). At the opposite extreme, Brazil recorded 0.4% in the census. In absolute terms, Mexico is the country with the largest volume of indigenous population, followed by Bolivia and Guatemala.

The data show a sustained higher incidence of poverty, lower income, school education and life expectancy, greater infant and maternal mortality, and less access to healthy living conditions and drinking water. In addition, it is necessary to add their situation of social exclusion and historic discrimination, which means that the approach to the universe of ethnic and cultural minorities is hindered by the cultural distances and by the profound shortcomings of their lives.

Teachers, at the centre of the educational agenda

Without the competency and collaboration of a majority of teachers, it is not possible to change and improve education. This statement may be one of the most indisputable descriptions of educational thought in recent years. However, achieving these goals is perhaps one of the most difficult tasks faced by educational reforms.

This is not surprising. The situation of teachers is immersed in a raft of tensions that are difficult to resolve and clearly reflects the double agenda followed by the development of educational systems in most Ibero-American countries: on the one hand, improvement in remuneration, teaching hours and dedication; on the other, dealing at the same time with

the requirements of modern times: new competencies and teaching styles, changes in training and access to the profession, professional development, incentives and evaluation.

Without a doubt, new strategies are needed to cope with the current challenges: working networks among teachers in different schools, possibilities to express their personal competencies, progressive appraisal by society and special attention to the schoolteachers joining the educational system.

Understanding youth cultures

Educational projects cannot be formulated without considering their recipients. Quite the contrary, they have to be based on an understanding of their interests, values and relationships among the new generations. Otherwise, there is a serious risk that these youngsters, especially those with more difficulties to remain at school, will feel the learning contents are totally distant from their lifestyle and are hardly likely to be useful to open up new paths in the setting in which they move.

For this reason, the analysis of youth cultures, led by the hegemony of information technologies, new types of relationship resulting, the dominance of images and new ways of establishing identity among young people and their sense of belonging to the group, is absolutely essential to cope with the challenges of an education system that reaches everyone and in which everyone is learning to become an active participant in society.

Raising the educational and cultural level of families and all citizens

The influence of the social and educational context of families in their children's learning process is a widely confirmed thesis in educational research. It is therefore essential, if the goal is to improve the educational level of students, to confront decisively the training of families and, in general, that of all adults.

The goal of achieving a citizenry enjoying more and better education initially arises out of an ethical commitment and the reparation of an injustice dating back over history: the existence in the region of millions of illiterate people and an even larger number who have not completed

primary education. In addition, it must be useful to advance towards a society that is better prepared and capable of transmitting the culture of our days to future generations.

Increasing the educational and professional level of the population as a whole implies working in multiple fields. Reference has just been made to the first of these: ensuring that everyone attains the competencies stipulated for basic education. But there are other goals that must not be overlooked: offering a professional insertion programme to those young people and adults who have completed their basic education, updating the professional training of workers so that they can access new jobs or advance in those they already have, and ensuring the provision of an education of sufficient quality to prevent youngsters from slipping into the group of people without basic education.

Among all the groups in society deserving priority attention, it is only fair to point out the education of women. Their historic marginalization, their influence on family life, in caring for children and monitoring their school progress, make it necessary to strengthen offers to provide them with better education. The increase in education of poor women reduces childhood illnesses, improves the health and nutrition of their children and reduces maternity rates. In addition, if women achieve higher levels of training and professional preparation and massively join the job market, they will be able to complement the households' income and thus prevent their children having to leave school early to look after their younger siblings or to work. The extension of the programmes for educating and looking after small children, especially those in low-income families, will also enable the participation of women in training activities and work outside the home.

Strengthening scientific research and extending mobility of university students and researchers

It is necessary to acknowledge that research and science in Ibero-America need a sustained effort over the coming decades to help it occupy a significant role in the world's regions.

Insofar as the knowledge society spreads and makes know-how a leading asset, the relevance of scientific knowledge grows not only as patentable technical knowledge but also as the collective awareness of a cultural community, linked to its own historic and linguistic roots. It is no accident that a growing number of indigenous groups throughout the world seek to

rediscover the roots of their own scientific and technological thinking as the basis for the sustainability of their own existence.

There can be no doubt that the educational and social backwardness of Ibero-American countries, together with their deep inequalities, are the factors lying at the origin of the scant presence of Ibero-American researchers in the fields of science and technology. Alongside these, it would also be necessary point to the reduced support for researchers, the scant mobility of scientists and the insufficient presence of Ibero-American languages in the realm of science. All this highlights the fact that actions must be targeted in different complementary fields but without in any way forgetting the fundamental aspect: the educational and scientific backwardness of Ibero-American society.

The first main task that needs to be undertaken is support for Ibero-American research teams and an increase in public and private resources for research, development and innovation.

Alongside this necessary effort by the public authorities and society as a whole, it is also necessary to foster the exchange of experience and know-how among research groups. The implementation of a Ibero-American space for know-how and research favouring exchange and mobility of researchers will, without a doubt, be a stimulus for the achievement of the goals proposed.

New strategies for social and educational change

The integration of the two educational agendas to make up for lost time and move forward

In a stimulating study published at the start of this century, Brunner (2001)⁵ underlined that education in Latin America faces two challenges of enormous magnitude. On the one hand, it has to recover the lag it has accumulated in the course of the twentieth century in order to respond to the challenges of the future: universalization of the provision of infant, primary and secondary education, reaching out to all of the population without exception, especially ethnic minorities, improving the quality of

⁵ Brunner, J. J. (2000). *Globalization and the Future of Education: Trends, Challenges, Strategies*. In OREALC-UNESCO: Seminar on the Prospects for Education in Latin America and the Caribbean. OREALC: Santiago de Chile.

education and pupils' academic performance, strengthening vocational and technical education and radically reducing the insufficiency of the professional training of a large part of the young and adult population.

On the other hand, the challenges of the 21st century must be met to ensure, through an education that is sensitive to technological changes, information systems and access to knowledge, to forms of scientific development and innovation and to the new meanings of culture, that a balanced economic development can be achieved to guarantee the reduction in poverty, inequalities and the lack of social cohesion.

How can these challenges be faced with any guarantee of success? It does not seem foreseeable that the maintenance of the past pace of educational progress and reform models similar to those lived in recent decades is likely to lead to a qualitative leap forward that can significantly shorten the distance with more developed countries. Different approaches are needed to deal with the existing backlogs, as are new players and institutions, and renewed strategies on educational change to bring about an advance in the successful completion of both agendas in an integrated yet innovative way. The emphasis on society's commitment and the intersectorial character of the reforms, the strengthening of educational institutions, and greater sensitivity towards the differences between schools and pupils are three key strategies in future reforms.

The intersectorial character of future reforms

The analysis of the reforms carried out in the course of the 20th century, the verification of the influence of the social and family context on the education of coming generations and the impact of the information society on teaching and learning processes have highlighted the existence of educational scenarios, institutions and agents who are to contribute to the educational action of the school system if it is intended to improve its quality. Therefore, educational matters must be confronted globally and it is consequently necessary to have innovative ideas and new allies. Only in this way will it be possible for Ibero-America to comply at the same time, as indicated in the preceding section, with the agenda of the 20th century and that of the 21st.

Educational policies and proposed transformations and improvements in academic education cannot be reduced to initiatives focusing on the school system; rather, they have to incorporate all of the institutions in

which citizens are going to participate in the course of their lives. Educational policies will be effective insofar as they have the intersectorial character defended here and insofar as they are aimed not only at children and teenagers of school age but also at individuals throughout their lives.

The strengthening of educational institutions

The importance of an intersectorial strategy to achieve a better education for more students and for a longer period of time has once more brought to the fore the need for a State and educational administrations that are strong and efficient, capable of dealing rigorously with the processes of decentralization, institutional co-operation, control and supervision of educational processes and compensation of the inequalities that exist.

The decentralizing experiences of the 1990s have shown that this mechanism for the distribution of power and resources cannot be an end in and of itself, but must be considered as a means to achieve stronger and better co-ordinated institutions in the service of a project for the improvement of education. For this reason, the articulation between the central power and those of the states, regions or provinces, regardless of the territorial organization of each country, is one of the main goals to guarantee the proper operation of the institutions.

What this decentralization process needs to determine and agree on are the central control mechanisms, the channels for co-ordinating the different administrations and the factors that need to be looked after with high priority to ensure the proper operation of the educational administration.

From decentralization to sensitivity vis-à-vis diversity

Heterogeneity is the rule in the countries of Latin America and homogeneity, the exception. However, in the preparation of legislation and regulatory standards, as well as in the management of public policies, it seems that the educational processes are aimed at populations and students who share a common economic, social, cultural and linguistic substrate. These considerations are a major constraint on the capacity of the educational systems to respond specifically to the population's demands.

On occasions there is an impression and even at times the conviction that the decentralization policies kicked off in the last century as part of the educational reforms were aimed at bringing educational management

closer to its intended recipients and also to enable a greater adaptation of school provision to the diversity of their student collectives. Without going into an assessment of the decentralization processes undertaken in many of the countries in the region, it would not be difficult to accept that the first purpose of bringing management closer to its intended recipients, has been achieved to a large extent. However, it is not so clear that the second target has been achieved: offering a better response to the diversity of pupils.

In summary: education, cultures, science and innovation

The conclusions set out above, which reflect the national and international consensuses on the role education can play in reducing poverty and inequality and in advancing towards the construction of fairer and more cultured societies, call on all organizations and individuals of good will to make the determination to confront together the challenges of the coming decade. The improvement in the education of all the citizenry is not only a decisive contribution to the economic and social development of the countries, but also a guarantee for the strengthening of democratic institutions, for the release of individuals and for the exercise of responsible and critical citizenship.

The achievement of these goals requires the incorporation of the advances of the 21st century in order to face up to the challenges pending. It is essential to adopt an integrated approach in which the cultures in their different manifestations are present in schools, in which research and science form part of the school curricula and the concerns of teachers, acknowledging the wealth of the cultural and linguistic diversity making the wager in favour of innovation in schools and of teachers, particularly in working teams and networks, one of the hallmarks of an effort that must dig its roots deep into the sources of the region's identity: its capacity for imagination and innovation. In this way, it will also be possible to advance towards the construction of a Ibero-American community of nations. The project of the 2021 Educational Goals takes on all of its sense when seen in this perspective.

CHAPTER 2

THE EDUCATIONAL GOALS, THEIR INDICATORS AND THEIR LEVELS OF ACHIEVEMENT

First general goal. To strengthen and extend society's participation in educational actions

Specific goal 1. To raise the participation of the different sectors of society: family and public or private organizations, particularly those related to health-care services and the promotion of economic, social and cultural development, and their co-ordination in educational projects.

Indicator 1. Number of programmes with participation of different social sectors and integrated application

Level of achievement. *To develop innovative new experiences each year with the participation of various social sectors and their co-ordinated development in specific territory (municipality, province, region).*

Specific goal 2. To guarantee all children access to and continued presence at school through the implementation of support programmes and the development of families to favour the continued presence of their children at school.

Indicator 2. Percentage of families with socio-economic difficulties receiving support to ensure regular attendance at school by their children.

Level of achievement. *To achieve by 2015 at least 30% of the families under the poverty threshold in receipt of some kind of economic help to ensure the comprehensive development of their children and their attendance at school, and 100% by 2021.*

Specific goal 3. To strengthen the University's participation in initiatives aimed at improving basic education.

Indicator 3. Percentage of Universities, university teaching centres and students in programmes supporting basic education.

Level of achievement. *Annual increase in the number of Universities, teaching centres and university students dedicating some time on a regular basis to the support of educational programmes so as to achieve at least 5% in 2015 and at least 20% in 2021.*

Second general goal. To increase opportunities and educational attention for the diversity of students' needs

Specific goal 4. To provide special support to ethnic minorities, native populations and descendants of black Africa, female pupils and all students living in marginalized urban areas and in rural areas to achieve equality in education.

Indicator 4. Percentage of children from these collectives attending school in initial, primary and basic secondary education.

Level of achievement. *To achieve a percentage of children from ethnic minorities, native populations and descendants of black Africa, resident in marginalized urban areas and rural areas, and females, that is at least equal to the mean for pupils at school in initial, primary and basic secondary education.*

Specific goal 5. To guarantee quality bilingual and multicultural education to students belonging to ethnic minorities and native populations.

Indicator 5. Percentage of students belonging to ethnic minorities and native populations with books and educational materials in their own language.

Level of achievement. *All schools and pupils receive books and materials in their own language and their teachers habitually use them.*

Indicator 6. Percentage of bilingual teachers working in bilingual classes with students speaking their own mother tongue.

Level of achievement. *All teachers working in bilingual classes master the same native language as their students and satisfactorily handle the second language.*

Specific goal 6. Support for the educational inclusion of pupils with special educational needs with the necessary specialized back-up.

Indicator 7. Percentage of pupils with special educational needs attending mainstream schools.

Level of achievement. *To achieve by 2015 between 30% and 60% of the pupils with special educational needs integrated into mainstream schools and between 50% and 80% by 2021.*

Third general goal. To increase the provision of initial education and boost its educational character

Specific goal 7. To increase the provision of initial education for children up to 5 years of age.

Indicator 8. Percentage of children up to 5 years of age participating in educational programmes.

Level of achievement. *To achieve treble the percentage of children up to 3 years of age participating in educational programmes and between 50% and 100% of children from 3 to 5 years receiving early educational attention by 2015 and 100% receiving it by 2021.*

Specific goal 8. To boost the educational character of this stage of life and guarantee sufficient training for educators taking charge of it.

Indicator 9. Percentage of educators with the specific qualification in initial education.

Level of achievement. *To achieve between 30% and 70% of educators working with children from 3 to 5 years of age have the stipulated qualification by 2015 and between 60% and 100% in 2021.*

Fourth general goal. To universalize primary and basic secondary education and improve its quality

Specific goal 9. To ensure the attendance at school of all children in primary and basic secondary education under satisfactory conditions.

Indicator 10. Percentage of school attendance and completion of Primary Education.

Level of achievement. By 2015, 100% of all pupils attending Primary Education and between 80% and 100% complete it at the corresponding age. By 2021, over 90% of students complete Primary Education at the stipulated age.

Indicator 11. Percentage of school attendance and completion of Basic Secondary Education.

Level of achievement. To achieve between 60% and 95% of students attending Basic Secondary Education by 2015 and between 70% and 100% by 2021. Between 40% and 80% of pupils complete Basic Secondary Education by 2015, and by 2021 between 60% and 90%.

Specific goal 10. To improve the provision of libraries and computers in schools.

Indicator 12. Percentage of schools with libraries.

Level of achievement. To achieve at least 40% of schools equipped with school libraries by 2015 and 100% by 2021.

Indicator 13. Ratio of pupils per computer.

Level of achievement. To achieve a computer to pupil ratio of between 1/8 and 1/40 by 2015 and between 1/2 and 1/10 by 2021.

Specific goal 11. To expand the number of full-time Primary Schools.

Indicator 14. Percentage of full-time publicly-funded Primary Schools.

Level of achievement. To achieve at least 10% of publicly-funded Primary Education schools operating full time by 2015 and at least between 20% and 50% by 2021.

Specific goal 12. To extend the comprehensive evaluation of school centres.

Indicator 15. Percentage of schools participating in evaluation programmes.

Level of achievement. At least between 10% and 50% of school centres taking part in evaluation programmes by 2015 and at least between 40% and 80% of schools by 2021.

Fifth general goal. To offer a significant curriculum ensuring the acquisition of the basic competencies for personal development and the exercise of democratic citizenship

Specific goal 13. To improve the level of acquisition by pupils of basic competencies and fundamental knowledge.

Indicator 16. Percentage of students with satisfactory levels of achievement in basic competencies in national and international tests.

Level of achievement. *To reduce by between 10% and 20% the two lowest levels of performance in the LLECE Year 6 tests or in the PISA or the IEA studies with participation of different countries, and to increase in the same proportion the pupils in the top two levels of these tests.*

Specific goal 14. To boost education in values for an active democratic citizenship, in both the curriculum and the organization and management of schools.

Indicator 17. Results of pupils in national and international studies on democratic citizenship carried out in the course of the decade.

Level of achievement. *Progress in the results of the studies carried out.*

Specific goal 15. To offer a curriculum that incorporates reading and the use of computers in the teaching and learning process, with artistic education having a significant role and stimulation of the pupils' interest in science.

Indicator 18. Weekly time devoted to reading in the different stages.

Level of achievement. *At least 3 hours of compulsory reading in Primary Education and 2 hours in Basic Secondary Education.*

Indicator 19. Frequency of use of computers by pupils at school.

Level of achievement. *To achieve the habitual use of computers by teachers and pupils in the teaching and learning process by 2021.*

Indicator 20. Weekly time devoted to artistic education at school.
Level of achievement. *At least 3 hours devoted to Artistic Education in Primary Education and in Basic Secondary Education.*

Indicator 21. Percentage of teachers of Artistic Education with the stipulated qualification.

Level of achievement. *To achieve between 30% and 70% of artistic education teachers with the stipulated qualification by 2015 and between 60% and 100% by 2021.*

Indicator 22. Percentage of pupils continuing with scientific or technical training in post-compulsory studies.

Level of achievement. *Increase in pupils' choice of scientific and technical studies.*

Sixth general goal. To increase young people's participation in higher secondary education, in technical vocational training and in universities

Specific goal 16. To increase the number of young people completing Higher Secondary Education.

Indicator 23. Percentage of pupils completing Higher Secondary Education.

Level of achievement. *To place the Higher Secondary Education completion rates between 40% and 70% by 2015 and between 60% and 90% by 2021.*

Specific goal 17. To increase access to Vocational and Technical Education and to University.

Indicator 24. Percentage of pupils from ethnic minorities, native populations and descendants of black Africa engaged in VTE and university courses.

Level of achievement. *Increase of 2% per annum in pupils from ethnic minorities, native populations and descendants of black Africa accessing VTE and 1% in those entering University.*

Seventh general goal. To favour the connection between education and employment through vocation and technical education

Specific goal 18. To improve and adapt the design of the vocational and technical education in accordance with the demands of employers.

Indicator 25. Percentage of vocational and technical studies with competency-based curricula taking into account the demands of the labour market.

Level of achievement. *Between 20% and 70% of the vocational and technical training centres organize their courses in terms of competencies arising out of the job market by 2015, and between 50% and 100% in 2021.*

Indicator 26. Percentage of pupils carrying out work placements in companies.

Level of achievement. *Between 30% and 70% of vocational and technical education engaged in work placements at companies or employment institutions by 2015 and between 70% and 100% by 2021.*

Specific goal 19. To increase the levels of employment insertion among the young people graduating from vocational and technical education.

Indicator 27. Percentage of young people from VTE obtaining a job after completing their studies in positions in line with their qualifications.

Level of achievement. *To achieve insertion on the labour market in line with the training received for between 30% and 60% of graduates from VTE by 2015 and between 50% and 75% by 2021.*

Eighth general goal. To offer all individuals lifelong educational opportunities

Specific goal 20. To guarantee access to education for young people and adults with the greatest disadvantages and needs.

Indicator 28. Percentage of population with literacy skills.

Level of achievement. *To place the literacy rate for the region above 95% before 2015.*

Indicator 29. Percentage of young people and adults newly able to read and write who continue studying.

Level of achievement. *To ensure that between 30% and 70% of the young people and adults continue with basic education courses after learning to read and write.*

Specific goal 21. To increase the participation of young people and adults in class-based and remote learning for ongoing training programmes.

Indicator 30. Percentage of young people and adults participating in class-based and remote learning for ongoing training and qualification programmes.

Level of achievement. *10% of young people and adults participating in some level of training course in 2015 and 20% in 2021 during the four weeks prior to the date the corresponding survey is carried out.*

Ninth general goal. To strengthen the teaching profession

Specific goal 22. To improve the initial training of primary and secondary teachers.

Indicator 31. Percentage of qualifications for initial teacher training with official accreditation of their quality.

Level of achievement. *At least between 20% and 50% by 2015 and between 50% and 100% by 2021 of all initial training qualifications will be accredited.*

Indicator 32. Percentage of Primary School teachers with specialist teacher training of a level higher than CINE 3, and percentage of Secondary School teachers with university degrees and pedagogical qualifications.

Level of achievement. *At least between 40% and 80% of each of the teacher collectives by 2015, and between 70% and 100% by 2021.*

Specific goal 23. To favour ongoing qualifications and the expansion of teaching professionals' career options.

Indicator 33. Percentage of schools and teachers participating in ongoing training programmes and courses in educational innovation.

Level of achievement. *At least 20% of schools and teachers participating in ongoing training programmes and educational innovation courses in 2015 and at least 35% in 2021.*

Tenth general goal. To extend the Ibero-American knowledge space and strengthen scientific research

Specific goal 24. To support the creation of university networks for the provision of postgraduate courses, mobility of students and researchers and collaboration between Ibero-American researchers working outside the region.

Indicator 34. Percentage of mobility scholarships for students and researchers travelling and working in Ibero-American countries.

Level of achievement. *To achieve 8,000 mobility scholarships in 2015 for students and researchers in the entire region and 20,000 in 2021.*

Specific goal 25. To strengthen scientific and technological research and innovation in the region.

Indicator 35. Percentage of full-time researchers.

Level of achievement. *To achieve by 2015 a number of full-time equivalent researchers between 0.5% and 3.5% of the economically active population and between 0.7 and 3.8% by 2021.*

Indicator 36. Percentage of investment in R&D in the region with respect to GDP.

Level of achievement. *To achieve in 2015 a percentage of the GDP in R&D investments between 0.3% and 1.4% (mean of the region 0.93%) and between 0.4% and 1.6% in 2021 (mean of the region 1.05%).*

Eleventh general goal. To invest more and to invest better

Specific goal 26. To increase the economic effort of each country for the achievement of the 2021 Goals.

Indicator 37. Drafting of a finance plan for each country in 2012 for the achievement of the Goals and their regular updating.

Level of achievement. *To approve a plan for each country, evaluate it and adapt it every three years.*

Specific goal 27. To increase international solidarity with the countries encountering the greatest difficulties.

Indicator 38. To create an International Solidarity Fund for Educational Cohesion in 2010 with an action plan up to 2021.

Level of achievement. *To create the International Solidarity Fund and achieve the provision of between 20% and 40% of the needs of the countries and regions with the greatest educational lag for achievement of the Goals.*

CHAPTER 3

SHARED ACTION PROGRAMMES, THE SOLIDARITY FUND FOR EDUCATIONAL COHESION AND PROJECT EVALUATION MECHANISMS

Shared action programmes

The achievement of the 2021 Goals requires not only the sustained efforts of each country but also the support and solidarity of all to drive forward a suite of programmes to facilitate the achievement of the main Goals. The ten programmes listed below constitute the basic lines for the OEI's co-operation programme, coinciding to a large extent with a good many of the goals of the different International Organizations present in the region.

Therefore, the idea is for their development to count on the co-ordinated participation of the Ministries responsible in each country, the institutions involved, Ibero-American expert groups, networks of innovative schools and teachers and all those social groups that could potentially enrich and extend them. In short, the idea is for the countries committed to achieving the 2021 Educational Goals to receive the support and solidarity of other countries and to feel they are participating in an ambitious Ibero-American educational project.

The ten programmes initially proposed are as follows:

1. Support for the governability of educational institutions, achievement of educational agreements and the development of comprehensive social and educational programmes.
2. Educational attention for the diversity of pupils and collectives with the greatest risk of exclusion.
3. Comprehensive attention for early childhood.
4. Improvement in the quality of education.
5. Vocational Technical Education.
6. Education in values and for citizenship.

7. Literacy and lifelong education.
8. Professional career development for teachers.
9. Artistic education, culture and citizenship.
10. Dynamic stimulation of the Ibero-American knowledge space.

Co-Operation Solidarity Fund

The “2021 Educational Goals” project is not intended to be a burden imposed on countries without taking into account their economic situation or the effort it would entail. On the contrary, part of the economic conditions of each country and the current level of education in each one. Hence the proposal for each country to establish its priorities with respect to the Goals agreed and to set the level of achievement reasonably aspired to be reached by 2021.

It is also desired that countries should perceive the collective wish to provide mutual support and receive the necessary co-operation for the achievement of the goals proposed. To this end, it has been agreed to study the creation of a co-operation solidarity fund for educational cohesion that will complement the efforts of each country in the achievement of the Goals. The contribution to this Fund should be channelled towards one of the Goals established and negotiated with the beneficiary countries in order to agree on the shared effort. As indicated in the last of the 2021 Educational Goals, the economic resources for co-operation should cover between 20% and 40% of the requirements of the countries and regions with the greatest educational lag for the achievement of the Goals.

In order to quantify the cost of the educational goals and so foresee the effort required by countries as well as the characterization and scope of the co-operation solidarity fund, the ECLAC has been requested to draw up a rigorous study with four specific goals: to quantify the annual cost implied by the achievement of each goal by each country; to analyze the effects of different fiscal and economic scenarios on the implementation of the foregoing; to explore and recommend a variety of funding strategies to ensure the achievement of the different goals; and, finally, to propose criteria for the articulation of the resources intended for the co-operation solidarity fund. In this process, it is necessary to take into account the heterogeneity of the social and educational contexts inside each of our nations so that not only the countries but also the regions can be the recipients of the committed support and action projects.

Evaluation and monitoring of the 2021 Educational Goals

The effort that must be made to define shared educational goals for 2021, detailed through one or more specific goals and hands-on indicators, would be incomplete if not accompanied by a system or procedure of some sort that would allow them to be monitored and their level of achievement evaluated. On the other hand, this is a similar practice to that carried out in countries that have defined their own goals and targets for educational matters.

The monitoring and evaluation system does not constitute an end in and of itself but should be understood rather as an instrument, albeit a fundamental one, enabling the goals proposed to be achieved. The main goal of this system consists in obtaining, processing and facilitating rigorous, true and pertinent information in order to appreciate the degree of progress towards these goals. Therefore, it becomes essential to specify clearly the main products that are intended to be obtained.

The most noteworthy products expected to be obtained through the monitoring and evaluation system are as follows:

Regular preliminary reports including the level of achievement for the various general and specific goals and in each of the indicators proposed, as well as the overall situation of the countries with regard to each of them and the evaluation of the progress achieved in the different areas. It is proposed to establish close co-ordination with the international bodies working in this field (OREALC-UNESCO, ECLAC, IDB, World Bank) for the joint preparation of these reports.

Specific thematic and sectorial reports for sub-regions or other types of reports of particular interest for Ibero-American countries.

Finally it should be pointed out that the evaluation does not replace the educational policy but is merely an instrument at its service. Evaluation does not improve the reality under assessment, but provides information as rigorous and detailed as may be required in order to understand that reality and act in consequence. The monitoring and evaluation model eventually established in connection with the 2021 Educational Goals project must therefore be useful for those responsible for educational policies to focus their decisions in order to overcome the obstacles detected and to give the process the appropriate energy and steering.

