



An Emergent Narrative: Education and Violence Against Women in Peru

The Old Dart Foundation
July 2018



Executive Summary

This document was created based on a combination of many years of experience of grant giving in Peru and a more formal research project. The document tracks the knowledge and insight we continue to gain, which we hope will help us to better understand how the foundation's philanthropic capital can make a significant and lasting difference.

Old Dart Foundation

The Old Dart Foundation aims to alleviate poverty in multiple countries globally by supporting initiatives to improve health, literacy and education amongst impoverished women and children and other young people generally. It is also the intention to support efforts to create employment opportunities in impoverished communities as well as health and education initiatives.

The Foundation has worked in Peru for many years, with a focus on education and health and has funded a number of amazing partner organisations working to alleviate poverty and promote opportunities for the poor.

This document is the result of a research project to help the Foundation map opportunities for investments in the spaces of education and preventing violence against women, areas where we feel the Foundation can have a lasting impact on the system.

In all projects the Foundation's focus will be helping the bottom quintile; however, we recognise that extreme poverty can exist in both urban and rural communities and are committed to supporting partners working wherever the need is the greatest.

Overview

Over the past twenty years Peru has achieved dramatic reductions in poverty and significant advances in human development and social welfare¹. This has been the result of strong government leadership (e.g. the creation of the Ministry of Social Development and Inclusion) alongside strong economic growth. Despite this however, Peru remains a highly unequal country both in terms of wealth and access to quality, affordable public services.

The diversity of the country in terms of geography (coastal, mountain and jungle) is matched by the diversity of its population in terms of ethnicity and language. This diversity is a great strength of Peru but presents challenges to delivery of education and services protecting women from violence.

¹ 2017 saw a worrying increase in poverty, with an estimated 375,000 Peruvians falling back into poverty. This was the first increase in over a decade.



Peru has made great progress in increasing access to education with almost all children now attending primary school and millions more than ever attending secondary and higher education. Tests results show that the quality of education is improving, especially at the primary level, albeit from a low level. However, quality in the system remains a huge challenge and our discussions with key stakeholders have identified a number of key areas where the system continues to fail too many children:

- i. Provision of early childhood development and education remains limited in rural areas and lacks investment and attention from the government in general.
- ii. While most children attend primary school, those in rural areas often learn in poorly resourced schools with teachers ill-trained to cope with the challenges of multi-grade, bi-lingual, intercultural education.
- iii. Peru continues to struggle to get rural children, in particular girls, to enrol in and complete secondary education.
- iv. There is a disconnect between the market and education: education in Peru, including technical training does not equip young Peruvians with the skills they need to thrive in jobs.
- v. The higher education market is swollen with numerous, poorly regulated and often low-quality private institutions.
- vi. Teachers are not provided with the training they need to succeed and are not paid a salary which reflects their role in society. School directors are not adequately supported or trained to achieve success.
- vii. Teacher training in Peru is not incorporating international best practice and modern pedagogical approaches, nor does it reflect the realities of multi-language, multi-grade teaching.
- viii. Effective governance of the system is made more challenging by a complex and flawed decentralisation process which limits local autonomy and management.
- ix. This is exacerbated by a lack of capacity amongst sub-national governments and implementing agencies.

The past two decades has seen dramatic advances in women's rights in legislation and policies in Peru since the creation of the first Ministry responsible for Women. However, these laws and policies have not been enforced and budget has not been allocated to improve services supporting vulnerable women. Key stakeholders in the system highlighted several areas in Peru which permit and perpetuate high incidence of violence against women:

- i. Peru has a strong 'machismo' culture which entrenches gender norms around the role and duty of men and women. Church, politics, society and the media all play a role in permitting and perpetuating these cultural norms.
- ii. Women in Peru are most likely to experience violence (psychological, physical, and sexual) from an intimate partner or family member. A third of all women who have been in relationships have faced some form of violence, with incidence of femicide increasing.
- iii. It is common for women to suffer verbal abuse and sexualised, derogatory language in public, while incidence of public displays of violence without prosecution has recently galvanized the women's rights movements.



- iv. Women in Peru are less likely to be employed than men, especially in rural communities. Women who are employed often have low-skilled, low paid work with little economic security. This lack of empowerment undermines efforts to empower women to reject violence in the family. Women on average receive lower pay than men for the same work.
- v. The low level of State funding allocated to prevention, safety and treatment programmes related to violence against women is indicative of a state failure to implement the policies and laws passed by Congress.
- vi. The legal system and Police are seen as a core part of the problem in changing approaches to violence against women. A lack of sensitivity and training about the issues perpetuates the social values in these key institutions of the State.

Our Current Thinking

Based on this insight, we have initially prioritised a number of areas where we think that philanthropic capital could serve the system to tackle several of the problems identified:

Education

1. Promoting and Strengthening Early Child Development and Education
2. Strengthening Multi-Grade Teaching in Rural Areas
3. Reducing Adolescent Pregnancy
4. Improving School-to-Work Transitions
5. Professionalising School Leadership
6. Building on Global Best Practice

Violence Against Women

7. Generating Evidence on the Problem
8. Supporting Behaviour Change Initiatives
9. Supporting Progressive Movements and Organisations
10. Working with Police and Protection
11. Working with Judiciary and Prosecution

Our intention is to use this analysis to inform a series of grants focused on tackling the challenges identified and leveraging the opportunities to make a systemic change. We hope to manage a targeted grants process alongside the Foundation's open window, inviting proposals from high potential partners with experience in the areas we have identified. We are interested in exploring work in these areas at the national level, as well as taking a place-based approach in helping the system work.

The focus areas outlined above have been reached through a process of prioritisation that includes a consideration of need, the foundation's comparative advantage, as well as an analysis of current reforms and government priorities in Peru. Alongside these areas our research has identified a number of other work streams which can be found in the full document following this summary, along with greater description of the areas under consideration.



Our Learning Journey...

This document was created in February 2018 and is being constantly iterated. It tracks the knowledge and insight we gained on a six-month learning journey to better understand how the Foundation's philanthropic capital can make a significant and lasting difference with regard to education and violence against women in Peru.

We did not put any barriers up around our focus and remain open to looking at anything that might have a significant positive impact in these areas, however our primary lens for considering all projects is disadvantaged individuals and communities. In particular, the focus of the Foundation is on the poorest quartile and targeting gaps in provision for those excluded by the existing system. We recognise that extreme poverty exists in rural and urban settings and that the specific challenges and solutions may be different in different contexts.

The Foundation recognises that many Peruvians face multiple forms of disadvantage, and that those living at the intersections between poverty and race, sexuality and disability (amongst other forms of marginalisation) face an aggregatory effect. While the Foundation is open to projects which focus on specific marginalised groups, we believe changing the underlying inequalities and dysfunctions in the system will disproportionately benefit the most disadvantaged, and that the best way to ensure the system works for these marginalised groups is to tackle these system issues nationally.

The Foundation's board are passionate about this mission and have for a long time been working in these areas in Peru alongside an existing network of fantastic and thoughtful organisations that they have supported. We hope that the organisations and individuals we met during this process as well as our current grantees and partners will play an important role in this process, acting as potential partners in the future.

This document is designed to be living: it will never become a sealed 'five-year strategy' but rather the story of our understanding of a space that is always moving. As a reader of this document, we hope you will count yourself a partner and be generous enough to challenge our thoughts and beliefs, help us expand our networks and insight and share our thoughts with anyone else you think may find them useful.

We came to this document with some insight of our own from previous work in Peru, however it is largely informed by volunteer contributors who have kindly given their time and effort to help us build our understanding. They are not formally listed here but they know who they are, and we are very grateful to them.



How We Feel...

We feel frustrated that corruption and nepotism seem rife in the system. Despite repeated efforts to stamp it out and multiple incidences of impeachments against political leaders the issue remains endemic and limits the ability to change things. It is disheartening that the general population, particularly those from disadvantaged backgrounds, feel disillusioned with the system and have no confidence in it.

We feel that despite widespread negativity towards the quality of education and teaching in Peru, significant progress has been made over the past decades and it feels positive that there are long-standing government programmes which have made improvements in this space for disadvantaged groups.

We also feel optimistic that women feel increasingly empowered to discuss issues of violence, that despite a widespread social acceptance of violence against women, there appears to be a turning of the tide. That this is being driven by Peruvian men and women is encouraging.

We feel like there is much work to be done and that there are some incredible people working in this space, both newly active and long-time servants of this cause, and their passion and commitment is inspiring for us.

We feel that the scale and complexity of the issues is humbling, but that this also serves as a powerful call for us to be ambitious and innovative in our approach. The comparative lack of private philanthropic capital serving these causes in Peru also represents a huge opportunity for us to make a real difference.

Table 1: Peru Overview

Surface area: 1285216 sq. km
Population: 32,166,000
Population density (per sq. km): 25.1
Capital city: Lima
Capital city population: 9,897,000
Urban population: 78.6%
Urban population growth rate: 1.7%
Labour force participation (female/male pop. %): 66.1 / 82.8
Seats held by women in national parliaments: 27.7%
Education: Government expenditure (% of GDP): 4%
Education: Primary gross enrolment ratio (f/m per 100 popn.): 101.7 / 101.7
Education: Secondary gross enrolment ratio (f/m per 100 popn.): 95.5/95.7

Source: 2017 UN data²

² <http://data.un.org/en/iso/pe.html>



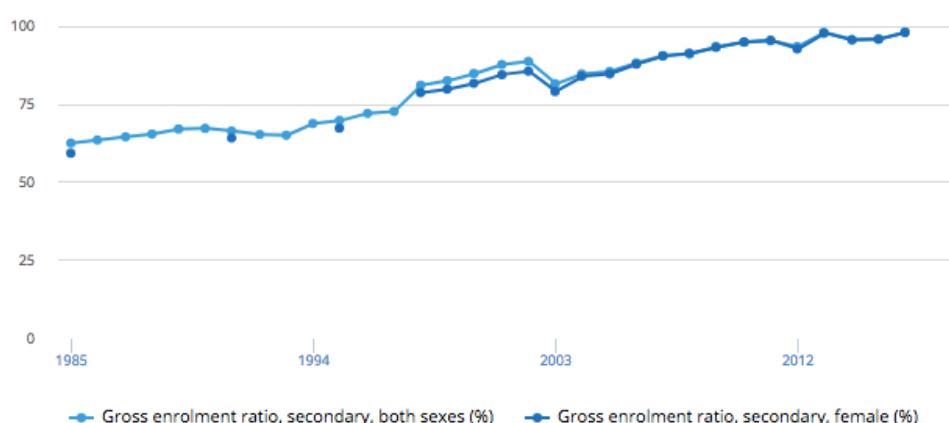
What We Have Heard Already

Here are some of the key messages we have heard during our research so far...

A Snapshot of Peru's Development

- Over the last two decades Peru has made dramatic progress in reducing poverty, more so than any other country in Latin America: between 2001 and 2016 poverty rates fell from 55% to 21%³.
- An important contribution to this was the creation of the Ministry of Development and Social Inclusion (MIDIS) with specific oversight for poverty alleviation and social development.
- This growth in the economy and reduction in poverty has seen an increase in the quality of lives led by the poor: according to the UN's Human Development Index (which measures human development across a number of indicators alongside a country's Gross Domestic Product) citizens in Peru now enjoy lives better than the global average. In both 1990 and even as recently as 2000 Peru sat below the global average.
- Worryingly, in 2017 poverty rates increased for the first time in over a decade - 375,000 Peruvians fell into poverty, an increase in the poverty rate of 1%⁴.
- Looking at Peru at this moment in time it is easy to see limited economic and social development (see Table 1 above), however, taking a broader look shows a positive trajectory over the past decade: for example, primary and secondary education have reached gender parity in enrolment (see Figure 1 below), while the incidence of stunting and maternal mortality rates have both halved since 2000.

Figure 1: Enrolment rates at secondary school 1985 - 2015



³ <https://www.economist.com/the-americas/2018/05/12/a-warning-on-poverty-from-peru>

⁴ https://www.inei.gob.pe/media/cifras_de_pobreza/informe_tecnico_pobreza_monetaria_2007-2017.pdf



- Many of these efforts have positive compounding effects: children who are healthier are more likely to finish school; girls who finish schools are more likely to have healthier children; wider social gains from increased education include reduced risk of civil conflict and strengthened democracy⁵.
- However, there is still a long way to go and these gains are by no means secure: in 2017 poverty reduction stalled and there is a risk that it may rise in coming years⁶. Many people in Peru who have escaped poverty are at risk of falling back into it.
- Peru's economy is heavily dependent on commodities, creating a dependency on international market forces which can be volatile. Consequently, there are issues around long-term budgeting and sustainability in the macroeconomy.
- Peru remains a highly unequal country⁷.

Country Context: Overview

- Peru is currently going through a period of political turmoil: the ex-President was recently forced to resign after surviving an impeachment attempt. The current President's (former-VP's) own survival is in question and his ability to implement reforms could be restricted by the opposition in Congress.
- The political instability also manifests at the executive level: a fourth Minister of Education in four years was appointed in the new cabinet.
- We have also been told that this results in very top-down reforms with Ministers keen to implement as many reforms as possible during their tenure.
- There is a real and significant level of mistrust of the government. One significant factor for this is the forced sterilisation of indigenous peoples living in the Andes and jungle, which must be factored into any work involving the government line ministries.
- We have been told that corruption is rife and that there is a popular perception that corruption and nepotism are responsible for the lack of progress in Peru⁸.
- We have been told that politicians are seen to be a part of the problem, not a part of the solution.
- We have also been told and heard first-hand that people are increasingly frustrated by the political progress and the perceived failure of democracy.
- The cash economy, and the high prevalence of illegal money within it (including from illegal activity), has also had its impact on politics. Many activities are semi-legal; it is therefore difficult to control how much money is in the local economy.
- 74% of total workers in Peru are employed informally; most likely to be employed informally are women (76%), workers under 30 years old (80%), those with less than a high school education (95%), those with no college education (79%), low-income workers (99%) and agricultural workers (97%).⁹

⁵ <http://oecdeducationtoday.blogspot.co.uk/2013/01/what-are-social-benefits-of-education.html>

⁶ <https://www.economist.com/the-americas/2018/05/12/a-warning-on-poverty-from-peru>

⁷ Peru has a Gini index of 44.3. The Gini index measures inequality (0 being perfect equality and 100 representing perfect inequality). The UK index is 34.1

⁸ <https://www.economist.com/news/americas/21623706-corruption-and-political-fragmentation-threaten-perus-democracy-divide-and-bribe>

⁹ <https://perureports.com/2016/05/10/perus-informal-economy-persist-decades-report/>



- We have been told that mining, fishing and construction are influential sectors in Peru; that public perception is mixed: there are examples of negative behaviour and a lack of public trust in these sectors, as well as examples of positive social programmes being run by mining in particular.
- The Odebrecht corruption scandal has been held up as an example of the negative influence of big business as well as the corruption of politics.
- The 90s saw a huge shift of power and ownership to the private sector. Privatisation was supported by the OECD and World Bank. The 00s saw an economic boom in the mining sector, largely among foreign companies but also Peruvian companies. There is now a strong private sector influence in society and politics.
- Infrastructure is improving but remains a constraint in some areas. We have heard that public infrastructure (esp. roads) are good in many parts of the country and improving in more remote areas, but that a lack of road networks in some regions (Andes, Amazon basin) continues to raise transaction costs and reduce schooling access.
- We have heard varying views on the availability of 3G in rural areas with some suggesting access is improving, while others have pointed out that it remains a government priority, but the situation has not changed dramatically.
- Peru's media is conservative, and a monopoly to a degree; 80% of written media is owned by one company. Control over television networks is even higher.
- We have heard that class¹⁰, ethnicity¹¹ and language¹² are very important in Peru: there is significant prejudice in Peru based on class and background and this particularly affects access to higher education and employment.
- We have been told that a recent shift towards more conservative approaches regarding rights is partly the result of growth in the size and power of the evangelical movement, who are highly political in their approach. The Catholic Church also remains a powerful force in Peru.
- We heard that Peru in general tends to prefer domestic solutions to domestic challenges. However, some external factors, such as the OECD's PISA education results, remain important.
- The church has a strong role in society, especially among families, where the state presence is less comprehensive with the view that family matters are for the family. Further, in rural areas where the state is absent the church has traditionally played an important role in social and educational programmes.
- The prevailing view in Peru is that the state does/should not interfere in the affairs of the family/home - this has significant impact on areas such as child and women's rights.
- Major international donors have recently withdrawn from Peru due to a confluence of factors associated with donor priorities: restricted budgets following the financial crash; a priority on countries at risk of terrorism and mass migration; Peru's own economic growth and middle-income status.

¹⁰ <https://www.perutelegraph.com/editors-opinion/racism-discrimination-and-intolerance-in-peru>

¹¹ <http://www.bbc.com/news/10205171>

¹² <http://www.worldbank.org/en/news/feature/2014/04/16/discriminados-por-hablar-su-idioma-natal-peru-quechua>



- There is little philanthropic activity in Peru outside corporate social responsibility initiatives (primarily among mining companies) and limited international cooperation in specific priority areas.
- **Given the withdrawal of major donors and the relatively nascent philanthropic sector, there is an opportunity for the Foundation to play a key role in supporting the government to increase the efficacy and efficiency of its own domestic spending, and thus leverage far greater resources.**

Government Successes

- Government ownership in Peru is very strong, in part as a result of the limited influence of donor funding compared to domestic resources. This has allowed the national government to set the development agenda.
- The Government of Peru deserves credit for part of the reduction in poverty and increase in social welfare: while the economic boom can be attributed in part to the rise in commodities prices the economy has been well managed- despite drops in commodity prices Peru's economy continues to grow, although at a slower rate since 2016.
- Alongside this, the Government has increased investment in healthcare and education since the 1990s and established important social programmes targeting the poorest: One example of this is the Juntos programme, a large-scale conditional cash transfer (CCT) programme implemented in Peru since 2005 which provides funding for families on condition that all children under the age of 5 are subject to growth monitoring controls, all children and adolescents attend school, and all pregnant women attend regular check-ups. Ten years later the programme continues and provides cash transfers to over 650,000 families, impacting over 1.6 million individuals.
- Peru appears to be highly legislative in its approach; laws are created around key priorities, rather than just policies, which make them more difficult to overturn. This can be both a positive and negative, but does bolster efforts to create continuity, as evidenced by the Juntos programme.
- However, the challenges of working with government at all levels should not be understated: Peru's public governance is complex, at times dysfunctional, and leaves multiple opportunities of impunity in poor service delivery.

Government and Governance

There are several levels of government and legislation in Peru. This section briefly explores the national, regional and local political structures.

National level

- At the national level there is Congress: a democratically elected body made up of representatives from each part of Peru.
- Congress cannot guarantee or commit budget to laws created; only the President has this power. By default, laws have a clause saying that they will not have budgetary implications, however of course the reality is that the executive is expected to



allocate funding from its budget. This contradiction means that despite many positive laws, there is often a large gap when it comes to implementation; Congress has failed to raise budgetary allocation to align with new responsibilities resulting in a government-wide funding shortfall.

- The current Vizcarra administration has made education one of its key priorities. Prior to becoming President, Vizcarra made education a priority as Governor of Moquegua and was widely praised for improvements in the state.
- The government in general faces an issue of budget execution: many Ministries fail to spend their complete budget each year. This is especially true of regional governments who must return any unspent money to the central government. This appears to be the result a combination of complex bureaucratic barriers established to limit corruption and a lack of capacity.
- We have been told that because people are afraid of the corruption charges the government has focused on increasing staffing budgets rather than capital expenditure or non-salary recurrent costs, especially in reference to ‘canon’ funding.
- Highly centralised policy making and budgeting by the government means that local needs are often ignored, while low local capacity often means budget requests from subnational governments are unsuccessful.

Regional level

- Peru is a quasi-federal structure, with 25 regions each electing a Governor. The Governor is independent of Congress.
- These Governors are theoretically autonomous, with each regional Directorate (e.g. for education) reporting to the Governor who is able to appoint staff. However, discussions with senior managers within the regional structure suggest that these autonomies are severely curtailed by a high degree of central authority over services and a lack of flexibility and autonomy over budget.
- Further, policies in key areas such as health and education are set at the centre and must be adopted by regional and local bodies.
- Around 75% of regional budget comes from transfers from national revenue, the remaining quarter made up by own resources including local taxes. Much of the transfer is in the form of non-fungible programme funding (such as staffing), severely restricting autonomy at the regional level.
- The capacity reach and quality of state provision of services is improving in Peru. However, there are important pockets of exclusion where the state plays little meaningful role, such as Madre de Dios. It is in these areas that exploitation is rife.

Local level

- Mayors are elected at provincial (196) and district level (1869).
- At each level in the system the elected official is independent - a regional Governor is independent of Congress, each of the provincial Mayors within a region are independent of the Governor, and each of the district Mayors within a province are independent of the provincial mayor.



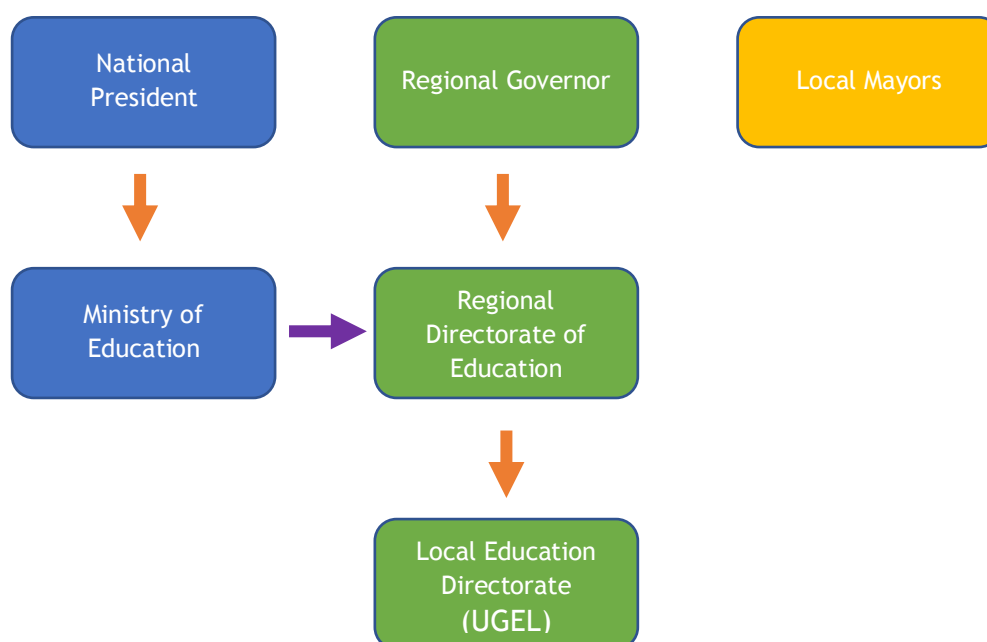
- This inevitably creates challenges of coordination and alignment, made more complex by the decentralisation of service delivery which largely excludes local government (see below).
- Accessing regional and local government funding received from mining (known as ‘the canon’) is difficult; you need to have launched the project first before accessing the funding. As such, there is a subsequent lack of expenditure against the budget.

Decentralisation and Service Delivery

- The central government is nominally responsible for policy making, with responsibility for delivering services such as education and health decentralised to regional governments. However, we have been told that decentralisation to date has been largely administrative, with little decision making and fiscal decentralisation.
- Decentralisation of services, such as it exists, has been to the regional level. Regional governments are responsible for the police, health and education services and key development programmes including nutrition and vaccine schemes.
- Decentralisation of service delivery is not aligned with political decentralisation, resulting in a disconnect whereby locally elected mayors at the provincial and local level have no direct influence over the quality of services (see example below).
- Local government have limited resources of their own to provide supplementary services, such as school buses or local women’s refuges. Many struggle with basic maintenance of existing infrastructure.
- Any efforts to work at the local level in Peru requires careful mapping of these structures and a consideration of which level of government constitutes ‘working with local government’.

Table 2: Decentralisation in Peru: Case Study of Education

Alongside political decentralisation, there is a large degree of administrative decentralisation of service delivery in Peru. In the diagram below orange arrows depict direct lines of responsibility/reporting, while purple arrows show influence through budgeting and norms.



Several important considerations emerge:

- Each political level is fully independent.
- The Ministry of Education does not have direct authority over regional and local service delivery, instead exerting influence through norms and standards and budgeting.
- Regional and local education departments are not part of the national Ministry of Education and report exclusively to the regional government.
- Local elected officials have no meaningful way to impact local service delivery in education and other services.

The Diversity of Peru: Implications for Public Services

- Peru is a very diverse country which plays out in both education and issues of violence against women. There are large variations in the experiences of rich/poor; urban/rural; Lima/elsewhere; Andes/jungle/coast; indigenous/non-indigenous.



- Peru is Lima-focused, which itself suffers from large numbers of informal settlements with limited public services. The desire for jobs, especially ‘white-collar’ employment, drives a huge ‘brain drain’ to Lima from the rest of the country. Universities are also higher quality in Lima. This rural-urban migration began in the mid 20th Century and continues today.
- This was exacerbated by the past violence of the ‘Shining Path’ which caused a mass exodus from rural areas (and indigenous communities) to the capital in the 80s and 90s.
- We have been told that a significant challenge facing the system, and those working in it, is the heterogeneity of lives in Peru, particularly the distinct needs of indigenous populations.
- Infrastructure is worse in the most isolated areas, increasing the cost (financial and time) of travel and increasing the cost of doing business. As a result, many communities continue a subsistence living, with little to no economic activity.
- In some districts we visited the furthest community can be over 12 hours travel away, making service provision and monitoring incredibly complex and expensive.
- The logic of efficiency is often used i.e. that providing teachers/resources in urban areas is much more efficient than in rural areas, and so that’s where the resources become focused, creating further inequalities between urban and rural areas.
- Legislation doesn’t factor in these inequalities into planning; at one point, a focus on gaps existed, but now the focus is on national averages.

Health in Peru

- We have heard that Peru faces many of the challenges seen globally and in Latin America: the shift from infectious to non-communicable diseases and a demographic shift to an older population and related health issues.
- This demographic shift has also been the result of a reduction in the number of children families have with average family size decreasing over the last two decades.
- We understand that while chronic under-nutrition has been greatly reduced, Peru is facing a challenge of growing levels of childhood obesity, particularly amongst girls. While the incidence is higher amongst the poor, this relatively recent issue appears to be society-wide.
- However, Peru continues to face health challenges related to poverty including under-nutrition, anaemia and tuberculosis as well as infectious diseases such as Zika in the North and malaria and other tropical diseases in the Amazon.
- There is also a growing concern about mental health and a lack of investment in this space.
- We have been told that low tax rates result in weak health services, which has a cyclical effect relating to the growth of private healthcare.
- We have heard that the level of migration has further impacted health indicators in Peru - that mass migration to urban centres has created a strain on systems in peri-urban and urban areas.
- We have been told that child health services are better than those for adults, however there remains an issue with effective follow up, parental education around health and



the extent to which healthcare providers are encouraging versus discouraging, especially for poor rural users.

- We have been told that malnutrition leading to obesity in children likely stems from a poor diet - low meat, low vegetable and high carbohydrate. That this is partly a case of cost but also culture/tradition and availability. Further, exclusive breastfeeding until 6-months often does not happen in Peru.
- We understand that the government is introducing a sugar-tax, but because it focuses on bottled drinks it is unlikely to significantly contribute to a reduction in obesity.
- Alongside obesity we have been told that the three biggest challenges in child health are anaemia and stunting. We understand that one likely cause of anaemia is the low meat diet of the poor in Peru.
- We have been told that progress on reducing anaemia has stalled in recent years, despite significant government focus and attention. One explanation of this has been the focus on iron deficiency as the root cause without sufficient research into whether this is the case.

Rights and International Norms in Peru

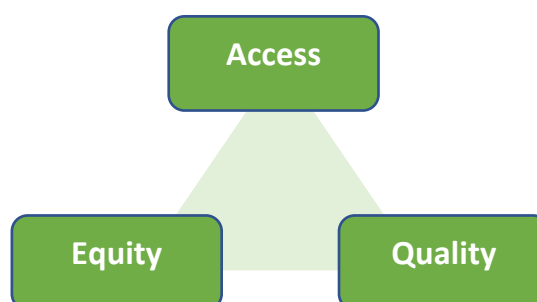
- We heard that international norms and standards have been important in children's and women's rights, provision of education and protection of domestic workers.
- The Convention on the Rights of the Child has also been enshrined in Peruvian law.
- Peru signed up to the Education for All which set the target of universal access.
- Peru is also signatory to the UN Millennium Development Goals (2000-2015) and the UN Sustainable Development Goals (2015-2030) which include further commitments to education and the rights and representation of women. However, we haven't found these to be a cultural driver in Peru in the same way that they are in other countries.
- The International Labour Organisation Convention (1989) was the first set of international standards and led to a number of domestic worker associations (often regional bodies) that came together within this labour rights framework.
- In accordance with International Conventions Peru established the plan to counter violence against women (although we have been told this has not been effectively implemented).

Education: Overview

- There has been progress in results in Peru nationally and internationally, albeit from a low base: Peru was one of the 10 fastest improving countries according to the 2015 PISA results¹³.
- Education is highly valued in Peruvian society and is recognised as a route out of poverty and a key mechanism for reducing violence against women. However, the tension between short-term needs and long-term investments, alongside a lack of information on the returns to education in its different forms and levels, often influence parents and students' decision making about their education.
- The issue of ensuring quality and learning outcomes for all in Peru reflects a wider global challenge in the sector.

Problem Diagnosis: Access, Quality and Equity

The supply of education can be looked at as needing to meet three priorities: access, quality and equity. The ideal education system would provide access to high quality education in an equitable manner for all citizens.



A key challenge facing MOE around the world is how to prioritise these three areas. While they are mutually reinforcing (e.g. better access will increase equity, while greater quality will increase people demanding and accessing education) they also present competing resourcing claims from a limited budget.

For example, efforts to expand access in underserved areas will potentially reduce the funding available to provide more resource-intensive services to traditionally marginalised communities such as blind, deaf or disabled children; or providing additional teaching assistants in existing schools in an effort to raise quality.

Different systems face different challenges to achieving this vision, and often within any one country different regions face distinctive combinations of issues.

This document seeks to explore how the system in Peru responds to providing high quality, equitable education to all Peruvians.

¹³ <https://blogs.iadb.org/educacion/2016/12/07/pisa-2015-in-7-takeaways/>



- We understand that the fundamental challenge facing the system is to raise quality. While access is not ‘solved’ the country has made significant strides and now has a Net Enrolment Ratio of 94%¹⁴. Raising quality requires systemic thinking.
- Education has become a politicised Ministry; two widely respected Ministers (both seen as reformists) have been removed by Congress for seemingly political reasons and we have been told the current Minister faces several challenges including possible teacher strikes.
- Stakeholders we have met have told us there is now far less enthusiasm in the Ministry’s ability or desire to enact change due to political instability of recent years.
- We have heard that there is a disconnect between the education system and the job market¹⁵. We understand this is driven in part by people’s desires to study ‘traditional professional’ subjects such as engineering, law and medicine despite a lack of employment opportunities.
- The non-state sector in Peru is large: these are largely faith-based organisations (such as Fe y Alegria) and NGOs, with limited numbers of low-cost private schools (such as Innova or Futura) which cater to the poor. The middle and upper classes in Peru almost exclusively send their children to private schools until university age.
- However, the proliferation of private actors (especially at higher education) over the last 20 years has not been matched with effective government regulation and oversight, leading to poor quality and a highly segregated education system reflecting wider social inequalities. Efforts over the last three years to improve oversight have focused on the higher education sector and have reportedly had limited impact on quality.
- We have been told that religious pressure groups play a key role in education: they recently protested the new curriculum which explicitly introduced the concept of gender equality¹⁶. Conservative voices have been fighting against the MOE to remove the focus on gender through the courts with the Supreme Court set to decide soon. We understand that this objection focuses on the view that the curriculum’s focus on gender equality is implicitly about identity and sexuality.
- In response, the Government and other groups argue that gender equality as a right needs to be enforced in the curriculum, and that much of the opposition conflates the idea of equal rights with a notion of gender identity and norms, inferring the change to be a threat to traditional values.
- We have heard that the new Education Minister, Daniel Alfaro, has spoken clearly in favour of the new curriculum saying that gender equality is non-negotiable.
- We have also been told there are undertones of gender normalisation and the concept of male and female roles within the education system: for example, women are far more likely than men to be employed by the State in early years as educators and carers.

¹⁴ <https://data.worldbank.org/indicator/SE.PRM.NENR?locations=PE>

¹⁵ <http://blogs.worldbank.org/jobs/peoplemove/peruvian-jobs-diagnostic>

¹⁶ <https://gemreportunesco.wordpress.com/2017/03/08/peru-has-a-new-rose-tinted-curriculum/>



Health and nutrition impacts in education

- Anaemia remains endemic in Peru: in 2017 43.6% of children under 3 suffered from anaemia despite a government commitment to reduce the rate to 37.9%¹⁷. We have been told that anaemia is one of the largest challenges facing education for the poor in Peru as it fundamentally limits their capacity to learn.
- Investment in nutrition in Peru has led to huge improvements through a flagship feeding programme; this is due to a variety of factors, for example, they had the technology, resources/funding, and had political support and demand-side support. Nonetheless, chronic malnutrition remains high, especially in rural areas: In 2017, it affected 12.9% of all children under 5 years of age, and one in four in rural Peru¹⁸.
- In education, we have been told there has not been the same commitment from all the regional governors, which acts as a barrier.
- However, investment in education has been increasing and the government now expects all children to be provided three years of preschool, as well as primary and secondary education. The state also heavily subsidises higher education. While there is still a need for greater investment, the system can also be improved by greater coordination, greater efficiency, and rethinking the prioritisation within the education budget.

Table 3: Education Budget Analysis in 2015

% GDP spent on education - 4
% Government spending allocated to education - 17.6
% total budget allocated to salaries - 75 (estimated)
% non-tertiary education spending allocated to early years - 14-18 (estimated)
% non-tertiary education spending allocated to primary - 36.5
% non-tertiary education spending allocated to secondary - 30.8
% education allocated to tertiary (higher education and TVET) -16.1

Source: World Bank EdStats¹⁹

Inequality of Provision

- There is a high level of inequality and inequity in educational opportunity in Peru which is tied to wider inequalities and issues of individual and regional poverty.

¹⁷ <https://elcomercio.pe/peru/peru-cura-anemia-informe-noticia-515093>

¹⁸ <https://andina.pe/agencia/noticia-inei-desnutricion-infantil-disminuyo-52-los-ultimos-5-anos-el-peru-711991.aspx>

¹⁹ <http://databank.worldbank.org/data/home.aspx>



- We know that Peru has achieved gender parity in access to basic education²⁰. We have also heard that outcomes for girls and boys are on par. However, this masks continued barriers facing women and girls, for example:
 - While enrolment has reached parity, more boys complete basic education than girls.
 - In cities, significant numbers of girls and women progress on to tertiary education. However, in rural areas, girls are often discouraged from progressing in the education system. We have heard that there are demand and supply issues here: parents want them to stay at home to help with domestic labour, but also there is a lack of suitable local provision and parents do not have the funds or willingness to send their young girls to other villages/towns/cities to complete their studies.
 - Teachers (particularly in rural areas) are a big part of the problem; they tend to be more conservative in their expectations of girls.
 - Gender inequality varies by area; there are different cultural expectations of men and women in different areas e.g. there are different attitudes in the Amazon, versus say the Highlands.
- These challenges are even greater in indigenous communities. We understand that there is greater resistance to the idea of formal education amongst indigenous communities and that some members may not value education due to the seeming disconnect with indigenous lifestyles. However, we have heard that this is less prevalent amongst young people.
- Rural areas in Peru face distinct education challenges:
 - Access remains an issue in some rural areas. In particular, secondary schools are too widely dispersed meaning long distances for children to travel.
 - In some areas the majority of primary schools are multi-grade, which places extra burdens on teaching and learning.
 - Poor quality school buildings.
 - It is harder to recruit and retain good teachers, in part due to the perception that the best teachers work in urban areas and because of delays in payments to rural posts.
 - There is also significant hardship associated with working in rural areas (lack of transportation, poor accommodation, isolated living) which may outweigh any additional rural subsidy offered.
 - Rural students are more likely than their urban peers to be taken out of school during term for work, or to leave school early to enter employment.
- We have also heard that in rural areas with bilingual education it is common for teachers to be untrained individuals, possibly with only secondary education, who act in place of trained teachers due to shortages.
- Further, in rural secondary schools we understand a new phenomenon is the use of professional individuals (engineers, accountants) with limited pedagogical training to be appointed instead of trained teachers.

²⁰ http://data.un.org/Data.aspx?d=UNESCO&f=series%3ASLE_0_GPI



- Urban centres, especially Lima, also have issues of access to education. There are large numbers of informal settlements in Lima which lack basic amenities like water and roads. As the land is illegally occupied, the government cannot easily provide public services including schools.
- We heard regional examples of positive progress in relation to education: for example, the Tacna and Moquegua regions. In the case of Moquegua region, it is understood that positive advances in education have been largely as a result of the former Governor, who made education the priority. The former Governor of Moquegua is now the President of Peru. This demonstrates a strong potential of the role of governors at the regional level; the challenge will be to move the focus away from short term projects, which allow them to demonstrate their successes in their term (governors cannot be re-elected).
- There is also a big infrastructure challenge. More than half of schools need significant repair or rebuilding, as a result of having been built by the community, or damaged by El Niño.
- Alongside issues of geographic and gender imbalances, other important forms of exclusion exist: in particular the issue of disability and lack of effective provision for these students. These children often face a parallel system with additional barriers: they may be in segregated schools and have higher dropout rates.

Early Child Development and Education

- Analysis suggests that investment in early years has the highest rate of return in education²¹; yet in Peru only around 14-18% of education spending goes to early years.
- Within early childhood development, we have heard that the biggest problems are:
 - Teachers not trained at the right level and therefore using inadequate techniques. No specialist training is given, or tools for learning. As such, it becomes more of a tick-boxing exercise and teaching to the test (rather than for learning outcomes).
 - Violence within families, and families not able to support the development, health and education of their children.
 - We heard that the government's ideas are good; the problem lies in that they don't know how to implement them, especially in hard to reach communities.
 - Poor home learning environments, especially in rural areas where parents (particularly mothers) may be illiterate and where malnutrition, anaemia and other barriers related to poverty are high.
- We heard there is seen to be a lack of evidence around the impact of interventions in ECD, that if the Ministry of Education could see the impact, they would invest.
- Early Child Development and education in Peru is split into two ages: 0-3 and 3-5. Within each there are two programmes being administered.

Age 0-3 provision

- Provision is divided between two Ministries, both of which are targeting the poorest:

²¹ <https://www.oecd.org/education/school/48980282.pdf>



- The Ministry of Education runs *Pronoei Cycle 1*. This is focused on providing basic cognitive development to poor children and differs by geography. Each child in the programme is supported by a ‘promoter’, usually a woman, who has completed secondary school. The promoter provides a basic development plan which includes showing parents how to support their child’s development. In urban areas children attend a *Pronoei* centre, while in rural areas the promoter visits each eligible household.
- The Ministry of Development and Social Inclusion runs *Cuna Mas*, a day-care centre programme. Alongside the day-care centres *Cuna Mas* includes a home visits service to promote better child development within family settings.
- *Cuna Mas* is a relatively new and small programme. The centres also provide nutrition to attendees.
- While officially these are two separate programmes, with different but complementary aims, we heard that local education departments may not provide *Pronoei* services where a *Cuna Mas* exists, and vice-versa.
- There is a lack of coordination between these two programmes alongside those delivered by the Ministry of Health and the high likelihood of missed opportunities for synergies and efficiencies given areas of significant overlap.

Ages 3-5 provision

- The Ministry of Education runs two parallel programmes with the objective of providing all children with state-provided access to preschool education:
 - *Preschool*: These are formal preschool settings with trained teachers providing structured days, Monday to Friday, from 8am-1pm. Our experience suggests that allocation of resources is uneven, with urban and peri-urban centres operating in well-resourced schools with multiple adults and support, while in rural areas preschools may be multi-grade with a single teacher in poor conditions.
 - *Pronoei Cycle 2*: Where formal preschools have not been established, the Ministry of Education has introduced *Pronoei Cycle 2*. These are non-formal education settings: either in the house of one community member or in a community building. Children attend from Monday to Thursday, 8am-12pm and are supervised by a ‘promoter’ who develops a daily lesson plan. Basic resources (learning materials, toys) should be provided by the local education department, however in one we visited this had happened only very recently.
- The government has stated that *Pronoei Cycle 2* is temporary; however, we have been told that the system may last for some years as budget does not allow expansion of the formal system.
- We have heard that *Pronoei Cycle 2* is an unpopular programme both politically and amongst families who would prefer a preschool. We have heard negative comments about the quality of provision.
- *Pronoei Cycle 2* serves an important function in providing an education setting in communities where none exists; however, the use of untrained women in place of



teachers, and community centres or homes instead of schools, risks embedding a two-tier system nationally.

- Experience from other countries suggests that non-formal schooling provision may be appropriate (and the only feasible provision) and effective if done correctly; however, there is a clear need for strengthening of the existing *Pronoei* Cycle 2, even if it is only temporary.
- In both *Pronoei* cycles, the promoter is not an employee of the government and does not receive a salary - their contract states that they receive a 'tip' of 700 soles (\$215) per month.
- We have heard that, despite playing a key role in the government's strategy to alleviate intergenerational poverty through education, *Pronoei* promoters are not respected and the refusal to pay a salary reflects the view it is a low-skilled job.
- We have also been told this reflects a wider gender inequality issue where government utilises women in rural communities to play important but low-skilled roles either on a voluntary or low-paid basis.
- The role of the coordinator in *Pronoei* is paramount: each promoter reports to a coordinator who may manage as many as 8 promoters. These are local education department employees and education professionals (minimum Bachelors in Education). In both cycles, promoters and coordinators meet each Friday to set the development/lesson plans for the following week.

Primary and Secondary Education

The government has invested significant energy and resources in primary and secondary education. This has reaped significant rewards, especially at primary level. While we recognise that challenges still exist even in the urban areas, the following points focus on pockets of exclusion we have noted and where we have been told the Foundation could play a key role:

- Results show that the quality of education in Peru in general is improving²², although these gains are not evenly distributed with rural areas falling behind.
- We have heard that at both primary and secondary education Peru has an inequitable education system: in urban and peri-urban areas the issue of access at all levels has been largely solved. However, in the most remote communities access to primary education remains highly uneven with low-quality provision the norm.
- This includes a key issue of **multi-grade teaching**. We were told repeatedly by education officials at regional and district level that multi-grade teaching is one of the biggest challenges in raising the quality of primary education.
- We have been told and seen that in both the Andes and the jungle multi-grade classrooms are common with children from the ages of 6-11 taught in the same room by a single teacher: 80% of children in primary schooling in rural areas are in multi-grade classrooms²³.

²² <https://blogs.iadb.org/ideasmatter/2017/03/08/peruvian-education-reaps-rewards/>

²³ <https://www.educacionperu.org/salvaguarda-la-educacion-rural/?platform=hootsuite>



- Despite this reality, teacher training courses do not include any element of multi-grade pedagogy and we have been told that this results in many teachers facing conditions they are not able to cope with. This despite international evidence pointing to the potential benefits of multi-grade teaching and the existence of training approaches. There are some NGOs and Civil Society Organisations (CSOs) working with national government on this issue.
- The curriculum is not adapted for multi-grade teaching, placing huge pressure on these teachers and reducing the overall effectiveness of the system. We heard that as a result, while a national curriculum exists on paper, it isn't always used; only 5% of schools actually implement it in full in Cusco, for example.
- At the secondary level access to education in rural areas remains low, especially for girls: in Loreto region just 8% of girls living in rural areas attend secondary school.
- Access to secondary education, exacerbated by a policy prohibiting the use of multi-grade secondary schools, forces adolescents in small rural communities to travel or miss out on secondary education.
- Despite the ban on multi-grade schools, the Ministry of Education does not provide any guarantee of transportation. We spoke to the mayor of one municipality who used local taxes to fund transportation for marginalised girls, however the numbers reached was a small percentage of the total need.
- While we have been told that the Ministry of Education has explored options in this space, and that the UGELs should act as needed to ensure access, there appears to be no national or regional strategies, with any successes being ad hoc.
- We have been told that the quality of primary education is, on average, good (based on national testing) and that the next big government push will be at secondary level. However, we have heard that these gains in primary were due to a narrow focus on improving results in one set of tests, which some suggest has meant less interest and resources being directed at secondary, setting the whole system back.
- At all levels, although especially primary, there is a challenge with **bilingual education**. In the past, parents did not aspire for their children to learn in their native language, but now want bilingual education and recognition of the importance of native language. We have heard that this is largely a concern in peri-urban and rural areas, rather than the cities, where Spanish remains the priority.
- However, while the Ministry of Education officially recognises the importance of bilingual education and mother-tongue instruction they cannot attract and train enough teachers.
- Bilingual teaching is not part of the standard curriculum/training for teachers, although we have been told that some examples of excellence do exist.
- Most textbooks are only available in limited national languages. While some efforts have been made to translate and distribute local language textbooks the diversity of requirements makes this complex. In addition, many dialects and languages have no agreed written script (e.g. Quechua).
- Complex teaching requirements (such as bi-lingual and/or multi-grade teaching) often causes teachers to move quickly away from areas most in need as the context of their role is far more challenging.



- We have heard that while illiteracy rates in Peru are low, and secondary matriculation rates are increasing, poor rural women are the most likely to be excluded from these gains further creating segregation amongst different groups.

Technical and Vocational Education and Training

- We have heard that technical and vocational education and training (TVET) is undervalued in society and seen as a second-best option for children and their families.
- This is despite the overwhelming majority of people in Peru working in the informal sector.
- We have heard that the TVET sector is not well aligned to the economy and skills needed, further devaluing the sector.
- TVET opportunities in Peru seem to be underexploited. Opportunities for training in agriculture and areas such as physiotherapy exist and could help with youth employment, however they do not appear to match with young people's aspirations.
- We have heard that the TVET sector is not sufficiently regulated and there is too little focus and resourcing from the Ministry of Education and SUNEDU (regulatory body for TVET and Higher Education): the result is low quality provision provided by a patchwork of mostly private providers.
- This has also resulted in low quality teaching - teachers may lack either the pedagogical skills, or the technical experience and expertise needed.
- We have heard there is a lack of infrastructure, reducing access to TVET opportunities especially in rural areas.
- We have heard that one of the challenges facing the government in providing TVET education is that the cost per child is significantly higher than in upper secondary.
- At both TVET and higher education there are problems in transitions from school to work with high levels of youth unemployment.

Higher Education

- We have heard the higher education system is skewed towards the rich. Access to university is based on school leaving exams and thus places in the best universities are dominated by applicants from elite private schools. Richer students are able to access either free public universities or one of a number of elite private universities which are expensive. In contrast, many poorer students attend low quality private universities.
- We have heard that the Government recently tried to introduce greater oversight of the sector, including creating a new regulator (SUNEDU), temporarily banning the construction of new private universities and certifying existing institutions.
- We have been told that while expanding higher education can increase access to the poor, it often misses the poorest who fail to attain the grades needed to access these services due to a lack of/low quality education at primary and secondary levels.



- We have heard that assessment at University is narrowly focused on academic achievement and excludes soft skills; an area where employers are increasingly interested.
- International analysis suggests that investing in higher education brings high returns for individuals and society²⁴; however, investing in early years remains the best education-related investment for families and government²⁵, suggesting prioritisation of Higher Education in Peru may not be the investment with highest social impact.

Teachers

- There are around 400,000 teachers in Peru, but this isn't sufficient to cover the needs, particularly in terms of subject knowledge.
- The most recent data shows that while student numbers have declined at primary level since 1996 and secondary since 2008, the number of teachers at both levels has continued to grow²⁶.
- We have heard that on current trend that gap will continue to grow.
- Teaching standards are in place, but these are not always upheld or implemented.
- In Peru, teaching is not seen as a respectable career. We have heard this is due to the following:
 - Salaries are very low.
 - You can qualify as a teacher through universities or institutions, both of which are considered poor quality. There are far fewer universities in rural areas, only institutions, which are particularly bad.
 - Academic entry requirements are low - even school-leavers and graduates with average grades tend to consider teaching a last resort option.
- There is a national pay scale in place for teaching salaries, but adjustments are made at the regional level. Urban teachers are typically paid more because they tend to have higher skills.
- Analysis by the OECD suggests teachers in Peru are paid just below GDP per capita²⁷. In comparison, South Africa which has a similar GDP per capita teacher pay is five-times GDP per capita. In Mexico, which has a far higher GDP, the number is one-and-a-half-time GDP per capita²⁸. This is lower than the OECD average in more developed countries where the majority of individuals are in skilled labour with a large university-educated population. These comparisons suggest that in an economy with a lack of formal, skilled jobs teachers are underpaid compared to peers in other countries.
- However, we heard frustrations of being unable to attract the best teachers to rural areas; in fact, it is generally accepted that the worst teachers are sent to the rural

²⁴ <https://blogs.worldbank.org/education/50-years-returns-education-studies>

²⁵ http://siteresources.worldbank.org/INTDEBTDEPT/Resources/468980-1170954447788/3430000-1273248341332/20100426_16.pdf

²⁶

<http://www.grade.org.pe/forge/descargas/Estado%20de%20la%20educaci%C3%B3n%20en%20el%20Per%C3%BA.pdf> (p.58)

²⁷ [http://www.oecd.org/education/EAG2014-Indicator%20D3%20\(eng\).pdf](http://www.oecd.org/education/EAG2014-Indicator%20D3%20(eng).pdf)

²⁸ <https://www.cgdev.org/blog/chart-week-teacher-pay-around-world-beyond-disruption-and-deskilling>



areas, a decision made at the regional office with no local government influence over decision making.

- We have heard that teacher unions are a significant force in Peru and seem more focused on protecting teacher conditions than improving the quality of education. The national union has apparently lost power to the regional ones who are often seen as more radical.
- There is low accountability of teachers; teachers have pushed back on the evaluation methods introduced. However, most can still progress along pay scales based on years of service.
- There are no consequences for poor performance. The common discourse is that teachers are neglected and underpaid, and therefore it is difficult to hold them accountable. Added to this, in rural areas schools may be over 12 hours travel from the local education department office, making meaningful support and monitoring challenging.
- Teachers are paid by the regional government, rather than their school or even the local government/education department. While this is common in many nations, evidence suggests that this reduces incentives for teachers to perform.
- Teacher allocation/placement is centralised (at the regional level) and reinforces the inequalities in the system: placement is based on points scored in evaluation, with the highest-scoring teachers eligible for the most desired schools in urban areas, and the lowest-scoring teachers sent to the most rural schools.
- We have also heard that in rural areas teachers hold an important role in the community; they are often seen to represent the government, and therefore seen to have political power.

Professional Progress: Training and Directors

- In terms of teacher capacity there appears to be two inter-related problems: existing workforce and pipeline.
- We have heard that current teachers have low subject knowledge; any continued professional development is focused on classroom management.
- More generally, we have heard that there is a lack of continued professional development and no clear expression of a pathway of excellence/development for teachers after they graduate.
- Initial teacher training is provided in universities or institutes. We have heard that the quality of teacher training is highly varied, but that in general there is a problem with the quality of graduates.
- We have heard that initial teacher training does not provide the right skills and fails to recognise system challenges like bilingual education and multi-grade teaching.
- There is no specific requirement in order to become a school Director beyond a teacher qualification and limited years of experience, with no mandatory training provided²⁹. One Director told us that on assuming the post she was scared as she didn't know what to do but learned on the job.

²⁹ http://www.minedu.gob.pe/normatividad/leyes/ley_29062.php



- We have heard that Directors lack dedicated training and opportunities for professional development through further study (e.g. a Master's in Education Management).

Governance and Management

- We have been told that three overarching governance and management issues weaken the system in Peru:
 - A lack of resources.
 - A lack of strategy and coordination between the different levels of government.
 - A lack of capacity at all levels of the government.
- A weak economy in Peru means that there is more pressure on the budgeting; despite this, 4% GDP goes to education, which has increased over the past 5 years: this is almost on par with other countries in South America with stronger economies, e.g. Paraguay (5%) and Argentina (5.3%). However, most increases in budget have gone to teacher salaries with limited budget flexibility.
- We have been told that a lack of resourcing stops the regional government from building sufficient schools, hiring sufficient teachers, monitoring and supporting schools and teachers, providing ongoing professional development and providing sufficient educational resources.
- The majority of the education budget is allocated to salaries. Provinces receive earmarked grants for this from the central government. We heard from regional stakeholders in Cusco, for example, that there is no real local autonomy; 85% of the budget is restricted and 85% of that goes on salaries. As a result, there is little opportunity to use the budget to reduce the gaps that exist.
- We have been told the government doesn't have a long-term strategy; they are just in 'survival' mode. There are worries that improvements are being reversed.
- The decentralisation process seems to have led to conflict between different levels of the system with regional and local actors operating with limited coordination with the Ministry of Education.
- We have been told that while regional governments are expected to implement policies and contextualise them, rulings from the central level limit flexibility and there appears to be an ongoing struggle for control between the central and regional levels.
- Regional level government holds significant power in the education system including hiring and firing teachers which has not been further decentralised to the municipal or school level.
- In addition, we have heard that the centralised, top-down approach to reform and governance creates resentment and reduces the sense of agency for actors.
- Local ownership is lacking: we have been told that highly centralised decision-making stops local innovation in such a diverse country, that allowing local governments to tailor their provision to local communities can improve outcomes.
- The local education offices are buried in paperwork and therefore cannot visit schools frequently enough; schools are not therefore being held accountable. They are also expected to deliver continued professional development, but they are not adequately prepared to do this and do not have the capacity, time or budget.



- We have been told that a lack of capacity exists at all levels. Specialist skills in management, curriculum development and teacher training amongst others are required in at all levels due to duplication of functions under the current decentralised system.
- In addition, a lack of engagement from parents and communities weakens accountability structures such as parent councils and school management committees.

Information and transparency

- We have been told that data collection in the Peruvian education system is good, that it is possible to find detailed school-level information, including enrolment and system information such as cost. However, there are questions regarding the quality and reliability of the data.
- Information on education is not released to parents; the Ministry of Education is resisting demands to release more data, despite more data being produced.
- In terms of testing, we heard that national level tests are implemented at 2nd and 4th grades for primary and 2nd and 4th secondary levels to assess learning; however, teachers reportedly end up just prepping for these tests rather than teaching.
- Outside the national level tests, regional level evaluations exist to assess the learning levels.
- While ad-hoc examples exist, we have been told that parents rarely hold schools and education managers accountable for quality. Part of this comes from the education level of many parents in Peru.



Violence Against Women: Overview

- Peru still has highly conservative values regarding women's rights; the result is strict abortion laws and stigma attached to divorce and single parenting.
- We have heard that this is strongly influenced by religion, in particular the Catholic Church and more recently evangelical churches.
- In addition, we have heard about the important role played by 'machismo' culture, which entrenches gender norms around the role and duty of men and women.
- A majority of commentators linked the role of religion and machismo culture, suggesting the two are interrelated - many suggesting that religion, and in particular the growth in evangelicalism and its focus on traditional gender norms has resulted in progress in women's rights stalling and even reversing in some aspects. Numerous examples were given of high-profile members of the Church and evangelical movements making public statements that, at best, reinforced machismo culture and potentially excused or justified violence.
- We have been told that while the church does not promote machismo culture or violence against women, that the refusal to engage with this issue and instead focus on the idea of the sanctity of family, the idea of the family and home as a space outside state intervention, and the emphasis on traditional roles leaves space for this culture to flourish.
- In contrast, other commentators have pointed to the important work being done by the Church and evangelical groups at the micro and macro Level. They suggest that local female leaders are often active members of the church, that local church groups (formal and informal) are often leading local activists, and that the Pope and other religious leaders have directly condemned violence against women.
- This machismo culture also emphasises the importance of manliness and strength in men and subservience and duty amongst women: many commentators suggested issues related to violence against women, particularly sexual violence, are often underreported as a result.
- There is a significant lack of reporting because of police and societal response.
- Although men are seen as head of the family in Peruvian society, responsibility for the family and domestic work falls primarily on women; as such, women's individual rights are subjugated.
- We have heard that while they are separate cultural influences, the idea of conservative views and machismo culture are mutually reinforcing: we have been told that the role of women as defined by the church strengthens the sense of male dominance, while male dominance over women can be couched within 'traditional' values.
- We understand that sexual and reproductive health and rights remain a highly taboo subject. The lack of use of contraception appears to be partly one of stigma and societal pressure as health centres do provide limited access to contraceptives, including in rural areas. However, we have heard that access to contraception remains a challenge, especially for the poorest and minors. We have heard that people are still unwilling to talk about these issues, including within families.



- Conservative and patriarchal social values and norms manifests differently in the coastal, Andes and jungle regions of Peru: in the latter two, traditional cultural norms around the subservience of women are especially strong.
- Female participation in the public sphere is limited: they make up a small number of political leaders, senior officials and business leaders.
- Violence against women can be framed through multiple different lenses:
 - What: physical, sexual, emotional and economic abuse.
 - Where: home, work, public space, and in schools.
 - When: pre-birth, childhood, adolescence and adulthood.
- Alongside this, public health considers the interplay of four contextual factors: society, community, family, individual.

Intimate Partner and Familial Violence

- 33% of women aged 15-49 years in Peru who have ever been in a relationship in their lives have experienced intimate partner physical and/or sexual violence at least once in their lifetime. 11% had experienced it in the last 12 months³⁰.
- There is a high incidence of murders of women by their partners across the continent: among the 25 countries with the highest rates of femicide in the world, 14 are from Latin America and the Caribbean³¹.
- We have been told that the 'justification' of femicide suggests it is almost always viewed as a punishment and reflects the idea that women are property and do not have their own independent rights.
- We have heard that there is a recent shift towards considering femicide and gender-based violence a sign of mental illness, rather than recognising it as a symptom of wider social issues.
- We have been told that the majority of sexual and physical violence suffered by Peruvians is inflicted by intimate partners and family members. This is especially true for children who suffer from sexual violence.
- Incidence of violence against adolescents and young girls is particularly alarming.
- Violence against women and sexual and physical abuse of young people are interrelated issues, in part as the majority of rape cases reported in Peru are adolescents. There is also international evidence on the intergenerational cycles of violence: that young people who are abused are more likely to be abusers as adults.
- We understand that most homes in poorer communities are one-room, often one-bed dwellings which increase the opportunities for sexual abuse to occur.
- We have been told that intimate partner and familial violence is associated with poverty, however it is seen as a widespread issue that occurs at all income levels across Peru.
- We have been told that it is difficult to get a measure of whether the situation is getting better or worse due to a lack of quality information. The increase in denunciations and prosecution could be read as a worsening situation but many actors

³⁰ <http://evaw-global-database.unwomen.org/en/countries/americas/peru>

³¹ <http://www.smallarmssurvey.org/about-us/highlights/2016/highlight-rn63.html>



we spoke to suggested this was simply the increased probability that a woman would come forward.

Public Violence and Non-Physical Violence

- Examples of public violence in Peru, and the feeling of the impunity of the men involved, have helped galvanise social movements such as *Ni Una Menos*, a national campaign that demands an end to femicide and violence against women.
- However, many of the actors we spoke to feel that public violence in Peru remains high and is a demonstration of the imbalance of power in society.
- We have heard that it is not unusual for a senior public figure (senior religious figure or congressperson) to make statements about the role of women as subservient to men.
- We have also heard that verbal abuse and sexualised, derogatory language directed towards women is common in many spaces in society from the streets to social media.
- We have heard that activists are experiencing a backlash against progress in women's rights. One example of this is the use of terms like 'Feminazi' to demonise activists.
- We have heard that political harassment of women is a growing trend as participation of women in politics (especially as political candidates) grows.

Violence against women living with HIV and the LGBT community

- We have been told that violence against women living with HIV, has increased in recent years. They suffer double discrimination because they are women and because they live with HIV.
- We have heard that 9 out of 10 women living with HIV got the infection through their partner.
- Women who are part of the LGBT community also face increased incidence of gender-based violence in Peru and are often marginalised and vulnerable citizens whose voices are silenced and whose protests become invisible in Peru's conservative culture.

Women's employment

- Economic empowerment overlaps with the issues of women's rights, vulnerability and violence: there is some evidence that women who are employed are less likely to be victims of violence, more likely to challenge any abuse and are more able and willing to seek justice and separation. However, the widespread nature of violence in Peruvian society shows that work and poverty are not the only determining factors. It is also important to be clear that stopping violence is the priority, not focusing on women's ability to escape it once it occurs.
- We have been told there are limited employment opportunities for women, further reducing female autonomy.
- Women continue to suffer workplace discrimination: women are paid less than men for the same role with similar qualifications, while employers prefer to hire men over women, especially women of childbearing age.
- The informal economy employs around 90% of Peruvians; we understand that most women work in informal employment and do not compete with men for formal jobs.



- We heard that professional women will often not denounce violence due to concerns over social embarrassment.
- Economic growth has created huge inequality; women and especially rural women have benefitted the least, yet they are the ones that prop up the economy.
- We heard that the economic empowerment of women has a multiplier effect - improving not only on the lives of women, but also their families, communities and the economy.
- We heard that female employment improves adherence to antiretroviral treatment of women living with HIV, a key criterion in reducing intergenerational transmission and improving the livelihood of individuals living with HIV.

State Response

- We have been told that the State response to the issue of violence against women is insufficient and despite high level commitments there has been little action.
- While the government approach to violence against women has been formalised through the Ministry of Women and Vulnerable Populations, there appears to be a lack of meaningful political pressure to change the status quo.
- One manifestation of this is the lack of budget available for either prevention, support to victims or prosecution of perpetrators.
- Last year Congress repealed a law introduced by the Kuczynski administration which created more severe punishments for hate crimes (including gender-based violence in all forms).
- There is a lack of coordination between Ministries, and while there is lots of talk regarding prevention, there tends to be a lack of funding going towards this level of intervention (only 0.38% of the national budget).
- The lead Ministry for this issue is The Ministry of Women and Vulnerable Populations although all Ministries are expected to work together on issues affecting women.
- We have been told that there is pressure to change The Ministry of Women and Vulnerable Populations to the Ministry of Families, potentially reducing the focus on women as individuals with rights independently of the family. This push is being countered by women's rights organisations.
- We heard that the Ministry of Women and Vulnerable Populations is often seen as a 'lower ranking' Ministry and that they don't often want to engage or feel overwhelmed with the size of the issue.
- It is not clear who is responsible for the issue at the municipal level - there are laws which require all levels of government to mainstream the gender approach (015-2017 MIMP) and fight violence (Law 30364) - but specific requirements do not exist. For example, it is not statutory to have a child sexual abuse unit/specialist within the municipality and those efforts that do exist are not well funded.
- The decentralisation of services appears to have created a system of weak governance around the issue of violence against women and children as it is unclear who has ultimate responsibility for protecting and ensuring their safety.
- We know there is legislation to prevent violence against women, however we have been told the issue is a lack of enforcement.



- There is a Women's Emergency Centre in each province; however, there are not enough of them (in terms of quantity) and the quality is also low. Their location is not confidential, and we have heard anecdotally of men turning up at centres and demanding their partner return.
- There are only two lawyers per centre, and they are not well remunerated. Some counselling and support are offered at these centres, but mostly the emphasis is on justice.
- All regions in Peru are expected to have plans to tackle violence against women.
- While every group we spoke with felt it was important the government had a line Ministry focused on women, many of the stakeholders felt that it was the NGO/CSO world that was driving the agenda and securing rights for women, not the government.
- Some commentators we spoke to suggest the constant changes in government personnel makes working to increase capacity difficult and advised focusing on resilience of women through local women's movements.

Legal System and Police

- The Ministry of Justice and National Police are key actors. However, we have heard that there is institutional resistance to making these bodies more responsive to the issues of women's rights and violence against women. For example, because of the legal definition of the family as the nucleus of society, family prosecutors are expected to work to keep the family together, rather than protecting the individual rights of the woman, man or child.
- We heard that the police are unlikely to have the resources or capacity to do any community-level policing and that a lack of sensitisation and training for frontline workers is exacerbated by an institutional and political resistance to empower women.
- Legislation can also be a barrier to reporting: victims have to go to the local police station where the perpetrator lives (rather than the victim) within 24 hours of an attack which may not be feasible for many.
- We have also been told that the Constitution permits for some native communities to have their own legislation. Where this conflicts with official legislation it makes it difficult to treat cases of violence, especially where there is little formal government presence.

Role of the Church, Society and Media

- Violence against women is widespread in Peruvian society. We have heard that this is rooted in how women are valued and their status in a highly patriarchal, 'machismo', culture. This is despite women being well represented in public spheres including politics and playing key roles in the family and workplace.
- We have heard that incidences of violence against women are tied up with cultural norms and acceptance. Peru's 'machismo' culture was mentioned several times, as was the role of the Church and its conservative views on women's reproductive and divorce rights. Legal and societal change is therefore needed in tandem to achieve change.



- Violence against women needs to be understood within a wider pattern of violence in society, starting at childhood; including the idea of “the more I beat you, the more I love you” amongst indigenous communities.
- Violence against women occurs at all social levels and is not only associated with the poor: however, poverty is seen as a major factor impacting the incidence of violence.
- Women in indigenous communities face additional challenges; we have heard that incidences of violence against women is especially significant in indigenous communities. We understand that community bonds have broken down due to migration, which has impacted the family unit.
- We have heard that alcohol and drug abuse is widespread and increases the likelihood of violence against women and children.



Overlapping Focus Areas from our Research

During our discussions around education and violence against women several other themes and potential focus areas for the Foundation have emerged: the issues of adolescent pregnancy, domestic workers and human trafficking. All of these themes are cross-cutting (i.e. they impact on and are impacted by education and violence against women).

Children's rights: Overview

- We have been told in Peru and across Latin American there is good legislation, with many laws against violence, but cultural norms are missing.
- We heard that it is important to consider how restrictions of child rights are manifesting, such as the lack of national budgets for children, which can be an important indicator of how much a national administration is committed to upholding child rights.
- Child rights are also human rights - but apply at different stages in a child's life. A lack of (or violation of) rights are often exemplified by poverty, inequity, gender inequity and minority/indigenous rights.
- We have heard that 28% of youth live in poverty in Peru and that this figure rises to 50% among indigenous youth.
- The sexualisation of children (especially the objectification of underage girls) is often unfairly attributed to the culture; it is also a fundamental failure in the system to protect children.
- We heard that online sexual exploitation of children is a growing issue, but there is a lack of information.
- Children as young as eight years old are engaged in domestic work; they have very little voice in the decision-making, and a lack of agency in the home they are working.
- Use of language in the media is also indicative of how child rights are perceived: use of language to qualify poverty and reinforce stereotypes: e.g. "child" vs "minor".
- We have been told that recently the young have become more active and powerful. For example, the government tried to introduce a law that meant that 18-24-year olds would have a lower minimum salary; young people organised in a social movement, using media, and were able to fight and repeal the law. Young people (especially young women) are also very involved in the Ni Una Menos movement. These are principally urban movements, but there is presence in rural areas as well.

Adolescent Pregnancy

Adolescent pregnancy is an issue that overlaps education and violence against women: both in that pregnant adolescents are unlikely to complete their education and it thus presents a significant barrier in many parts of Peru; and that in many cases such pregnancies are the result of relationships with older men, consensual or otherwise.

- Despite a legal age of consent of 14 years and there being a prohibition against use of power to gain sexual access to a minor under 18, there is still very high incidence of adolescent pregnancy in Peru.



- We have heard that the figure is 18% nationally and as high as 38% in the jungle.
- We have heard this problem is especially high in the jungle, although this remains an issue in the Andes, coastal regions and Lima.
- We have been told that 100,000 children under 18 in Peru are registered as pregnant per year, and that this is likely an underestimate of the true problem.
- We have been told that for the majority of adolescents who are impregnated the father is an adult in the community.
- We have been told that in a significant number of cases the father is a family member and may be the child's own father. We have been told that the fear and stigma associated with this issue inhibits denunciations by either the child or the mother.
- We have been told this is an issue of culture but also education.
- Adolescent pregnancy perpetuates cycles of poverty: adolescent girls who become pregnant are less likely to finish school, which reduces their job prospects; while girls whose mothers completed school are more likely themselves to complete school.
- We have been told that in many cases adolescent pregnancy is the result of abuse.
- Best practice globally points to the importance of joined-up, holistic services to tackle this issue: that working purely on health or education programmes to tackle adolescent pregnancy is less likely to be effective. However, we have been told that in Peru systems are not integrated and the result is that adolescents who become pregnant do not receive the support they need to stay healthy and stay in school.
- We have heard that despite evidence on the effectiveness of public access to contraceptives, free access to contraceptives is reduced in rural areas and for the young. Further, until the age of 17, young people need their parents' signature for approval to receive sexual health related treatment/prevention.
- We have heard that sexual reproductive health services in Peru are unequal: that services are far better in more urban, affluent areas.

Domestic Workers

The issue of domestic work affects both women and children: women who work in domestic employment are often subject to forms of violence and denial of rights, while children working in domestic employment are often denied the opportunity of a good education.

- We have been told domestic workers are often young, typically coming from the countryside to the city, based on the belief that they will have greater opportunities for education and employment.
- Domestic workers can be broken down into a few broad categories: Adult domestic workers (often women); child domestic workers; and girls' role in the domestic work of their own home.
- We understand that in the majority of cases these are poor people going to other poor people's houses, not poor to rich, as is often assumed. They are very often not paid but hope that they will be sent to school. The 'driver' in this decision is the perception of opportunity in urban areas.



- Regulations and interventions (including those of the ILO) tend to focus on domestic work from an economic lens, without recognising the wider social and cultural factors. There is a need to think about the role of girls in society, and the value of domestic work. Poverty is a key driver but doesn't explain the situation fully; there are examples around the world of families making different education choices. We need to understand why, advocate at the community level, and focus on the structural issues.
- Existing legislation (nationally and internationally) tends to focus on adult labour rights; groups working on this issue are therefore reluctant to include children as they don't want to be seen to condone child labour.
- The ILO convention has now accepted that children can and do work. In Peru, the typical age of children entering the labour market is around 14-15 years old.
- Domestic workers receive food and board and are meant to receive an education, however children are typically engaged in night schools, whether teacher quality is very low. In many homes, domestic workers don't get an education at all.
- The state doesn't have the capacity to regulate or prevent this issue; there are also wider cultural issues that promote this in rural areas.
- Some children stay with host families for 20-30 years. Many are invisible; they have no network and are integrated into that home, making it difficult for them to leave.
- Working with child domestic workers should focus on 4 key solutions:
 - The need to maintain or re-establish contact with home as a protective mechanism.
 - Direct interventions with the employers.
 - Strengthening of domestic workers groups to represent themselves.
 - Encouraging child domestic workers and domestic workers into education; and encouraging schools to be more child friendly.
- Rural teachers are often set as intermediaries for domestic worker jobs in the city. Their role is often seen as exploitative, or (at best) misinformed, regarding the risks and opportunities.
- We heard that self-identification (of employers) is a powerful tool in reducing issues of child abuse in domestic working. For example, in Bangladesh, there have been interventions that convinced families of their responsibilities to the child in their care, changing the mindset towards the child and appealing to their better nature; this demonstrates an acceptance of responsibility.
- Anecdotal evidence shows that the relationship affects both the child domestic workers and the children of employers: the latter group are either socialised as superior beings (thus perpetuating the cycle of exploitation) or can also be very upset by treatment of domestic workers. We heard of a programme in India that works through schools with the children of employers as a route to protecting child domestic workers and providing them with visibility.
- We have been told that while legislation does exist, it is insufficient.

Human Trafficking

Human Trafficking in all forms, especially of young girls for sex, increases the risk of violence against vulnerable individuals who fall outside any State protection.



- While this does not always hold true, we have heard that there is a gender split in the issue of human trafficking: sex trafficking (typically girls) and labour trafficking (typically boys).
- The government has little capacity to provide protection and rehabilitation support to victims of exploitation, so they often end up back in the same position.
- We have heard that traffickers target vulnerable populations in rural areas, promising a better life in the city. In sex work, they buy them drugs and alcohol and give them shelter; they create dependency.
- Of every 10 cases of child trafficking, 7 are family perpetrators. However, there is a lack of understanding of what constitutes trafficking, particularly when it comes to engaging in the labour market. Much of it is done in good faith and the hope of a better future.
- Girls ages 13-17 are most likely to be trafficked (they represent 80% of all cases in Peru). The majority of the cases of young girls being trafficked is for sexual exploitation.
- The issue is not only a domestic issue; victims of trafficking in Peru come from other countries and Peruvians are often trafficked to Brazil. Peru is also a transit country, passed through on their way to other countries including to North America.
- Trafficking happens in areas with criminal economy e.g. illegal mining or urban areas with gangs. Forced child labour occurs in some regions.
- Illegal mining organisations in some regions make it difficult for the state to operate effectively and therefore the problem is hidden. Illegal mining contaminates water supply with mercury, causing health issues for workers and communities. Despite knowing the risks of exploitation, many people seek out this work out of necessity.
- Pregnancy of exploited girls also leads to further exploitation: the child might be sold to a family that cannot have a child, or subject to organ trafficking.
- There are a number of issues within the issue and sector around 'trafficking' which are problematic for how people understand the issue. People conflate migration and trafficking, whereas migration can be protected - in fact, intermediaries are often the protection mechanisms around movement (thus not always exploitative).
- Trafficking denotes exploitation, however when you break it down, there are 3 stages: recruitment, transit and destination. The problem is that interventions around 'trafficking' don't look at the exploitation at the destination. The focus is only context of work/labour, not wider societal factors.
- We have been told that while legislation does exist, it is insufficient.



Where We Have Heard Conflicting Opinions & What We Still Don't Know...

There are a number of areas of interest that we do not have clarity or deep insight on, or are confused about based on what we have heard, these include:

Education

- How can we best support early years education - while we have heard that the Government intends to end the use of Pronoei Cycle 2, we also know that the infrastructure and staffing required to roll out early years centres is not available right now. Should we be supporting the Government to push towards their ideal vision, or to strengthen the existing provision.
- How best can we engage with the Government on the issue of multigrade teaching in a way that is aligned to their strategy, but also reflects the reality we have seen and been told about.
- We have heard that data is collected and high quality, yet it is unclear what systems are in place for an education civil servant to know what is happening at the school level. More information is needed as to whether there is accessible, good quality data and whether it is actually used to inform process/policy. Understanding this at national, regional and local education department level will be key.
- What are the employment opportunities for youth, and how does education impact on this; how strong a role do cultural expectations play in young peoples' aspirations and choices.
- How significant an issue is safety and security at school, community and home and what is its impact.

Women's rights and violence against women

- We have been told that the situation is improving, as evidenced by the increased number of denouncements, but that there is a real lack of evidence in general, making accurate estimates of the scale and trajectory of the problem difficult.
- Are there any successful examples of shifting cultural values around violence against women and women's role in society in Peru.
- The extent of financial independence for women: we need more information on women's employment opportunities and the distribution of jobs.
- How can we map the political economy to understand reform pathways; in particular, within this conservative context, how can reform occur in a way that challenges the patriarchal beliefs, practices, institutions and structures that drive inequality between men and women.
- How do issues of violence against women play out at each level: families, schools, communities, media, courts.



- How can adolescent boys and men be engaged to recognise their role in promoting the empowerment of girls and women and in shifting dominant norms and ideas about gender and masculinity.

Other and cross-cutting issues

- We have been told that accessing government funding from the 'canon' is difficult; however, we are not clear what this process actually involves in practice, nor heard from anyone who has been successful in accessing it.
- We have been told conflicting things around the rules and legislation surrounding the canon and how flexible they are. These seems like a vast, untapped fund to support local development.
- We understand that the issue of child domestic workers is complex: some want to work within the system to improve children's experiences, others was to outlaw the practice.
- We understand that the government recognises the issue of human trafficking but fails to invest sufficient resources in preventing it.
- We understand that families involved in human trafficking are unaware of the final consequences of what they do, but we have also heard that many are complicit, often due to extreme poverty.
- Many people we met suggested further research and Peru-specific data was needed to drive reform and more progressive thinking, but this does not seem to be in keeping with the approach of successful populist conservative approaches in Peru (and elsewhere in the world) - is this really the right route to go down?



Potential Actions Ideas & Questions Suggested to Us as Focus Areas...

We have started to get feedback from people on areas where they feel that modest amounts of private philanthropic capital might make a lasting difference. We have not done any due diligence or thinking on these issues, they are just what we've been told, and we are listening for feedback. These include:

Education

Early Child Development and Education

- Supporting advocacy for greater investment and coordination in early years.
- Supporting research into interfamilial conflict, including its impact and potential solutions in Peru.
- Strengthening the provision of services in Pronoei cycles 1+2 including through improved promoter training modules and curriculum.
- Supporting the roll-out of formal preschools in rural areas.
- Strengthen coordination between MOE, MIDIS and health.
- Improving education for children and parents around nutrition.

Strengthening Multi-Grade Teaching in Rural Areas

- Strengthening multi-grade schooling in primary including the development of a multigrade curriculum for use in rural areas.
- Supporting advocacy for the introduction of multi-grade secondary schools.
- Developing an innovation fund for improving access in rural areas at secondary, with a focus on girls.
- Supporting efforts to improve provision for students with disabilities.

Reducing Adolescent Pregnancy

- Supporting work to increase demand for contraception and to help make contraceptives more accessible.
- Working with church groups looking at the argument in favour of access to contraception.
- Strengthening sexual health education within schools.

School-to-Work Transitions

- Supporting advocacy for TVET as a viable alternative to university, both within the government and the wider public.
- Supporting TVET institutions through capacity building including developing an innovation fund for improving access to TVET in rural areas.
- Supporting careers advice and lifeskills programming.
- Engaging business including effective mapping of skills needed in the economy.



- Strengthening adult education, with a focus on women in poor communities who have failed to matriculate and are illiterate.

Higher Education

- Strengthening the government's efforts to regulate the private university sector
- Capacity building existing institutions in underserved areas.

Professional Development: Training and Leadership

- Investing in the future pipeline of teachers through reforms to teacher training, with a specific focus on multigrade and bilingual education.
- Improving continued professional development of teachers, providing support to pressure them to change.
- Strengthening school leadership training, including professional qualifications.

Governance and Management

- Taking a place-based approach and working on all aspects of system governance to make the system function which can then be recorded and replicated.
 - Capacity building regional education offices and UGELs.
 - Strengthening decentralised management including budget autonomy.
 - Strengthening monitoring and supervision of teachers, especially in rural areas.
- Strengthening the governments ability to regulate the non-state sector.
- Advocating for, and developing systems to permit, greater access to education information.

Global Best Practice

- Supporting efforts to modernise Peru's education system through research and piloting global best practice.
- Supporting regional administrations to identify and adopt examples of global best practice.
- Strengthening the Ministry of Education's own Innovation Hub.

Women's rights and violence against women

Research and Evidence on the Problem

- Investing in data on violence to bring visibility to the problem including through increased research.
- Supporting research on the intergenerational experience of violence and innovative solutions to prevent it.
- Supporting advocacy for greater public investment in prevention.



Prevention - Behaviour Change Initiatives

- Increasing public awareness and engagement through the media.
- Investing in gender sensitivity within the media (training, prizes, secondments).
- Supporting advocacy for gender sensitivity in education (including training teachers).
- Helping people need to better understand their rights in order to advocate for them and protect themselves and their families.

Prevention - Progressive Movements and Organisations

- Investing in grass-roots, women-led and youth-led movements.
- Supporting national and regional networks of civil society.
- Building a strategic rights-based lobby to counter the conservative groups in Congress.

Treatment and Services

- Supporting advocacy for greater budget allocation to support and treatment.
- Supporting local women's organisations who provide support to victims.
- Supporting cross-departmental coordination and multi-sectoral working.
- Advocating for secrecy in the location of refugees.
- Advocating for regional and local government to build more refuges.

Protection - The Police

- Setting up a phone number to call regarding violence against women; and connecting this to wider services, including the police.
- Supporting the police to recruit, train and promote more female officers.
- Supporting sensitisation and training of new and existing police, especially senior leaders.

Prosecution - Judiciary

- Supporting advocacy on why it is important to have services for victims and witnesses.
- Supporting advocacy for a larger budget share to justice and legal systems.
- Capacity building within the legal system - sensitising local prosecutors and judges.
- Supporting sensitisation of key stakeholders including prosecutors and judges.

Women's Economic Empowerment

- Supporting female empowerment through economic and political engagement.
- Strengthening school completion and school-to-work transitions in areas with high incidence of violence against women.
- Supporting micro-enterprise and micro-loan industry targeting women.



Governance and Management

- Strengthening Ministry of Women and Vulnerable Populations' role as lead Ministry (national and regional).
- Capacity building at the regional level, for example looking at regional and expenditure processes/protocols, so that funding is allocated more effectively.

Other and cross-cutting issues

- Supporting reductions in adolescent pregnancy, including through specific work in education.
- Working with domestic workers and forced laborers, which is a priority of the Ministry of Justice; the area needs research, advocacy and community engagement.
- Working with the Ministry of Justice, public prosecutor's office and the police to tackle the issue of trafficking, particularly for children: building the capacity and sensitising each group; funding additional specialist roles in each province.
- Supporting public sensitisation around the issue of human trafficking, especially around the legal frameworks and definitions.
- Invest in educational television: whether explicit TV shows for children or ones for families and adults exposing key issues.
- Supporting youth activists across a broad spectrum of themes to advocate for social change.
- Developing a child-protection campaign (e.g. 'Childline' model) in Peru.
- Working with one geography (region, province or district) to provide better public services through capacity building and coaching of the central administration.
- Supporting improved budget execution at all levels of government.
- Working with local governments to develop plans to unlock canon funds.
- Reviewing the effectiveness of the 'canon' structure and potentially revise legislation.
- Producing a guide to the use of canon funds could help local governments and NGOs navigate the system.