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Citizenship Competencies and the Program of Education in Sexuality and Construction of Citizenship (PESCC): A Review of the Implementation of a Public Policy in Institutions of Primary and Secondary Education in Bucaramanga, Colombia

Civic education is becoming increasingly important in the Colombian context and is part of the educational priorities of the national government. Therefore, it has launched the Program of Education in Sexuality and Construction of Citizenship (PESCC) that integrates the standards in civic competencies with those of Social and Natural Sciences in the development of educational projects that promote respect and promotion of human, sexual and reproductive rights. The aim of this paper is to review the implementation of the public policy of PESCC, which was carried out in 24 public institutions in the city of Bucaramanga, Colombia, using the conceptual and methodological tools provided by the Ministry of National Education (MEN). The introduction underlines the importance of citizenship education in the Colombian context, the perspective adopted by Colombia regarding other countries in Latin America, the government proposals for education in citizenship and citizenship and civic competencies in the PESCC. Document analysis and content analysis were used to analyze the pedagogical matrices designed by 20 public educational institutions and the records of the visits to the institutions. The results show the strengths and barriers identified in the implementation of this educational policy. The conclusions suggest that educational innovations in citizenship must be accompanied by an evaluative process of the transformation of the institutions and the different actors of the educational community, in order to know the real impact of these initiatives on school life. Finally, some reflections are included for the implementation of this type of educational policies.

Introduction

Civic education is becoming increasingly important in the Colombian context and is part of the educational priorities of the national govern-ment. Therefore, it has launched the Program of Education in Sexuality and Construction of Citizenship (PESCC) that integrates the standards in civic competencies with those of Social and Natural Sciences in the development of educational projects that promote

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respect and promotion of human, sexual and repro-ductive rights. The aim of this paper is to review the implementation of the public policy of PESCC, which was carried out in 24 public institutions in the city of Bucaramanga, Colombia, using the conceptual and methodological tools provided by the Ministry of National Education (MEN). The first part of the introduction underlines the importance of citizen-ship education in the Colombian context and the perspective adopted by Colombia regarding other countries in Latin America. The second part describes the Colombian government proposals for education in citizenship. The third part reviews citizenship and civic competencies in the PESCC.

2 The Colombian context and citizenship education

For more than 50 years Colombia has suffered the scourge of war and violence and currently it is a country characterized by noticeable social inequa-lities and a high degree of corruption at all levels and sectors of the society. Violence and a lack of equity have provoked in the citizens general distrust of the rulers and their low interest in participating in the country's political life, which is reflected in the attitudes of young people, who are also disa-ppointed "about the main representative institutions of democracy" (Palacios 2012, 2) and therefore reluctant to get involved and participate in them.

Distrust of the rulers and low political parti-cipation have been generating what Ruiz and Chaux (2005, 10) call a "crisis of citizenship", or of "the inability to build fair and equitable social conditions for all, articulated by political means" and has

caused concern in the Colombian state, leading it to propose actions to address these issues. One of them is civic education, which attempts to make children, teenagers and young people aware of the country's reality and the importance of their active participation to achieve the transformation that the country needs to move towards a more democratic, fair and peaceful society.

Civic education requires the joint efforts of various constituents of the society, such as the family, the school, the media and government institutions, who are essential to the personal and social development of every human being. The school has a more direct impact on such education, since its primary purpose is to educate, and is also a small society that provides different spaces and opportunities to learn and practice citizenship (Chaux 2004). Accordingly, Mejía and Perafán (2006) maintain that in order to achieve civic education, it must be not only one of the academic subjects, but also one of practical subjects and the life of educational institutions, allowing students to experience it and learn it through daily practice. This education, which should begin in the school, must lead citizens to "a transformation in the way we act in society, how we relate to each other or how we participate in order to bring about change" (Chaux 2004, 10).

The perspective adopted in Colombia for *Education in Citizenship* is part of a trend in Latin America that aims to overcome the traditional models of civic education in which the student must memorize obligations, rights, social institutions, etc., in order to go on to critical reasoning and the development of attitudes and behaviors respectful of equality and democracy. It is thus expected that Education in citizenship will not be limited to a subject or specific course but it will be a cornerstone of the curriculum from kindergarten. Each country prioritizes certain issues that are socially relevant for its curricula: Colombia emphasizes pacific coexistence; Chile prioritizes the democratic system, and Mexico highlights the fight against illegal practices and corruption (Cueto 2006).

Cox (2010) who carried out a comparative analysis of Citizenship Education in Chile, Colombia, Guatemala, Mexico, Paraguay and Dominican Republic, found out that this issue has had a quantitative, thematic and educational expansion in their curricula: in the quantitative aspect he points out that it is no longer a specific subject of specific grades but it is present through all the educational process as permanent axis; in the thematic aspect he points out the approach of present-day issues such as equity, the environment, human rights and gender, and in the educational aspect, he points out not only the search for the acquisition of concepts but also the development of skills and attitudes so that the educational process takes place in the classroom and in the different spaces of coexistence within the school. The author also notes that a characteristic of civic education these countries share is the fact that they offer it through diverse areas of the curriculum, from the first grades of primary education through the last grades of secondary education. Additionally, in terms of curriculum organization, he identified as the main difference the fact that while Colombia and Chile defined their national curricula according to standards, the other countries defined them as educational programs. Another distinctive feature found by this author is that in these two countries there is not a specific subject of citizenship, but that the achievement of the basic standards of competencies defined by each country is a responsibility of the whole school.

The international assessment of civil education, carried out by the International Association for Educational Achievement (IEA) in 2009, investigated the students' level of achievement through a test of knowledge and concept comprehension and their attitudes towards citizenship education. The study involved 38 countries, six of them from Latin America (Chile, Colombia, Guatemala, Mexico, Dominican Republic and Paraguay). The main findings for this region show that the students with the highest scores in civic knowledge came from the countries with the highest scores in the human development index and showed lesser acceptance of authoritarian governments, corruption and nonobservance of law among others. As far as civic knowledge is concerned, Colombia, Chile and Mexico obtained significantly higher average scores than the other Latin American countries: around 52% of Colombian students stated that they did not have any preference for a specific political party; 76% stated that peace can be reached only through dialogue and negotiation, and 64% agreed that in order to reach peace, the end justifies the means. In the same way, they expressed more positive attitudes towards their country than the average students from other participating countries (Schulz, Ainley, Friedman, Lietz 2011).

2 Colombian government proposals aimed at education in citizenship

To support and guide education in citizenship, the MEN designed and released in 2006 the basic standards in civic competencies, which include what students should know and be able to do in relation to the exercise of citizenship in the educational, family and community spheres according to their developmental stage (Palacios 2012).

The conception of citizenship on which these standards are based stems from the premise that living in society is a characteristic of human beings, that social relations are necessary to survive and see the meaning of existence, that a child learns to live in society, and that learning continues throughout life. Therefore it is necessary to develop competencies to interact with others and participate actively in the construction of the society as political actors. The regulatory framework underpinning these competencies is the Constitution of 1991 and the ideal of democratic society implicit in it, and the rights of children, who are considered as subjects of law and not passive recipients of care and protection (MEN 2006). Teaching civic competencies

thus entails educating in and for the experience of human rights.

These standards are the criteria that make it possible to track the process of civic education of the students and the educational community at large, and are organized by grade as follows: first to third, fourth to fifth, sixth to seventh, eighth to ninth, and, tenth to eleventh (MEN 2006). In turn, they are divided into three groups representing key dimensions for the exercise of citizenship competencies. These dimensions, based on Chaux's approach, are as follows. (2004b, 19):

· Coexistence and peace: this dimension involves the ability to live together peacefully and constructively with others, recognizing the existence of conflict and dealing with them without aggression, promoting the interests of the various parties involved. Dialogue and negotiation become the main ways of solving conflicts, while peace is assumed from two approaches to peace: negative peace, which is the absence of aggression and abuse, and positive peace, which refers to inclusion, non-discrimination and equity in relations among citizens.

· Participation and democratic responsibility: all members of a society should be actively involved in decision-making processes and in reaching agreements. These processes occur at two levels: macro and micro. The macro level involves the participation of citizens through people or institutions that represent their interests. The presented citizens are the ones with real power over decisions; they exercise that power through such procedures as the vote or the mandate revocation among others. At the micro level, citizens have direct participation on decisions and agreements, through direct dialogue with the other parties involved; these processes must occur in different areas of social life, such as neighborhoods, rural areas, companies, schools and families among others.

· Plurality, identity and appreciation of differences: this dimension involves the avoidance of any type of discrimination and the appreciation, respect and defense of differences. However, plurality and appreciation of differences does not imply tolerance of practices that violate human rights, but on the contrary, avoidance and reporting of these practices. Identity, in turn, implies the recognition of one's own identity and that of others as well as respect and acceptance thereof.

Each group of standards includes a general standard, which in turn comprises a set of specific standards of competence. The specific standards are divided into four types of competencies combined with knowledge. The competencies are: communicative (allowing people to express, understand, and negotiate skillfully with others), cognitive (helping to critically reflect on reality and to move away from one's own perspective and see the perspective of others, for including them in one's own life); emotional (making it possible to identify, express and manage one's own emotions and those of others) and integrating (incorporating the knowledge and skills when acting in everyday personal and public life). These groups of standards have horizontal consistency (all groups of standards and their general and specific standards are interrelated), and vertical coherence as they become deeper and more complex, according to the students' cognitive and socio-emotional development (MEN 2006).

Besides the formulation of the basic standards of civic competencies, the MEN has launched various initiatives within its education quality projects, which have as main characteristic their integration, i.e. they are programs or projects that seek to permeate all areas of the curriculum, teaching and learning practices, the Institutional Educational Project and in general, the life of the whole school community (MEN, UNFPA 2008b).

Two government programs to strengthen civic education are the Program of Education for Human Rights "Eduderechos", and the Program of Education in Sexuality and Construction of Citizenship "PESCC". The former aims to "develop basic civic competencies according to the creation of subjects of law (MEN 2010), through the design and implementation of educational projects that seek to promote teaching practices and school cultures in which human rights are respected and experienced daily. The latter is an initiative of the MEN and the United Nations Population Fund (UNFPA), which seeks to develop life competencies, so that children, adolescents and young people make responsible, informed and autonomous decisions over their own bodies, based on respect for dignity, promoting the experience and the construction of family and social relationships in a peaceful, fair and democratic way, from an approximation of human, sexual and reproductive rights (MEN, UNFPA 2008a). This program is based on Law 115 of 1992 and its implementing regulations, which make sex education mandatory for public and private kindergarten, primary and secondary school, taught according to the physical, psychic and affective needs of students according to their age. Likewise, this teaching should be carried out in the form of educational projects, working time and duration defined in the curriculum.

The implementation of the conceptual and operational proposal of the PESCC was conducted between 2006 and 2007 in 53 public educational institutions, 43 of which belong to four states and 10 to the city of Bucaramanga (MEN, UNFPA 2006, 2008a). During the implementation of the program, the MEN and UNFPA allotted budgetary resources for the process and coordinated activities through a National Technical Team, which worked together with Municipal Technical Teams made up of proessionals from the Secretaries of Health and Education, teachers and university students and representatives of other sectors related to the subject locally and nationally. The role of these teams was to accompany the workshops of educational institutions in the process of implementing their educational projects

for Education in Sexuality and Construction of Citizenship, ESCC. Each educational institution was required to create a working group composed of teachers, administrators, parents and students, who would coordinate actions related to the program within the institution (Colombia aprende, s.f.). In 2010, the PESCC was incorporated in the national public policy, and the allocation of resources was transferred from the central government to the states. With this decision, the implementation of the PESCC became dependent on the will of the state and municipal secretaries of education. The program has two important characteristics: the first corresponds to the differentiation made between "sex education" and "education in sexuality" (to which the program is oriented), because while the former is usually limited to the biological aspect of sexuality and health promotion and prevention, education in sexuality is assumed as a dimension of the human being, with multiple functions and components that cannot be reduced simply to the biological field (MEN, UNFPA 2008a). The concept of sexuality implies emotional, behavioral, cognitive and communicative aspects, which is why it has various components and functions. Hence it constitutes a symbolic universe, full of representations, ideas, assumptions, prejudices, norms and behavior pa-tterns, etc., for which the educational process should aim to teach people to critically discern, evaluate and make judgments, to be active on human, sexual and reproductive rights (MEN, UNFPA 2008a).

The second important feature of the program is that it links education in sexuality with citizenship, since the relationship between both of them is un-breakable: citizenship cannot be practised while ignoring aspects of sexuality such as gender iden-tity, cultural behaviors related to masculinity and femininity and the beliefs that society holds about them. Sexuality implies knowing, respecting and living human rights (such as sexual and reproductive rights) and respect of human dignity which is inde-pendent of gender, sexual orientation, race, religion, etc.. Citizenship implies building peaceful relation-ships based on the acknowledgement of others and democratic participation in making decisions about their future as citizens. Consequently, the peda-gogical and methodological proposal of the PESCC includes the use of standards in civic compe-tencies, thereby transcending sexuality. These competencies promote knowledge and the exercise of rights, duties and democracy, so that children, adolescents and young people become active sub-jects of law and builders of a peaceful, inclusive, respectful society that advocates individual differen-ces.

3 Citizenship and civic competencies in the PESCC

Citizenship is assumed as a condition from which people participate in defining their own destiny as individuals and society, when they understand the norms, values, customs, traditions and ways of interacting and communicating. Such citizenship is exercised when the individual is involved in the

transformation and improvement of social, family, local, and other contexts. Thus, the teaching of civic competencies seeks to teach people to recognize themselves as part of the society and exercise their right and duty to construct, transform and improve their social context (MEN, UNFPA 2008a).

For the implementation of educational projects in educational institutions, the PESCC has "Thematic axes" and "pedagogical matrices". The thematic axes guide the design and planning of educational projects of ESCC, condensing the learning needs of students and facilitating their integration (MEN, UNFPA 2008b). These thematic axes are fed with the standards in civic competencies, competencies in Social and Natural Sciences and with sexual and reproductive rights. They were designed for the various components and functions of sexuality that are presented below in Table 1, and for each of them a general competence was defined, as shown in Figure 1.

Table 1. Conducting threads for each component and function of sexuality

SEXUALITY COMPONENT	CONDUCTING THREAD
Gender identity	Recognition of dignity Plurality of identities Self-assessment Development of moral judgment Life project Free development of personality Identity and sexuality Right to information
Gender–related cultural behaviors	Culture and gender–related behaviors Critical analysis of gender–related cultural behaviors Flexibility in gender–related cultural behaviors Gender equity
Sexual orientation	Sex–erotic and affective orientation Entitlement to the liberty of choice and respect for difference Recognition of diversity Construction of an atmosphere of respect

Functions of sexuality	Conducting thread
Erotic	Recognition of pleasure The body as a source of comfort Erotic expressions The language of eroticism Entitlement to intimacy Equality between sexes
Affective	Establishment of affective bonds Construction and cultivation of relationships Identification, expression and handling of own and other's emotions Demonstrations of affection Right to choose marital status
Reproductive	Biological, sexual and reproductive functions Psychological and social aspects of reproduction Sexual and reproductive health Sexual and reproductive health services Right to physical, social and psychic integrity Decision making Entitlement to liberty Entitlement to life
Communicative relational	Pacific and dialogue–based coexistence Participative and horizontal relationships Recognition of and respect for identity and difference Establishment of agreements to sexuality Entitlement to personal security Entitlement to education

Figure 1: Explanation of the table of conducting threads
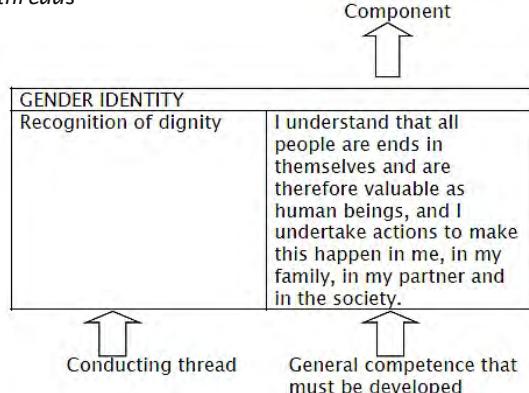
Source: MEN & UNFPA, 2008b, p. 10

By using the thematic axes in the design of educational projects of ESCC, institutions must reflect on the educational needs of students accor-ding to their developmental stage, as the competencies to be developed should respond to the vital stage they are in (MEN, UNFPA 2008b).

Standards in civic and scientific competencies play an important role, because they make it clear what competencies should be achieved according to the students' educational stage. The main task of teachers who design these educational projects is to relate the thematic axes that will be used with the civic competencies that are present in the standards they want to develop, according to the degree or degrees to which they orient the educational strategies that they want to construct.

For the design of instructional strategies for teaching projects of ESCC, the MEN and UNFPA (2008b) have proposed the use of the "pedagogical matrix", a tool that enables educational institutions to use the thematic axes as a reference for planning and developing such strategies and reflect on teaching practice. This tool takes into account the context in which the project is developed and the students' needs and interests. This matrix "facilitates the articulation of education in sexuality as integrated to each of the areas and grades". (MEN, UNFPA 2008b, 18)

Below is a description of the elements of the matrix. The same scheme can be seen in Figure 2.

1. Name of the experience

2. In what context did this strategy originate? It describes the situation or problem the institution faces and that justifies the implementation of the PESCC. For example, preteen pregnancy, drug use, the carrying of weapons in the school, bullying, early onset of sexual behavior, in difficulty adop-ting the coexistence standards of the school.

3. Thematic axes: It includes those thematic axes that are considered necessary according to the con-text of the institution and the issues you to be addressed.

4. What we want to achieve: It describes the global competencies to be developed from the axis chosen.

These competencies are defined for each thematic axis in module 2 of the PESCC.

5. Civic and scientific competencies that are sought: it includes civic and scientific competen-cies that teachers set for each thematic axis, taking into account the standards set by the MEN according to the educational level of the students to whom they are directed.

6. Relationship to other projects: It describes the other projects of the institution with which the PESCC can be related, such as the use of free time after school hours for practicing sports, perfor-ming tasks or artistic activities, sexual education workshops on sexually transmitted diseases and contraceptive use, etc.

7. How to do it: It includes a description of the activities to be carried out to address the main thematic axis chosen and achieve goals.

8. With whom: It describes students to whom the activities described in the matrix are directed (e.g. 5th grade students).

9. When and where: It establishes the places and spaces in which the activities will take place.

10. Resources available to us: It includes bibliographic, technical, technological, methodo-logical, resources available to carry out the activities outlined in the matrix.

11. How to know what has been achieved: It includes the outputs expected from the activities outlined in the matrix and defines the criteria for such products. It can be used to monitor the achievements made over the objectives.

Figure 2: Pedagogical matrix for the design of instructional strategies

Thematic axis	What we want to achieve	Civic and Scientific Competencies that are sought
Self-valuation	The recognition and value as a unique human being who deserves to be respected and valued. Resorting to the right people and institutions that can help defend their rights when they are violated	I understand the importance of basic values of peaceful coexistence such as solidarity, good treatment and respect for myself and for others and I practice them in my near context (home, classroom, and playground). I assume everyday conflicts in my school and family life in a peaceful and constructive way and I contribute to the protection of the rights of young people.

3 Method

The methods used were document analysis and content analysis. The document analysis is a series of intellectual procedures for describing and represen-ting the documents in a unified and systematic way facilitating their recovery. The content analysis allows capturing, evaluating, selecting, interpreting and synthesizing their meanings (Dulzaides, Molina 2004).

The documents analyzed are the pedagogical matrices designed by 20 public educational institutions from Bucaramanga, during the implementation of the PESCC in the city, in light of the standards of civic competencies designed by the MEN (2006). Additionally, the records of the visits to the institutions carried out by the Municipal Technical Team (ETM, Spanish acronym), lead by the ATENEA Educational Research Group, were revised and transcribed. These proceedings include the opinions and suggestions of members of the working groups and the members of the ETM about the progress of each institution.

To perform this analysis, we established the following criteria:

· *Using the thematic axes proposed by the PESCC:* it implies that the pedagogical matrices constructed have taken thematic axes from the program and no other designed by the institu-tions.

· *Using competency standards:* it distinguishes between the use of competencies in Social Sciences, Natural Language, Mathematics and civic compe-tencies.

· *Adaptation to the educational level of students:* it identifies whether there is correspondence between the educational level of the students for whom the specific scientific competencies were specified in the pedagogical matrices and the educational level for which those competencies were designed in the standards.

· *Competencies according to the specific dimension of citizenship:* it corresponds to the use made of civic competencies, according to groups where they were classified in the standards (Coexistence and peace, democratic participation and responsibility, plurality, identity and appreciation of differences).

· *Type of competencies used in the matrices:* it refers to the use of cognitive, communicative, emotional, and integrating competencies in the design of the pedagogical matrices.

4 Results

Of the 24 educational institutions in Bucaramanga that participated in the implementation process of the PESCC from 2008 to 2011, 22 designed peda-gogical matrices; two of them did not use the thema-tic axes proposed by the program. Table 2 shows the thematic axes used in the 20 other matrices.

As shown in the table above, most institutions used thematic axes related to the sex component *gender identity*, while Life Project and Self-valuation were the axes most often included in the matrices.

Of the 20 educational institutions that designed matrices, all of them used the PESCC thematic axes; six of them did not use any of the MEN's competency standards and two did not take into account the standards of civic competencies. Of the remaining 12 institutions, five failed to articulate the competencies of the standards to the educational level of students to whom the teaching strategies were addressed and seven institutions made good use of them.

Table 2: Conducting wires used in the pedagogical matrices

Conducting wire	Institutions that used it	Component / function of sexuality to which it belongs
Life Project	10	Gender identity component
Self–valuation	9	Gender identity component
Identification, expression and management of own and others' emotions	6	Affective function
Development of moral judgment	4	Gender identity component
Gender equity	4	Component of cultural gender behaviors
Recognition of dignity	3	Gender identity component
Peaceful and dialogue–based coexistence	3	Communicative – relational function
The body as a source of comfort	2	Erotic Function
Language of eroticism	2	Erotic Function
Plurality of identities	1	Gender identity component
Free personality development	1	Gender identity component
Building respect environments	1	Component of sexual orientation
Equality between the sexes	1	Erotic Function
Expression of affection	1	Affective function
Sexual and reproductive health	1	Reproductive function

Table 3 shows the distribution of competency standards of the institutions that used them for the construction of their matrices.

Table 3. Competency standards assumed by the institutions in their teaching matrices

	Competency Standards				Not defined
	Scien-tific	Civil	Lan-guage	Mathe-matics	
Institutions	12	12	3	1	6

The data in the table show that only 12 institutions defined civic competencies and 12 defined scientific competencies (including Social Sciences and Natural Sciences). Very few made use of the language and mathematics standards.

Of the 12 institutions that used standards in civic competencies, seven articulated them to the educa-tional level of students for whom the matrix was addressed and five had difficulty doing so. Here are some examples: educational matrix scheme 1 illus-trates a case of proper articulation and educa-tional matrix schemes 2, 3 and 4 show some of the difficulties experienced by institutions in achieving this purpose.

The below matrix is constructed by appropriately using the standards of civic competencies for kindergarten to fifth grade. Here both the thematic axis chosen and its general competency are

consistent with the civic competencies taken from the standards. The school grades for which they are designed are specified.

Pedagogical matrix scheme 1

Thematic axis	What we want to achieve	Scientific or civic competencies that are sought
Self–valuation	I recognize myself as a valuable and unique human being who deserves to be respected and valued. I turn to the right people and institutions that can help me defend my rights when they are violated.	Degrees 0 to 3 • I understand that all children are entitled to receive good treatment, care and love. • I understand that nothing justifies the abuse of children and that any abuse can be prevented. I identify abusive situations that occur in my environment, with other people and know whom to turn, ask for help and protection. • I can distinguish the true expressions of love from those who might harm me. I ask adults to teach me to differentiate between displays of true affection from sexual or physical abuse and what we can say about this at home or in the classroom. Grades 4 to 5 • I know the fundamental rights of children (*to have a name, nationality, family, care, love, health, education, recreation, food and free expression*). • I identify institutions and authorities to which I can turn for protection and defense of children's rights, and seek support when needed. • I acknowledge that I have a right to my privacy and intimacy. I demand respect for it. • I take care of myself. I understand that taking care of me and having healthy habits promote my well–being and relationships.

Below are some examples in pedagogical matrix schemes 2, 3, 4 that show a variety of difficulties in articulating standards of civic competencies.

Pedagogical matrix scheme 2, Grade(s): 6° to 11°

Thematic axes	What we want to achieve	Civic and Scientific Competencies that are sought
Self–valuation Life project Identity and Sexuality	Students will recognize themselves as valuable and unique beings that deserve to be respected and valued. I direct my life to my well–being and that of others, and I make decisions that promote the free development of my personality, from my projects and those I build with others. Students will understand that sexuality is a constitutive dimension of human identity and know what constitutes it.	I understand that there are different ways of expressing identities (e.g. physical appearance, artistic and verbal expression and many others) and I respect them. I understand that the respect for difference does not mean accepting that other people or groups violate human rights or constitutional laws.

This is a matrix designed for the sixth to eleventh grades: the thematic axis chosen in it was "self -evaluation". The general competency to develop located in the column "What we want to achieve" corresponds to the competency designed for this axis in the PESCC; the civic competencies chosen also belong to the standards formulated by the MEN. However, the first one is part of the standards for the first to third grades, and the second one corresponds to the fourth to fifth grades.

Pedagogical matrix scheme 3, Grade(s): 9°

Thematic axes	What we want to achieve	Civic and Scientific Competencies that are sought
Self–valuation Life project Identity and Sexuality	Students will recognize themselves as valuable and unique beings that deserve to be respected and valued. I direct my life to my well–being and that of others, and I make decisions that promote the free development of my personality, from my projects and those I build with others. Students will understand that sexuality is a constitutive dimension of human identity and know what constitutes it.	I understand that there are different ways of expressing identities (e.g. physical appearance, artistic and verbal expression and many others) and I respect them. I understand that the respect for difference does not mean accepting that other people or groups violate human rights or constitutional laws.

In this matrix designed for ninth grade, the thematic axes and general competencies are properly formulated. However, the first civic competency taken from the standards corresponds to the sixth and seventh grades, while the second one corre-sponds to tenth and eleventh grades.

Pedagogical matrix scheme 4, Grade (s): 0° to 5°

Thematic axis	What we want to achieve	Civic and Scientific Competencies that are sought
Right to personal security	I understand that I am entitled to democratic school, social and family environments, free from fears, threats, or fears arising from harassment, rape and sexual abuse in private and public life. I participate in the construction of such environments	I understand the importance of basic values of peaceful coexistence as solidarity, good treatment and respect for myself and for others, and I practice them in my near context (home, classroom, playground etc.). I assume everyday conflicts in my school and family life in a peaceful and constructive way and I contribute to the protection of the rights of girls and boys.

This matrix used the general standards instead of the specific standards of competencies. The competency standards used are the general standards of the dimension coexistence and peace for first through third grades and for fourth and fifth grades. No specific standards were defined to be developed in this dimension.

In the six institutions that did not use the competency standards for the construction of their matrices, it was found that instead of them, they included goals or objectives they wanted to achieve with the implementation of the program or they only mentioned the type of competency that should be developed which shows the difficulty the members of the working groups experienced in understanding the relationship between the PESCC, its thematic axes and such standards. Below are some examples of matrices with these characteristics: they only show the first three columns for the thematic axis, the general competency for it and the civil and scientific competencies.

25

Pedagogical matrix Scheme 5, Grade(s): 0˚, 1˚ y 2˚

In what context did this strategy arise? Due to attitudes and expressions that evidence "inability" to do academic work

Thematic axis	What we want to achieve	Civic and Scientific Competencies that are sought
Recognition of dignity	The student will understand what it is like to be a person with qualities, values, strengths, weaknesses. The student will accept himself as he is and others. The student will have respect for plurality and difference.	Cognitive Emotional Integrating

In this matrix designed for preschool (0˚) to the second grade, in the box corresponding to "What we want to achieve", they did not use the general competence that the PESCC designed for the thematic axis that they chose (recognition of dignity), which would be *"I understand that all people are an end in themselves and therefore they are valuable as human beings, and I undertake actions to make this happen for me, my family, my partner and the society"*. The civic and scientific competencies defined in the standards by the MEN were not used either.

Pedagogical matrix scheme 6
In what context did this strategy arise? The use of aggressiveness and violence in the school community in Estoraques as a means of resolving conflicts

Thematic axis	What we want to achieve	Civic and Scientific Competencies that are sought
Valuation of diversity	I understand that all people have the right to participate in the decisions that may affect us. I appreciate and include the contributions from all the members of the community in the decision-making process, regardless of their sexual orientation.	Civic competency: Participation in promoting clear explanation of interests, negotiation, compromise, consensus building and conflict management.

This second matrix scheme appropriately defines the thematic axis and the general competency that it addresses; however, in the section "Civic and Scientific Competencies", despite the fact that it is clear that a civic competency is being used, it does not correspond to the MEN's standards: it is the formulation of a goal that the institution wants to achieve. The specific grade or grades towards which this strategy was directed were not defined either.

To further analyze the use of civic competencies in building educational matrices, there was a revision of their correlation with the three dimensions of citizenship: coexistence and peace; participation and democratic responsibility and plurality; and identity and appreciation of differences. These results are shown in Table 4.

Table 4: Use competencies according to the dimension of citizenship

Institution	Number of competencies used	Dimensions of citizenship		
		Coexistence and y Peace	Democratic Participation and Responsibility	Plurality, Identity and Appreciation of Differences
1	4	4	0	0
2	32	21	5	6
3	6	4	1	1
4	3	1	0	2
5	2	2	0	0
6	1	1	0	0
7	4	2	0	2
8	7	2	2	3
9	11	11	0	0
10	2	0	0	2
11	3	0	0	3
12	2	1	0	1
Total	77	49	8	20

Most institutions used competencies belonging to the dimension *"Coexistence and Peace"* in the construction of their matrices while four of them only used this set of standards. The dimension *"Plurality, Identity and Appreciation of Differences"* was also significantly represented in the pedagogical matrices. The group of standards belonging to the dimension *"Democratic Participation and Responsibility"* was the least used: only three institutions implemented competencies from this dimen-sion in the design of their matrices.

Finally, we reviewed the use of civic competencies according to type (knowledge, cognitive, communicative, emotional, integrating). Such results are shown in Table 5.

Table 5: Competencies used in each institution according to type

Institution	Number of competencies according to type				
	Communicative	Emotional	Cognitive	Knowledge	Integrating
1	0	0	1	2	0
2	3	5	7	11	5
3	1	1	1	1	2
4	0	0	1	1	1
5	0	0	0	1	1
6	0	0	0	0	1
7	0	1	0	1	2
8	2	2	3	1	1
9	0	1	2	4	4
10	1	0	1	0	0
11	0	0	1	1	1
12	0	0	2	0	0
Total	7	10	19	23	18

As can be seen in the above table, the institutions preferred the development of knowledge, which is the most common type of competence used in pedagogical matrices; only two institutions did not include it in their design. Communication skills, meanwhile, were the least common. Of the 12 institutions that used the standards developed by the MEN, only four included this type of competition in their matrices.

Finally, it is important to note that only three institutions made use of five types of competencies in the design of their matrices.

5 Discussion

The previous results show that of a total of 24 schools participating in the implementation of the PESCC, 22 developed pedagogical matrices and two of them did not use the thematic axes in the program, which caused them to be excluded from the analysis. Of the remaining 20 institutions, seven achieved the educational matrix formulation appropriately according to the PESCC's conceptual and operational components.

The most notable features of these seven educational institutions are: a) the commitment of the director, which resulted in the creation of spaces in the teachers' academic activity during their working day to work collectively with teachers interested in the project; b) the permanence of teachers and other members of the working groups year after year, allowing the PESCC continuity during its implementation with the guidance from the Atenea group of the Universidad Industrial de Santander. This permanence was associated with hiring full-time teachers in educational institutions and their membership of the National Teachers; c) the teachers' interest to improve their competencies, which was evidenced by their attendance at workshops, meetings and visits made by accompanying UIS. These activities favored the teaching for understanding as a framework for appreciating the conceptual and operational proposal of the PESCC and the systematic teaching of the MEN documents related to the competency standards in all areas and especially, civic competencies, and d) the presence of parents in some of the workshops.

In the 13 remaining institutions the difficulties in the process of building the pedagogical matrix were associated with: a) low commitment of the school director, who did not allow the generation gaps in the teachers' academic activities during their working day, making it clear that if they wanted to participate they could do so, but not during their working hours. This hindered the creation of working groups; b) the rotation of teachers to other institutions every year, or the termination of their temporary contract, preventing the consolidation of the working groups; c) intermittent participation of teachers in workshops, meetings and visits made by the UIS accompaniment; and d) the absence of parents and students in the workshops (Beltrán, Torrado, Vargas 2013). These issues prevented the teachers from understanding the relationship between education in sexuality and the education in citizenship, a fact reflected in the PESCC implementation, which was characterized by isolated activities related to these issues, but not articulated to the curriculum. A fragment of Record 021 illustrates and is representative of the voice of the teachers in this way: "… there is evidence of the lack of support and commitment to the project by the institution's directors. There is one working group led by only one teacher, which demands greater participation of the educational community to support the organization and implementation of the project" and "… there is a lack of motivation by board members as they say they do not have the recognition that the project requires, they do not have enough space to meet and design strategies and they feel that they are not advancing." (From the PESCC Management Report 2011).

In relation to the types of skills proposed by the MEN (2006), namely communicative, emotional, cognitive, and integrating competencies and knowledge, the matrices showed greater inclusion of the standards referred to "knowledge". This shows that higher priority was given to the transmission of knowledge, a characteristic of traditional forms of education (Villarroel 1995), which is useful for the student but does not necessarily impact his life and interactions in society (Chaux 2004b). This coincides with what Cueto pointed out (2009), citing the Second Civic Education Study conducted by the IEA in 2009, which found that, although teachers stated that the development of the student's critical thinking and values was important, in practice, the pedagogy based on the transmission of knowledge seemed to be predominant.

Continuing with the frequency of inclusion are the "cognitive" and "integrating" competencies and the ones with the lowest inclusion were "emotional" and "communicative" competencies. Emotional and communicative competencies are the ones that foster a better adaptation to the context and a better ability to cope with the circumstances of everyday life; they promote the establishment and maintenance of interpersonal relationships and conflict management (Bisquerra & Pérez 2007), since they make it possible to recognize and empathize with one's own emotions and those of others, to assertively manage conflicts, to communicate effectively, and to negotiate. This result may be related to the fact that the responsibility for the design of matrices was taken mainly by teachers, most of whom have a vision of sexuality marked by the culture in which they are immersed, limiting it to sex and reproduction. This demonstrates the need to focus on a review of their beliefs and attitudes about sexuality and citizenship, so they can establish with their students relationships that will promote and enhance the development and implementation of competencies for the full exercise of these two aspects. The same statement applies to parents, who must also be transformed by participating in educational projects of ESCC, because it is they who, by their example, may enhance or impede the work being done at school.

The above findings are particularly relevant in light of the approaches by Vogliotti and Macchiarola (2003, 1) on innovation and change in educational institutions. They claim that they are tied to objective and subjective changes of the various actors within the schools: the objective changes involve the transformation of the "teaching content, methodological strategies, curricular materials, and assessment practices" and the subjective changes refer to changes in the "implicit theories and representations of the actors, from which innovations are interpreted and adapted". For Fullan, innovations require a process of "unlearning and relearning" (1972, cit. Fullan

2002, 4), a process from which the transformations of the actors will have a strong impact on the success or failure of educational innovations (Vogliotti, Macchiarola). In the case of the PESCC, one can conclude that its emphasis was more oriented to the objective transformations, with less emphasis on the way teachers, administrators, parents and students performed and took the proposed changes from their own realities, identities and practices. Consistent with the emphasis on the objective transformations, the PESCC has a comprehensive approach of assessment of its implementation in terms of the inclusion of the educational matrix and its articulation with school dynamics, but does not take into account the systematic collection of evidence that investigates how and to what extent personal changes occur in the different actors involved in the project (MEN, UNFPA 2008c).

6 Reflections on the implementation of educational policies for education in sexuality and civic education

The partial achievements resulting from the implementation of the PESCC in the schools offer elements for reflection on the introduction and implementation of educational policies such as:

· The proper implementation of a public policy starts by establishing a common language understood by everyone: in the modules designed for the conceptual and operational proposal of the PESCC, the initial premise was that teachers knew and applied the standards of competences, which did not occur in practice and it may explain the results obtained in the institutions in which it was implemented.

· The articulation of educational policies and the programs derived from such policies is vital to avoid parallel activities and to optimize the use of human and financial resources allocated to them: in the case of the PESCC there is, at least in its purpose and implementation proposal, a great similarity to "Eduderechos".

· Since the national government considered the PESCC as a public policy imperative in the student's education, they had to make sure that this national priority was present in the educational agendas of departmental government and municipalities: otherwise, the continuity of the implementation of these policies would be subject to the will of local leaders that might exclude them for not being a priority in their development plans, as happened in this case. The MEN has legal instruments to achieve these goals such as "ministerial directives", which are mandatory and "financial resources for projects on specific issues", which aim to encourage the government agencies and the educational institutions to formulate projects for additional resources and to strengthen initiatives aimed at improving quality.

· Although an initiative becomes a public policy of the national government, it is not sufficient to ensure its implementation, if there is not an effective monitoring of its inclusion in the development plans of local authorities.

· The national government must critically study the current regulations regarding teaching practice and admit that they are not helping to achieve such program objectives as PESCC, because teachers should have enough time to receive pertinent training and to plan and monitor activities in the school. Decree 1850 of 2002, which regulates the organization of school activities and working week of school administrators and teachers in public schools, establishes that in the case of high school teachers, for example, they must work 30 hours per week, 22 of which must be dedicated to direct instruction to students, which leaves only eight hours a week to respond to other types of activities such as lesson planning, attention to parents and students, rating of assessments and assignments, and participation in educational projects of the school. This situation is compounded by differences in teachers' schedules, which prevents them from finding spaces for dialogue and joint reflection, as demanded by the PESCC for its proper implementation.

· The systematic evaluation of educational policies should be taken into account from their formulation. In the case of the PESCC no assessment was done by the MEN to take its results as a factor for decision making. Since 2011 the Colombian government has decided to give priority to the Civic Competencies Program, which puts greater emphasis on teacher education and training, recognizing it as an aspect that helps to maintain and ensure the quality of education. It provides that the institutions should establish an annual diagnosis of the training needs of teachers for promoting civic competencies, from which they should develop training processes that have a visible impact on the students' education (MEN 2011b). Faculties of education and research groups from universities with experience in this type of projects offer assistance to preschool, primary and secondary schools. This assistance strengthens teacher training processes and helps to develop initiatives and to assess their results. The provisions of the MEN have excluded universities from this process by restricting the implementation of projects in Teacher Training Schools, which are responsible for preschool teacher training, and by limiting training of teachers in service.

· Projects aimed at educational innovations should not be limited to changes in regulations or to the design of programs to comply with national regulations on education - they must also be an opportunity for growth and transformation of institutions and actors, whose voices should be taken into account from the consideration of their experience with these issues that seek to influence their lives in areas related to sexuality and citizenship. This type of program, focused on the search for a major cultural change in the school, needs time for its implementation and

continuation, and requires long-term moni-oring, something that has been missing from the implementation of PESCC.

· Education for sexuality and citizenship requires cultural change mainly of teachers, which implies abandoning the traditional models of knowledge transmission (Rodríguez 2004), i.e. "subjective" transformations must be prioritized. The teachers' receptive attitude towards new models of teaching and learning from their own biography should be encouraged from their education in the undergraduate studies and should be promoted throughout their life. The autobiographical model implies that teachers should be fully aware of their own beliefs, attitudes and behavior towards sex and its various dimensions and functions, and their ability to critically appraise and self-construct throughout their life (Fallas 2009). The same model can be applied to their work in civic education, as they should know if they assume and exercise their responsibilities and rights as citizens in their daily life (MEN 2011b), and if in their teaching they promote the establishment of horizontal relationships with their students and their valuation as human beings with equal dignity and rights.

Glossary

Thematic axes: axes based on human sexual and reproductive rights that guide the design and planning of educational projects from the functions, components and contexts of sexuality.

Pedagogical matrix: a planning tool that enables educational institutions to use the axes to plan and develop teaching strategies and reflect on teaching practice.

National Technical Team: a team led by the MEN that supervises the implementation process of the PESCC in the regions, guiding municipal technical teams.

Municipal Technical Team: a group of professionals from the Education and Health Secretariats and teachers and university professionals who supervise the PESCC implementation process in educational institutions.

Working group: a team consisting of representatives of the educational community (teachers, students, parents and administrators), which coordinates the design and implementation of educational projects of ESCC in each school.

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