



# GEMS

Girls' Education Monitoring System

## PERU COUNTRY STUDY

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## Peru List of Acronyms

AIR	American Institutes for Research
CSO	Civil Society Organizations
G/WID	Global/ Women in Development
GEMS	Girls' Education Monitoring System
GWEA	Girls' and Women's Education Activity
MED	Ministry of Education
NGO	Non Governmental Organization
PROMUDEH	<i>Ministerio de Promoción de la Mujer y Desarrollo Humano</i>
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

### Introduction

This document summarizes the findings of a review of the progress of the USAID-funded New Horizons (*Nuevos Horizontes*) project in Peru. The four year life of the project is examined in relation to the strategic framework for the USAID/G/WID Girls and Women's Education Activity, of which the New Horizons project forms a part. The study is based on analysis of project documents, manipulation of the available national education statistics for Peru, and fieldwork conducted in Peru during June of 2001.

### Background

New Horizons began in April of 1998 as a Special Objective within USAID/Peru's results framework. The focus of the Special Objective *Expanded opportunities for girls' education in target areas* was on increasing girls' persistence in schooling. Although the effort was targeted at rural areas, had a national scope in terms of raising understanding throughout Peru of the educational barriers facing rural girls. The Mission buy-in to the WID Office Girls' and Women's Education Activity was to be \$1.2 million dollars over four years of implementation. The project provided technical assistance to local organizations and individuals in carrying out actions to help girls stay in school. The principal activities were: studies to identify barriers to girls education; technical support of partnerships created to develop appropriate policies, programs and practices to address barriers to the education of primary school-age girls; and testing pilot interventions to overcome barriers in target areas.

As CARE International/USA was a subcontractor to the American Institutes for Research on the G/WID project, CARE-Peru was designated the implementing organization. The first project activity was the selection of Peruvian leaders from a number of sectors to participate in an international conference on girls' education in May of 1998. The delegation, of 27 people, with the organizations that they represented, built on the conference to form the Network of Girls' Education. The Network conducted meetings and commissioned studies, which provided the background for the development of an "open agenda" that served as the framework for discussion and action planning. A national conference was arranged in June of 1999 where the agenda was presented for discussion. The conference brought together local leaders from a number of departments with large rural populations to discuss the agenda and suggest how it might be implemented at the local level. Several of the department leaders who participated in the conference decided to start local networks made up of a cross-section of organizations similar to that of the national network. Another outcome of the conference was a national campaign to promote the importance of girls' education, carried out in conjunction with McCann Erickson of Peru, a member of the network.

Activities in 2000 focused on the work of local networks and the organization of a second national conference, dedicated to exploring the right of girls to self-expression and the barriers that prevent girls from expressing themselves at home, in school and in the community. An outcome of this were recommendations about the educational needs of children whose mother tongue wasn't Spanish and the drafting of a law in favor of the education of rural girls. The New Horizons and the Network undertook refining the conference document and lobbying for its approval with Congress. Given the disintegration of the Fujimori government and the subsequent transition government the law was not immediately approved. However, ongoing awareness and lobbying efforts by Network members led to the unanimous passage of the legislation in late October of 2001.

Additional activities of the project in 2001 were: an exchange inviting rural girls to speak out on their educational needs; workshops provided for four local networks on how to promote and monitor attendance and effective use of time by female students; the organization of a competition for research studies on girls' education; and the initiation of planning to ensure the continuation of the National and Regional Networks.

### **Principal Results**

- Increases of 7.9% nationally and 25.9% in target area of Ayacucho in estimated fifth grade attainment rates among rural girls
- Increases of 14.1% nationally and 32.7% in target areas in estimated fifth grade attainment rates for urban girls
- Similar albeit slightly lower estimated increases in completion rates for boys
- Formation of a "core" group of organizations from different sectors, committed to improving girls' persistence in school through the National and Regional Networks
- Government and civil society organizations are active partners in the Network
- Passage of national legislation supporting the education of rural girls, during a period of rapid political change
- Leveraging of \$279,566 of non-USAID funds (\$168,395 nationally and \$111,171 in Ayacucho) invested in girls' education efforts.

### **Challenges**

- Completion rates in rural areas remains low (less than 50% nationally and in target areas)
- The Network must resolve issues of organizational structure and support of administrative functions carried out by the project
- There has been no change in the level of government funding for primary education over the last five years
- Non-USAID funds come primarily from the private sector for short-term actions in its area of expertise or from community groups for school infrastructure improvements

## **Implications**

- The results suggest that the EGAT/WID goal of a 20% increase in girls' completion rates over 10 years can be met through the strategies used by New Horizons, if activities continue and the projected completion rates are borne out over time
- The Network will need to focus on issues of educational quality to ensure high female (and male) completion rates
- Broader financial support will be needed, if the level of activity supported through New Horizons is to be continued by the Network
- Either other donors or private sector members may have to support the administrative functions of the Network

# PERU COUNTRY STUDY

## I Introduction

USAID's investment in girls' education in Peru is of relatively recent duration. It began in April of 1998 as a Special Objective within the Mission's results framework. While the Mission did not have the resources to become substantially involved in the education sector, it was felt that a focus on increasing girls' participation in schooling, especially in rural areas, would complement the efforts of the Government of Peru in a critical area (USAID/Peru, April 1998). The Special Objective, *Expanded opportunities for girls' education in target areas*, was designed to enable the Peruvian government and civil society organizations to formulate, institutionalize and implement actions for girls' education that would lead to greater participation and persistence of girls in primary schooling. Although the effort was targeted at rural areas, it was to have a national scope in terms of raising understanding throughout Peru of the educational barriers facing rural girls. The Mission buy-in to the WID Office Girls' and Women's Education Activity was to be \$1.2 million dollars over four years of implementation. The project provided technical assistance to local organizations and individuals in carrying out actions to help girls stay in school. The principal activities were: studies to identify barriers to girls education; technical support of partnerships created to develop appropriate policies, programs and practices to address barriers to the education of primary school-age girls; and testing pilot interventions to overcome barriers in target areas.

At the time the program began, Peru was considered relatively successful in educational access within Latin America. However, while net primary enrollment was estimated as close to 90 percent, efficiency was a serious problem, with over fifty percent of the primary school population over-age. The greatest percentage of over-age school children was in rural areas, where 70.2 percent were above the appropriate age for the grade in which they were enrolled. Rural women were more disadvantaged educationally than men, having on the average only 1.7 years of schooling compared to 3.5 for males.

The Ministry of Education had begun the implementation of a 15-year development plan aimed at expanding access and improving the quality of primary education. The plan was designed to meet the needs of a technology-driven economy through reforms in teacher training, curriculum and teaching materials. The plan did not, however, specifically address disparities between girls and boys and the specific barriers that hinder girls' progress in school.

In the following year, USAID/Peru began a second project called Opening Doors (*Abriendo Puertas*) that complemented the girls education program (USAID/Peru, 1999). This effort provided funding to respond to the Summit of Americas focus on quality primary education by supporting a variety of interventions that were designed to overcome impediments to female primary school completion in target rural areas.



## **II Socio-Political Context**

The project was initiated in a period of political upheaval in Peru. Respondents described the period as one of decreasing trust in government as the Fujimori administration maneuvered to position the sitting president for a third term in office. Difficulties in obtaining information from government agencies were said to increase and there was greater concern about expressing oneself in public. This was especially true in areas that might not appear to be in line with government policies.

From Fujimori's announcement to seek a third five-year term in December of 1999 until his resignation in November of 2000, the country was in political turmoil. First, the opposition parties held the April presidential election results in question, and in May, presidential challenge Alejandro Toledo called for a delay in the run-off election, then withdrew from the race, citing fears of voting irregularities. Fujimori won the subsequent election and on July 23, took the oath of office. However, in September, a video filmed prior to the May election was aired on national television. This video showed Peruvian security chief Vladimiro Montesinos bribing opposition leader, Luis Alberto Kouri.

Montesinos fled the country and Fujimori announced that he would call new elections in which he would not be a candidate. Vice President Francisco Tudela resigned after Montesinos was allowed to return to Peru. Amid rising national clamor, Fujimori attended the Asia Pacific Economic Cooperation forum in Brunei, and then continued to Japan where he formally resigned in a letter to Congress on November 20, 2000. Two days later, Congress swore in Valentin Paniagua as interim president and elections were set for April of 2000. In February of 2001, Congress voted for the indictment of Fujimori. In June, Alejandro Toledo won the presidential run-off election against Alan Garcia and was sworn in on July 28, 2001.

## **III The New Horizons Program**

### **A. Project Development**

With approval of the Special Objective, the project, called "New Horizons for the Education of Girls" began in April of 1998. As CARE International/USA was a subcontractor to the American Institutes for Research on the project, CARE-Peru was designated the implementing organization. Ana Marie Robles was hired by CARE to serve as project director and immediately began the first project activity. This activity was the selection of Peruvian leaders from a number of sectors to participate in an international conference on girls' education in May of 1998. The project team worked with USAID and G/WID to identify and invite a relatively large delegation of 27 people. These individuals represented a heterogeneous group of organizations from sectors such as government, commerce, academic institutions, and non-governmental institutions working with education or women's issues. This group met prior to leaving Peru and then had three meetings during the conference. The meetings served to discuss issues of

girls' education raised at the conference and to plan what might be approaches to addressing the issue of girls' education in Peru.

When the delegation returned from Washington, D.C., they continued to meet about what they could do as a group to promote girls' successful completion of primary school. In June of 1998, they formed a network of organizations to work together on issues of girls' education, with the New Horizons project providing technical support and coordination. The Network included: a number of government organizations such as the Ministries of the President, Education, Women and Human Development, and Health, two congressional commissions, and the Office of the First Lady; confederations made up of private business, social communication leaders, organizations to promote women's issues, and those concerned with dialogue on educational issues; academic institutions such as the Institute of Peruvian Studies, the education department of the Catholic University, and *Colegio Inmaculada*; and international donor organizations such as UNICEF, Save the Children UK, and USAID. The Network has since expanded to include additional NGOs and international donors.

The Network, through the New Horizons project, commissioned several studies to help orient their efforts. One study, carried out by the Institute of Peruvian Studies, examined the situation of rural girls in terms of national statistics, whereas a second study looked specifically at the situation of girls of primary school age in the department of Ayacucho. Ayacucho was chosen as a target area because of the potential impact of the project on many of the barriers to girls' primary school participation. The department had been heavily penetrated by the *Sendero Luminoso* movement, it was largely rural and poor, and had low levels of adult literacy among women.

The findings from these studies were used by the Network to develop an "open agenda" that served as the framework for discussion and action planning. The principles of the agenda were: that all rural girls are enrolled in primary school at the appropriate age; that girls are provided with time and the conditions to study; that girls receive attention to the needs of puberty; that girls are provided with effective learning opportunities in school; and that girl-friendly schools are valued and implemented. A national conference to discuss the agenda was organized in June of 1999 where the agenda was presented for discussion. The conference brought together local leaders from a number of departments with large rural populations to discuss the agenda and suggest how it might be implemented at the local level. Several of the department leaders who participated in the conference decided to start local networks made up of a cross-section of organizations similar to that of the national network. The national network was to provide some support to these networks and to encourage the formation of additional ones. To date, most of the efforts of local networks are seen to be the result of individuals who have taken on the leadership of the organization in a given department.

The national network developed a plan of operations near the end of 1998. However, it purposely did not seek to become a legally constituted organization under Peruvian law. It was felt that because of the diverse nature of the membership, some partners, such as international donor agencies might be excluded. In addition, the time

and resources needed to pursue legal status might take away from the mission of the group.

Several activities of national scope followed the conference. A national campaign to promote the importance of girls' education was developed in conjunction with McCann Erickson of Peru, a member of the network. The campaign used television and radio to focus on the number of out-of-school girls and the importance of schooling to success in life. Workshops on fund-raising were also held for members of the network. However, given its lack of organizational status, the skills and strategies imparted during the workshops were felt not to have been applied.

Activities in 2000 focused on the work of local networks and the organization of a second national conference. This conference, called "I want to speak" (*Quiero Tomar la Palabra*) was dedicated to exploring the right of girls to self-expression and the barriers that prevent girls from expressing themselves at home, in school and in the community. The conference looked for more departmental participation, which contributed to specific recommendations about the educational needs of children whose mother tongue wasn't Spanish, as well as support for a law in favor of the education of rural girls. The New Horizons project hired a consultant to draft a law to this effect.

After the disintegration of the Fujimori government, the law was pushed forward with the transition government and received the general support of all political parties. However, it was not approved during the transition government and was again moved forward after the new government of Alejandro Toledo took power in July of 2001. Awareness and lobbying efforts led to the unanimous passage of the legislation supporting the educational rights of rural girls in late October of 2001.

As part of the efforts of the transition government, a national consultation on education was held and several members of the network participated in this activity. Network participants felt that the ideas of girls were not being highlighted sufficiently in this consultation. The network, therefore, organized a national exchange, entitled "Girls' Voices, which featured young girls speaking about their own educational needs. The findings from this exchange were submitted as an addendum to the national consultation.

Additional activities of the project in 2001 were: workshops provided for four local networks on how to promote and monitor attendance and effective use of time by female students; the organization of a competition for research studies on girls' education; and the development of a plan to ensure the continuation of the national network.

## **B Project Organizational Structure**

The project organizational structure has had advantages and disadvantages. All of the individuals involved with New Horizons stated that having CARE as the implementing organization facilitated the formation of the National Network and other aspects of the project, because of the organization's national presence and high visibility.

However, the role of the project as a technical assistance provider to the Network, of which CARE was a member, required careful role management by project personnel. Project staff served as administrative support for the Network, but encouraged other Network members to take lead roles in publicizing Network positions and activities. The transparency and dedication of the New Horizons project director to furthering girls' education was also cited as an important element in collaboration among members and the success of Network efforts. Thus, the initiative was not perceived of as a CARE program, but rather a program with wide civil society participation.

The project's assumption of many of the administrative functions of the Network, however, delayed decisions about how to ensure efficient Network actions over the long term. Both the formal organizational structure of the Network and ongoing support of administrative functions were under discussion as the project neared completion.

In terms of personnel, New Horizons staff and others interviewed, felt that more might have been accomplished with additional staffing. It was felt that a greater variety of sectors might have been tapped and work undertaken in more local areas with additional human resources.

## **IV Findings**

### **A Trends in Enrollment Ratios and Completion rates**

#### **1. Enrollment**

Rural girls are the primary target of the New Horizons project in Peru. Thus, national enrollment ratios and completion rates for rural girls are reported. However, owing to the length of time since the 1993 national census and the extensive internal migration within Peru, both gross and net enrollment ratios are unreliable. To attempt to deal with these problems, we have used the percentage of children of the appropriate age who are enrolled in the correct grade, as a proxy for examining change in access. This is consistent with one of the goals of the Network, which is to promote enrollment of girls at the appropriate age and uninterrupted continuation of schooling. We have also provided the percentage of boys and girls in the schools who are of appropriate school age but may not be in the appropriate grade.

Only three years of national statistics exist for Peru. Both grade-specific appropriate enrollment and school-age appropriate enrollment ratios were calculated for the years 1998, 1999, and 2000. As can be seen in Tables 1 and 2, there is very little difference in these enrollment ratios for boys and girls. Girls and boys have had a slight increase in grade-specific age appropriate enrollment in both rural and urban settings. Girls' school-age appropriate enrollment ratio has declined slightly in rural areas, whereas that of boys has increased in both rural and urban settings. It is important to note that girls' enrollment ratios are higher than those of boys on all comparisons. This suggests that the problem of enrollment, at least at the appropriate age, may not be a gender issue but rather a rural-urban phenomenon in Peru. This is especially evident in

terms of grade-specific age appropriate enrollment where the percentage of girls and boys enrolling in the appropriate grade at the right age in rural areas is almost 20 percentage points lower than in urban settings.

Table 1: Enrollment Ratios for Girls and Boys in Rural Areas by Grade-specific Appropriate Age Enrollment Ratios and School Appropriate Age Enrollment Ratios

<b>Years/Enrollment</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>Change 98-00</b>
<b>Grade-specific Enrollment Ratio</b>	%	%	%	%
Girls	36.8	37.3	38.5	1.7
Boys	35.8	36.7	37.9	2.1
<b>School-age Enrollment Ratio</b>	%	%	%	%
Girls	77.6	77.2	77.5	-0.1
Boys	75.8	75.8	76.2	0.4

Source: Database 1998-2000: Ministry of Education, Unit of Educational Statistics, Lima.

Table 2: Enrollment Ratios for Girls and Boys in Urban Areas by Grade-specific Appropriate Age Enrollment Ratios and School Age Appropriate Enrollment Ratios

<b>Years/Enrollment</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>Change 98-00</b>
<b>Grade-specific Enrollment Ratio</b>	%	%	%	%
Girls	54.3	54.8	56.9	2.6
Boys	53.8	54.1	56.2	2.4
<b>School-age Enrollment Ratio</b>	%	%	%	%
Girls	85.6	86.1	86.9	1.3
Boys	85.0	85.3	86.3	1.3

Source: Database 1998-2000: Ministry of Education, Unit of Educational Statistics, Lima.

The New Horizons project has collected yearly Ministry statistical data on the communities of Ayacucho, where the project is working with local interventions. Table 3 shows the trends for the two provinces of Huanta and Tambo in the department of Ayacucho, where the New Horizons project is working intensively in a total of 20 communities. Although there is within-year variation, girls have had a net increase in total enrollment from the baseline year of 1998 to 2000. The increases are small, totaling 22 girls in Huanta and 12 in Tambo, or less than 5% of the female school population. Boys, on the other hand, have had a net decrease. The decrease is 10 boys in Huanta and 39 in Tambo.

Table 3: Total and Percentage of Appropriate Age for Grade of Students in the 19 Pilot Communities of Huanta and Tambo 1998-2000.

Year/Province	1998		1999		2000	
	Number	% Appr. Age	Number	% Appr. Age	Number	% Appr. Age
<b>Huanta</b>						
Girls	456	17%	496	59%	478	23%
Boys	480	20%	491	56%	470	26%
<b>Tambo</b>						
Girls	538	15%	555	17%	550	18%
Boys	670	17%	646	16%	631	19%

Source: Database 1998, 1999, 2000, Proyecto Nuevos Horizontes Educación de Niñas/Warmi Wawakunapa Yachaynin, Educación Bilingüe Intercultural

The percentages in Table 3 show the grade-specific appropriate age enrollment for the school populations. In this case, there is an increase in the percentage of children of the appropriate age enrolled in the correct grade for both genders from 1998 to 2000. In Huanta, there appears to be a dramatic increase in children of the appropriate age enrolled in the proper grade. This may be a result of project activities or a counting error. The latter appears likely, as the overall school population does not increase correspondingly. Thus, the change from 1998 to 2000 would appear to be more reliable and shows that boys and girls exhibit similar increases of 6%. The trend data for Tambo are more consistent and also shows increases for students of both genders from 1998 to 2000. In this case, girls show a three-percent gain compared to 2% for boys.

## 2. Completion

Completion is operationally defined in the EGAT/WID framework as the attainment of fifth grade. In examining completion, the percentage of appropriate age children at each grade level was used as a proxy measure for promotion. Given the difficulties with the national statistical data, it was assumed that these data would be relatively stable, as they dealt with only children in school. Thus, the change in the percentage of children of the appropriate age advancing from one grade to the next, over the course of two years, was used for conducting a reconstructed cohort analysis. Tables 4 and 5 present the cohort analyses for the national population and for the target area of Ayacucho, using these data.

Table 4: Reconstructed Cohort Analysis of Fifth Grade Attainment for Appropriate Age Children in Rural Areas: National and Ayacucho

	National		Ayacucho	
	Girls	Boys	Girls	Boys
1998-1999	41.1	37.3	23.5	28.0
1999-2000	49.0	45.1	49.4	41.4
Change	+7.9	+7.8	+25.9	+13.4

Source: Database 1998-2000: Ministry of Education, Unit of Educational Statistics, Lima.

As can be seen in Table 4, there were increases in the estimated percentages of the cohort reaching fifth grade for both girls and boys. As with enrollment, rural girls for the country as a whole have higher estimated completion rates than boys. However, in Ayachucho, estimated completion was lower for girls in the 1998-1999 cohort. The trends are similar for national cohorts and for Ayachucho, although the magnitude of the change differs. The increase in rural girls' completion nationally is almost exactly the same as that for boys, whereas in Ayachucho, girls' completion rates are nearly double those of boys.

Trends in urban areas (Table 5) are similar to those in rural areas. Nationally, estimated completion increases for boys and girls have only slight gender differences. Again, girls have higher completion rates in both cohorts than boys. In urban areas of Ayachucho, girls have slightly lower completion rates in the 1998-1999 analysis but greatly increase completion in the 1999-2000. Boys also show a relatively large increase in completion rate, but it is less than that of girls. While the data must be interpreted with caution, given the problems discussed previously and the magnitude of the Ayachucho increases, the direction of the trends is consistent. This suggests that, especially in Ayachucho, the project is having an impact on the persistence of girls in school.

Table 5: Reconstructed Cohort Analysis of Fifth Grade Attainment for Appropriate Age Children in Urban Areas: National and Ayachucho

	National		Ayachucho	
	Girls	Boys	Girls	Boys
1998-1999	60.4	58.2	25.5	26.5
1999-2000	74.5	73.5	58.2	54.9
Change	+14.1	+15.3	+32.7	+28.4

Source: Database 1998-2000: Ministry of Education, Unit of Educational Statistics, Lima.

## **B Trends in the Promotion of Girls' Education by Civil Society Organizations**

### **1. Organizational Participation**

The baseline for civil society participation began with those representatives of institutions who participated in the Washington, D.C. conference in May of 1998. Eleven organizations had representatives at this conference (Silva, 2000). These organizations became the founders of Network of Girls Education, created later in the same year. The project eventually identified a pool of 34 organizations that worked on women or children's issues that were civil society organization with an immediate potential to initiate actions. In addition, four regional networks were formed that were to initiate actions in specific departments of the country. These departments were Ayacucho, San Martín, Amazonas, and Junín and Huancavelica.

Table 6 shows the organizations that initiated actions during the three and a half years of the project. As this table shows the total number of organizations initiating actions, organizations are counted only once, even if they initiated multiple actions. The

totals shown here differ somewhat from those reported by the project, as they included international organizations such as UNICEF, Save the Children UK and Save the Children Canada. For consistency in comparing results cross-nationally, we have only considered national organizations. As can be seen, 21 organizations initiated actions. This constituted 55% of the targeted pool of organizations. Seventeen of the organizations worked at the national level. In addition, the four regional networks all initiated actions. The number of new organizations initiating actions is similar for 1999 and 2000, the two complete years of the project. It appears that there is a decline in 2001. However, this may be the result of data being collected in the middle of the year.

Table 6: Number of Peruvian CSOs Initiating Actions in Girls' Education by Year

Years/Organizations	Pool	1998	1999	2000	2001
National	34	3	7	4	3
Regional	4	0	1	3	0
Total CSOs	38	3	11	18	21

Sources: Silva (2000) and Robles (personal communication)

## 2. Types of Actions

The types of actions were examined by sector. Table 7, includes all of the actions undertaken by each civil society organization and, thus, is somewhat greater than the number of organizations. Again the totals differ from those in project reports, because actions had to include the use of national, regional or local resources and, therefore, simply attending a meeting or giving a presentation were not counted. As can be seen from the table, the majority of actions, with a national scope, initiated by Peruvian organizations dealt with social awareness. They included such things as support of national conferences on girls' education, design and implementation of television and radio campaigns on the importance of girls attending and completing school, breakfast briefing and planning meetings, and the like. NGOs carried out the largest percentage of social awareness actions (28%) and were responsible for more than half (56%) of all actions. However, in actions related to social awareness, the business sector also made a significant contribution, carrying out 20% of all actions. These actions tended to be those that were most costly, such as television campaigns and support of conferences. Business was the second most active civil society sector, carrying out 22% of all actions.

Actions related to policy were carried out almost entirely by NGOs. Such actions were principally the efforts of the Girls' Education Network to have a law promoting education for rural girls brought before the Peruvian Congress. Teacher training actions were contributions to national curricular efforts in the areas of gender or equity, whereas the few actions related to incentives were those promoting a competition to carry out



Table 7: Actions initiated by CSOs by Type of CSO and Type of Action

Type of Action/ Organization	No. of Orgs*	No. of actions	Infrastructure % of Total	Incentives % of Total	Community Academic Support % of Total	Curric % of Total	Teacher Training % of Total	Policy % of Total	Social Awareness % of Total
NGO	18	30 (56%)	2% (1)	2% (1)	0	0	7% (4)	17% (9)	28% (15)
Religious	1	1 (2%)	0		0	0		0	2% (1)
Business	8	12 (22%)	0	2% (1)	0	0		0	20% (11)
Foundation	Na								
Media	4	6 (11%)	0	0	0	0	2% (1)	2% (1)	7% (4)
University	3	5 (9%)	4% (2)	0	0			0	6% (3)
Total	34	54	6% (3)	4% (2)	0	0	9% (5)	19% (10)	63% (34)

\*Includes potential organizations  
Source: New Horizons documents

research on girls' education. Infrastructure actions related to the provision of space for meetings or conferences. The religious sector had the fewest definable actions, the exception being carrying out a campaign related to equity in schooling. However, several of the participating educational institutions had religious affiliations.

### C Trends in Public Sector Support of Girls' Education

Table 8 shows the public sector units that the New Horizons project identified as dealing in some way with girls' education. As can be seen, eight different units carried out a total of 39 actions. Although the guidance calls for a cumulative total to be reported, public sector units were examined by year over the course of the GWEA project to assess trends in government participation. Again, the totals differ somewhat from those reported by the New Horizons project in its various reports. This is a result of the definitions used in this study, which eliminate such actions as participation of government representatives in national or international conferences, when such participation is financed from outside the government organization. Only actions that involve national, regional or local resources have been considered. Whereas the project included actions such as teacher training and materials for bilingual education, under the assumption that such actions would benefit girls, these were not included in our study unless specific reference to meeting the needs of girls was included in the documentation. Thus, while the project identified 44 MED actions, we found only 14 that were directly linked to girls' education. These actions still constitute the largest percentage of actions

by government organizations, making up 37% of all government actions related directly to the persistence of girls in primary school. Many of the MED actions were related to its membership in the Network of Girls' Education and included the organization of planning meetings, the publication of strategy documents and the undertaking of diagnostic studies and pilot projects such as El Saber de las Niñas. This project was implemented through CARE and was designed to disseminate the principles of the Open Agenda for Girls' Education to rural parents. Other actions, especially in the later years of the initiative, included launching a campaign for enrollment at the appropriate age, collaboration with the USAID-funded girls' education project, Abriendo Puertas, and working with teacher training institutes in rural areas to incorporate gender in their curricula.

Table 8: Number of Public Sector Units Initiating Actions in Girls' Education by Year

<b>Units</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>Total</b>
Ministry of Education	5	2	6	1	14
PROMUDEH	1	2	2		5
Ministry of Health		1			1
Ministry of Finance	1	1			2
Congress	1		1	1	2
Office of the First Lady	2	2			4
Council of Ministers	2				2
Local Networks	0	3	5		8
<b>Total</b>	<b>12</b>	<b>11</b>	<b>14</b>	<b>2</b>	<b>39</b>

Source: New Horizons documents

Congress, through the committees participating in Network, has carried out a total of three actions. The most important action was the unanimous approval of legislation supporting the education of rural girls by the Congress in October of 2001.

Other ministries carried out actions in their areas several of which generally focused on issues not exclusively related to girls' education. However, PROMUDEH, the ministry charged with the defense of children's rights, organized planning breakfasts, and disseminated information on the importance of girls' education as a strategy to defend the rights of rural girls. Similarly, the Ministry of Health developed planning strategies that supported the policies of the Open Agenda. The Council of Ministers helped to generate funds public funds for the national conferences on girls' education, and congressional membership promoted several testimonies on issues of the education of girls. While the First Lady participated in the international conference on girls'

education in Washington in 1998, the office itself undertook no actions. However, an advisor to the First Lady, in her capacity as representative to the National Network, developed several options for a legal organizational structure for consideration by the Network.

Although actions were reported to be underway in all four Local Networks, specific documentation of these actions was available only for Ayachucho at the time of the study. In Ayacucho, actions included the negotiation of agreements for local government support of communities undertaking actions. Most of the actions reported were encouraging communities to enroll girls in school, either through awareness efforts or actual school infrastructure improvements. These are discussed more fully in the section of local efforts.

#### **D Trends in Leveraging Resources**

In order to determine the number of CSOs with increased resources leveraged from non-USAID sources, a survey was carried out with those organizations that were identified as potential or actual actors in girls' education. The results of the survey, reported in Silva (2000), asked organizations to state whether they had initiated actions promoting girls' education in each of the project years. The responses of the organizations that agreed to answer the survey are shown in Table 9. As might be expected, business was the most successful sector in carrying out actions without USAID support. In addition, all of the NGOs that provided information, with the exception of CARE, reported carrying out at least one action without USAID financial support. The relatively high participation of Education organizations reflects the provision of space for conferences and meetings by two different institutions of higher learning at different points in time. The number of organizations increases in each year, with the highest total in the third year of the project.

Table 9: Organizations Stating Increased non-USAID Resources by Organization Type

	No.	Year 1	Year 2	Year 3
NGO	5	0	1	3
Religious	1	0	0	1
Business	6	2	4	6
Media	1	0	0	1
Education	2	0	2	2
			0	
Total	15	2	7	13

Source: Silva 2000

The actual level of non-USAID support was extracted from New Horizons project documents and reports, as well as from personal communication with the New Horizons project director. Table 10 provides a summary of trends in resource generation for the

different sectors engaged in girls' education. As can be seen, the majority of local funds dedicated to girls' education were generated through the efforts of business. The efforts of the business sector made up 55% of the non-USAID resources leveraged, and 62% of the funds leveraged solely by civil society organizations. This includes primarily the development and funding of media spots and support of conferences and meetings. Some of the funding for the latter activities is also included in the unaccounted category, where the total amount of expenditures was available, but could not be easily attributable to specific organizations. This category also includes investment in the research competition on girls' education carried out in mid-2001. Media investment is also related to social awareness campaigns on the importance of girls' education. Investment by NGOs is relatively low considering that over half of the identified actions were initiated by such organizations. This suggests a reliance on USAID funding to carry out their work in girls' education.

Support from international organizations, other than USAID, was \$23253. This was about 14% of the total funds generated and was mostly for conference support, documentation and promotional materials, such as logos and videos. Totals in 2001 were estimated for the first six months of the year. As can be seen, they are much less than half of that of the previous year. This is, in part, the result of the Network members focus on the congressional recognition of the law on education for rural girls, as well as preparing for closure of the New Horizons project.

Table 10: Peru Non-USAID Investment in Girls' Education 1998-2001

Year/Organization	Year 1	Year 2	Year 3	Year 4*	Total
NGOs	\$545**	\$1746	\$3256	\$6504	\$12051
Religious	0	0	\$857	0	\$ 857
Business	\$611	\$76790	\$15438	\$58	\$92897
Media	0	0	\$7725	0	\$7725
Education	0	1529	\$2412	\$116	\$4057
Unaccounted	0	\$13232	\$2409	\$5125	\$20766
Total	\$1156	\$93297	\$32093	\$11803	\$150835
Government	0	0	\$6789	0	\$6789
International Donors	\$1000	\$ 3230	\$17679	\$1344	\$23253
Grand Total	\$2156	\$96527	\$56565	\$13147	\$168,395

Source: New Horizons and AIR Quarterly Reports, Ana Maria Robles (personal communication)

\* Estimated for first six months of the year.

\*\* Amounts in USD corrected for annual local currency fluctuations

## E Trends in Public Sector Investment

Public sector investment was defined as the percentage of the Ministry of Education budget that is allocated to girls' education. Where such data are not available or kept, rural primary education as a percentage of the Education budget is used, as a proxy. Where these data are not available, primary education as a percentage of the education budget is used to track trends. It is obvious that such an indicator only makes

sense where there are targeted percentages within an overall strategy, as if taken to a logical conclusion, using this indicator would lead to the entire Ministry budget going to girls' education or primary education. However, given that all of the countries have limited investment in primary education, the indicator is useful in the short-run. These data were gathered from the Ministry Economy and Finance, as reported in Silva (2000).

As shown in Table 11, public sector investment in primary education has remained relatively stagnant over the years that the New Horizons project has been in operation. The government does not report allocations for rural primary education nor for girls' education, as separate line items. However, line items may change with the implementation of the law supporting education for rural girls.

Table 11: Primary and Rural Primary as a Percentage of the Total Education Budget by Year (New Sols millions)

Year/Category	1996	1997	1998	1999	2000
GNP	187.6	200.4	215.0	215.0	226.8
Education	5.4	6.2	6.2	6.9	7.2
Education % of GNP	2.9	3.1	2.9	3.2	3.2
Primary as % of Education	54.4	55.3	54.0	54.1	54.1

Source: Silva 2000

## **F Trends in Improved Knowledge to Implement Policies, Strategies and Programs for Girls Education**

Lists of studies and tools were compiled as part of the New Horizons formative evaluation efforts (Silva, 2000). This information was updated through interviews with project staff in June/July of 2001. For the current review, these lists were reviewed to determine if the documents met the criterion of utilization established in the guidance. That is, tools and studies must be written or graphical information or procedures, based on empirical evidence, that provide knowledge on the implementation of activities to promote girls' education. Although the guidance called for a cumulative total, tools and studies were divided by the years in which they were used since project initiation, in order to identify trends.

Table 12 shows that 19 tools or studies were commissioned, produced, or requested by Peruvian organizations involved in girls' education at the time of the study. As might be expected, there was a heavy reliance on studies during the first two years of the project. These studies focused on the situation of girls in schools in particular areas of the country and also included bibliographies and statistical summaries of the national situation. The tools, were not those that dealt with procedures for implementing projects or programs but rather were position papers such issues as the Girls' Education Network's open agenda, and the Ministry of Education strategies for girls' education and bilingual education. The total number of studies for 2001 was likely to rise by year's end,

given that the New Horizons project had sponsored a competition to fund several research studies on girls' education. The winners of the competition had been selected at mid-year and were preparing to begin their studies, at the time of data collection for this review.

Table 12: Number of Analytical Tools and Studies by Year

Type	1998	1999	2000	2001	Total
Tools	2	1	2	1	6
Studies	6	5	2	0	13
Total	6	6	4	1	19

Source: CARE records

The National Network, through its members, produced numerous flyers, brochures, and other informational materials over the life of the project. As these materials did not meet the criteria of presenting evidence for implementing actions promoting girls' education. No requests for the packet of materials produced centrally by the GWEA project were documented. Local Peruvian staff felt that the initial production of these tools in English limited their usefulness, and that the Network's agenda had been formed by the time the materials become available in Spanish.

#### **G Trends in Mobilizing Leadership to Promote Girls' Education**

The formative evaluation study conducted by the New Horizons project found no evidence of leaders who made public proclamations allocating personal or organizational resources for girls' education (Silva, 2000). Thus, mobilization of leaders was defined by project personnel as simply representatives of organizations who made public proclamations about the importance of educating girls. Sixty-two organizations were identified (35 civil society organizations and 27 public sector organizations). At the time of the study, 27 of the leaders of these organizations had made public proclamations.

#### **H Trends in Broadened Local Community Participation to Promote Girls' Education**

The indicator of broadened membership can apply only to NGOs. Private sector organizations generally do not attempt to increase membership, but rather look to increase production and thereby reduce personnel. Public sector organizations may have the same objectives and law often determines the size of public sector membership. As the indicator focuses on "growth in membership within organizations that promote girls' education," only those organizations that have initiated actions were considered. Similarly, as Networks at both the national and departmental level have been the focus of the effort in Peru, change in the number of member organizations in such networks was examined, rather than increases in the membership of individual organizations.

At the national level, documents produced by the Network list a change in

membership from 21 organizations in June 1999 to 25 in April of 2001. New members included a pedagogical institute, a member of the media, a private sector organization and an international donor agency. The departmental Network in Ayacucho has expanded from 25 original organizations to 34 members (Heyman and De Wilde, 2001). Heyman and De Wilde also identify five local networks that have been established subsequent to the founding of the San Martín departmental network. No information was available on increased membership in the departmental networks of Amazonas and Junín and Huancavelica.

The CARE-Peru field office serves as the headquarters for the Ayacucho network and the New Horizons project funds some of the activities of the network and provides technical assistance support. Thus, documentation of the achievements of this network is more complete than that of other departmental networks. The Ayacucho network is involved with 19 communities in two districts, Huanta and Tambo. A number of actions are underway in these communities including awareness building on the importance of educating girls, a bilingual intercultural education project, professional development and technical support for teachers to raise girls' self-esteem, school committees to monitor student and teacher attendance, and adult literacy efforts. Awareness efforts began almost with the founding of the network, most of the other actions, however, began in mid-2000 or later. Project staff compiled a list of the community-level actions undertaken in conjunction with the work of the network and monetary or in-kind investment by communities in these actions. The actions and level of investment is show in Table 13.

Table 13: Ayacucho Local Investment in Girls Education

<b>Year/Actions</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>Total</b>
School Construction	S/141,500	S/15675	S/133730	S/68000	S/358,905
Improvements for girls	S/4500	0	S/640	S/17000	S/22,140
Learning materials	0	S/1500	0	0	S/1500
Nutrition	S/450	S/1325	S/4780	0	S/6555
Total	S/146,450	S/18,500	S/139.150	S/85,000	S/389,100

Source: CARE-Peru Staff

As can be seen, the actions generated S/ 389,100 or approximately \$111,171 in local investment. The bulk of the actions related to school construction such as road improvements, walls, teacher living quarters, school kitchens, and classroom repair, which benefited both boys and girls. About \$63500 was invested in latrines and other improvements that were specifically to encourage girls to attend school. Relatively small amounts were invested in learning materials and nutritional improvements, such as school gardens.

## **I Trends in Strengthened Teacher Performance to Improve Girls' Primary School Participation**

At the time of the study, the local implementers of girls' education actions had not examined classroom behavior to determine if pedagogical actions, such as the bilingual education program, were affecting girls' participation in the classroom. Anecdotal information suggests that enrollments have increased greatly as a result of the actions, but change in actual classroom behavior remains to be evaluated.



## V Conclusions

### A Strategic Objective

**The New Horizons project has contributed to higher completion rates among female primary school students, most notably in the target area of the department of Ayacucho.**

Although data are limited, the two reconstructed cohorts that could be calculated showed estimated fifth grade attainment rate increases of 7.9% and 25.9% for rural girls nationally and in Ayacucho, respectively. The estimated increase in completion rates for rural girls in Ayacucho was almost double that of boys for the same period. For the national as a whole, the increase in completion rates for rural girls is only a tenth of a percentage point higher than that of rural boys. Urban completion rates followed a similar pattern, with girls showing increases of 14.1% nationally and 32.7% in Ayacucho. Again these increases were higher than those of boys.

**Despite increases in completion rates, overall primary completion is low in Peru. This is especially true for rural areas.**

Even with the projected increases in completion rates, less than half of rural Peruvian children attain fifth grade of primary school (49.0% of girls and 45.1% of boys). In urban areas, more than a quarter of the children of each gender do not complete primary school.

**Lack of primary completion is not limited to girls but is a serious problem for children of both genders, especially in rural areas. The problem is exacerbated by failure to enroll children in school at the appropriate age.**

Only about one-third of the rural primary school population is enrolled in the grade appropriate to their age, and more than 20% of this population is not of primary school age. The percentages are almost identical for girls and boys, suggesting substantial late enrollment and internal inefficiency.

### B Intermediate Results

**The number of civil society organizations initiating actions to promote girls' education is unlikely to grow rapidly. Rather, actions will be initiated by a "core" group of committed organizations.**

Over the three and a half year history of the initiative, actions were largely limited to members and affiliates of the National Network for Girls' Education. Of the organizations carrying out actions at the national level, 13 of 17 (76%) were Network members. Departmental networks carried all of the documented

regional actions out.

**Social awareness efforts, and the related area of lobbying for policy reform related to girls education, are likely to be the predominate actions undertaken by civil society organizations on a national scale, at least in the early years of an initiative.**

Eighty-two percent of the 54 actions carried out by civil society organizations at the national level were either social awareness efforts (63%) or related to policy reform (19%). Small percentages of the actions were dedicated to teacher training (9%), infrastructure (6%), and incentives (4%).

**NGOs are likely to carry out the majority of actions related to girls' persistence in school, but appear to rely heavily on outside funding to do so. Business is the sector most likely to generate internal resources.**

Peruvian NGOs carried out 56% of the identified actions promoting the girls' education and two-thirds of the participating NGOs surveyed stated that they had increased non-USAID funding for girls' education. However, the NGO sector was responsible for only about 7% of civil society funding generated for specific actions. All surveyed private sector organizations identified increased internal resources dedicated to girls' education, and this sector was responsible for 55% of the resources generated.

**The religious sector, at least in Peru, is unlikely to be an active member of partnerships to promote girls' education.**

With the exception of institutions of learning with religious affiliations, no religious organization was a member of the national network. The single religious organization identified as a potential partner carried out one action and was responsible for less than 1% of non-USAID funding invested in promoting girls' education.

**Government agencies can be active partners in coalitions to promote girls' education. While the participation of such agencies can generate financial support for targeted actions, it is unlikely to change national educational funding priorities, at least in the short-run.**

Six government agencies were members of the national network. These agencies, together with several others, carried out 39 actions, including providing funds to support conferences and dissemination of information. However, national funding for primary education did not change during the three years of the project.

**Studies are more important than implementation tools in the early years of carrying out a girls' education initiative. Both studies and tools will only be utilized if they are produced in the national language of the country.**

The number of studies produced or used by the Network was almost double that of the number of tools. The tools produced tended to rely on the studies as evidence for the needed reforms that the tools outlined. Materials produced internationally by the core project were generally not utilized, except by New Horizons staff, as they were originally available only in English.

**Leaders can be mobilized to publicly support a girls' education initiative, but such support is not likely to include public allocation of organizational resources to the effort.**

Over the three years of project implementation, representatives of 27 organizations spoke out publicly in favor of girls' education. However, none of these proclamations included announcing that organizational resources would be used to support actions.

**The strategy of creating local networks to promote girls' education appears successful in the Peruvian context for broadening local participation and generating local investment in education. Local investment is likely to be in infrastructure improvements that benefit both boys and girls.**

There has been an increase in the number of member organizations in the networks of both departments for which data were available. Over \$100,000 in local investment related to girls' education has been documented in the department of Ayacucho alone. Over 90% of these resources have been used for general school improvement.

## **C Project Organizational Structure**

**The national recognition of the implementing organization was critical in providing entry for New Horizons to Peruvian leadership in different sectors and providing the support structure for quickly launching the project.**

There was general agreement that having CARE as the implementing organization facilitated formation of the National Network and other aspects of implementing the project, because of the organization's national presence and high visibility. The unswerving commitment of the CARE project director to promote the importance of girls' education also was seen as important in moving the initiative forward.

**Network administrative support and the level of effort for actions must be resolved if the success to date is to continue.**

New Horizons staff carried out many of the routine Network administrative functions, neither the responsibility for such functions nor the funding of administrative support has yet been resolved, as New Horizons nears completion.

As the staffing for New Horizons was generally considered inadequate to carry out multiple technical and administrative functions throughout the country, level of effort for support must also be an issue.

## **VI Implications**

The New Horizons project appears on track to meet the ten-year goal of a 20% increase in girls' completion rates, if the work initiated by the project continues. Although results must be interpreted cautiously, given the limited data available, estimates suggest a 26% increase in the target area of Ayacucho. In the rural area, as a whole, the 8% increase in available cohorts within three years, if continued would result in a 24% increase.

The low completion rates for both girls and boys argue for a move by the Network from promoting girls' rights to complete primary school to a focus on the elements of schooling that will ensure that all children complete school with the skills and knowledge viewed as necessary to be successful in Peruvian society. The success of the Network in promoting dialogue and the recent national legislation supporting the education of rural girls should allow it, together with the Ministry of Education, to lead a national discussion of issues of educational quality. Key to such a discussion are the related issues of efficiency, such as encouraging children to enroll at the appropriate age and to make normal progress through school.

The EGAT/WID framework of using local professionals to act as a catalyst in bringing together organizations from different sectors to promote girls education has been effective. This is in part because the practice of networks was already common in Peru. The fact that the New Horizons project took on many of the administrative functions of the Network also contributed to its success. While long-term administrative structure of the Network is under discussion, it may be worthwhile to out-source administrative support to CARE or another Network member for the short term, if resources can be found among member organizations or Network supporters.

All sectors are not equally likely to be contributing members of a multi-sector coalition. In the case of Peru, the religious sector was almost a non-participant. Similarly, all member organizations will not make the same type of contributions, but rather will contribute in areas where they have expertise or other resources. This may mean that expansion should be thought out strategically and new Network members recruited on the types of resources that they might contribute (financial, professional or technical), in relation to the strategic goals of the Network. Such issues should be considered as part of any future organizational planning.

In leveraging financial resources from non-USAID sources, a reasonable assumption might be that other international donors would be the prime source of funds. This has not been the case in Peru, where only about 14% of non-USAID financing of actions has come from international donors.

Despite the effectiveness of using a small Peruvian technical staff as a catalyst, given the stated difficulties in carrying out activities that required dealing with a number of organizations in different sectors, at both the national and regional level, suggests that greater resources would enhance effectiveness. If this approach is to be replicated in other countries and if wider coverage is desired, donor agencies would be wise to plan for a higher level of investment than the resources expended for New Horizons.

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