

IMPROVING SCHOOL LEADERSHIP COUNTRY BACKGROUND REPORT for CHILE

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INDEX

LIST OF TABLES AND FIGURES	6
GLOSSARY	8
LIST OF ACRONYMS AND ABBREVIATIONS	11
EXECUTIVE SUMMARY	12
CHAPTER 1: NATIONAL CONTEXT	15
1.1 Priorities and policy development	15
1.2 Population trends	16
1.3 Economic trends	17
1.4 Labour market trends	18
1.5 Availability of resources	20
1.6 Public perception of the system	21
CHAPTER 2: THE SCHOOL SYSTEM AND THE SCHOOL WORKFORCE	24
2.1 Main structural features of the school system	24
2.2 Division of responsibilities among government, schools and teachers	25
2.3 Teachers employed	29
2.4 Organizations involved in School Leadership Policies	31
CHAPTER 3: SCHOOL GOVERNANCE AND LEADERSHIP	34
3.1 Definitions, legal framework and School Leadership policy in Chile	34
3.2 Conditions for entry, permanence and duration of school leaders	36
3.3 Important challenges in school leadership	37
3.4 The frontiers of school leadership	37
3.5 Governance structure within schools	39
3.6 Important research and studies	42

CHAPTER 4: IMPROVING TEACHING AND SCHOOL LEADERSHIP	43
4.1 The role of School Leadership in teaching and learning	43
4.2 School leadership and accountability.....	45
4.3 Curricular implementation.....	47
4.4 Performance assessment and school leadership.....	49
4.5 Public policy initiatives.....	51
CHAPTER 5: ATTRACTIVENESS OF THE SCHOOL LEADERS' ROLE.....	53
5.1 Supply of Educational Leaders	53
5.2 Employment and working conditions.....	57
5.3 Performance Assessment of School Leaders	59
CHAPTER 6: TRAINING AND PROFESSIONAL DEVELOPMENT OF SCHOOL LEADERS	64
6.1 Background information to the school leader training policy	64
6.2 Initial training and continuous professional development.....	64
6.3 Initial teacher training and training in school management.....	65
6.4 Public efforts to affect the initial training market	67
6.5 Training strategy and supply through the Ministry of Education.....	70
6.6 Final Comments	74
CHAPTER 7: CONCLUSIONS.....	77
BIBLIOGRAPHY.....	79
TABLES AND FIGURES.....	81
ANNEXES.....	99
ANNEX 1: The Educational Reform (ER).....	99

ANNEX 2: <i>Voucher</i>¹ System and School Requirements to receive public subsidy	100
ANNEX 3: GOOD SCHOOL LEADERSHIP FRAMEWORK.....	102
ANNEX 4: SUBSIDY DISCOUNTS BY SECTION OF SHARED FINANCING	120
ANNEX 5: SECONDARY SCHOOL FOR ALL PROGRAMME	121
ANNEX 6: SCHOOL MANAGEMENT QUALITY ASSURANCE SYSTEM AND THE SCHOOL MANAGEMENT QUALITY FRAMEWORK.....	123

¹ Extracted from the OECD Economic Assessment of Chile, 2003.

LIST OF TABLES AND FIGURES

TABLE 1.1: Population 5 – 29 years old, 1992-2002	81
TABLE 1.2: Expenditure on education, 1990 - 2001	81
Figure 2.1: Education System	82
TABLE 2.2: Schools and enrolment by educational level, school year 2004	83
TABLE 2.3: Schools and enrolment by year, 1990- 2005	83
TABLE 2.4: Schools and Enrolment by Type of School and Geographic area, School Year 2004	84
TABLE 2.5: Teachers by Function, Gender and Type of School, Year 2005	86
Table 2.6: Teachers by Administrative Division, gender and age, 2005	86
Table 3.1: Drop-out Rates (1990-2004) %	86
Table 3.2: Primary teaching drop-out Rates (2004), by level	86
Table 3.3: Secondary Teaching drop-out rate (2004), by level	87
Figure 5.1: Proportion of Head Teachers by Age and Gender	87
Figure 5.2: Proportion of Head Teachers by School Administrative Division and Gender	87
Figure 5.3: Proportion of Head Teachers by Type of Degree held and Gender	88
Table 5.4: Number and Proportion of Head Teachers by Age and Gender	88
Table 5.5: Number of Head Teachers by level of teaching, division and gender	89
Figure 5.6: Proportion of Male Municipal Sector Head Teachers by Age	90
Figure 5.7: Proportion of Female Municipal Sector Head Teachers by Age	90
Figure 5.8 Proportion of Municipal Sector Head Teachers by Degree Held and Gender	91
Table 5.9: Number and Proportion of Municipal Sector Head Teacher by Age and Type of Degree	91
Table 5.10: Number and proportion of Head Teachers, teaching and technical-pedagogical leaders in the municipal sector by gender	92

Table 5.11: Number and proportion of Head Teachers, teaching and technical-pedagogical leaders in the municipal sector by gender	92
Table 5.12: Number and proportion of Head Teachers, teaching and technical-pedagogical leaders in the municipal sector, by age range.....	93
Table 5.13: Number of Head Teachers by Division and Gender	93
Table 5.14: Gradual forecast of Head Teacher Contests in 2006, 2007 and 2008	93
Table 5.15: Number of Head Teachers in the Municipal Sector by Levels of Teaching	94
Table 5.16: Number of Head Teachers by Contract Type considering all Administrative Divisions	94
Table 5.17: Collective Performance Agreements subscribed by leadership teams at subsidized schools in 2005 and 2006	95
Table 5.18: Collective Performance Agreements authorized to obtain wage incentive 2005 ...	95
Table 6.1: Areas of Specialization of Municipal Sector Primary School Head Teachers	95
Table 6.2: Areas of Specialization of Municipal Sector Secondary School Head Teachers.....	96
Table 6.3: Main activities to which municipal school Head Teachers dedicate their management time (%)......	96
Table 6.4: Supply of Courses Registered with RPNP in the Area of Management	97
Table 6.5: Attendance of Courses Registered with RPNP in the Area of Management.....	97
Figure 6.6: CPEIP Training Proposal, MINEDUC (2006).....	98
Figure 6.7: Example of Training Workshop/Course Module Managed by Universities.....	98

GLOSSARY

_ **900 Schools Programme (P-900)**: the aim of this programme is to improve the quality of children's cognitive and socio-affective learning, from kinder to 8th grade, within the framework of the new syllabuses, especially in language and mathematics. Schools included in this programme are those publicly subsidized schools under performing the SIMCE national test at provincial level.

_ **Academic Ability Test**: this is nationwide entrance examination that measures academic aptitude and used by the publicly funded universities to select students applying to their different careers. In 2003 it was changed by another national test to apply for university studies.

_ **Centre for Training, Experimentation and Pedagogical Research (CPEIP)**: Technical agency of the Ministry of Education, in charge of promoting teacher professional development including Initial and Continuous Training same as formative assessment of professional performance. The agency is responsible for the guidance, regulation, coordination and development of professional development activities for Head Teachers and classroom teachers in their duties of improving student learning processes within the Educational Reform framework.

_ **Central Workers Union**: national organization grouping dependent and independent workforce without discrimination. Its aims are to promote the organization of all Chilean workers and to promote, defend and represent the interests of all workers, in terms of their economic, social and cultural improvement.

_ **Enlaces**: educational IT system designed by MINEDUC with the purpose of incorporating new didactic resources to the education system, making the most of the potential offered by new information technology and communication to the world of education.

_ **Higher Education**: in OECD notation, this is equivalent to tertiary education. This level enrolls students graduated from secondary level and is formed by Universities, Professional Institutes and Technical Training Centres. To be enrolled at this level only a second level certificate is required, but subsidized universities also require the PAA scores.

_ **Education Quality Measurement System (SIMCE)**: its aim is to produce objective and reliable indicators about education quality, useful for the design of actions and programmes to improve education quality. Based on the measurement of learning outcomes, SIMCE works on the basis of a standardized test taken nationwide, once a year, by all the students of 4th and 8th grades at primary level, and 2nd year at secondary level, alternately. The system's design and administration relies on the MINEDUC Curriculum and Evaluation Unit.

_ **Minimum Basic National Pay**: the result of multiplying the minimum value of the chronological hour fixed by law, and the number of chronological weekly hours per month specified in the teacher's contract, expressed in Chilean pesos. This minimum value differs whether the teachers fulfil their functions at pre-school, primary and special education level, or whether the functions are fulfilled at secondary level. In adult education, its value is determined according to the level of education to be taught.

_ **Municipal Education Department**: unit within the municipal organizational structure to which a school reports.

_ **National Performance Assessment System**: the purpose of this system is to contribute to the improvement of education quality offered by the national subsidized education system, recognizing and rewarding the professionals working at the best performing schools. The corresponding regulation determines an economic benefit for teachers through a Performance Subsidy which is paid quarterly to the sustainers of the schools selected.

_ **Teaching Excellence Reward**: its aim is to strengthen education quality and, at the same time, recognize and highlight teachers' merits revealing wisdom, skills and competences of excellence.

_ **Primary Education**: in Chile this involves primary and lower secondary level using OECD terminology with eight grades of compulsory education and including students from 6-7 years old to 13-14 years old. It is divided into two cycles: 1st basic cycle of four years, mainly focused on basic

content with a globalised methodology, and a 2nd basic cycle of four years in which the content is organized by more specific subjects and formative activities.

_ **Programme for Basic Teacher Training:** this programme has been designed in order to inform, sensitise and instruct the entire teaching workforce, gradually and progressively. This process is structured in different phases and stages, and includes improvement workshops divided in areas and sub-areas of learning.

_ **Programme of Scholarships for Overseas Study:** this programme seeks to strengthen and enhance teachers and Head Teachers, so they can play a key role in the creation and expansion of innovations aimed at collaborating with the achievement of a better and more equitable education. These objectives are accomplished by learning of the teaching experiences undertaken by prestigious educational institutions in other countries.

_ **Programme for Strengthening Initial Teacher Training:** this is a MINEDUC programme destined to enhance the systems of initial teacher training at higher education institutions in the country, for each level of regular education.

_ **Scholarships for Outstanding Teacher Students:** this benefit seeks to support and motivate good students to enrol in the teaching career, covering 100% of the annual fee.

_ **Scholarships for Teachers' Children:** these are scholarships destined to fund part or the whole first year for those students enrolled at publicly funded higher education institutions whose parents are currently working for subsidized schools.

_ **School Subsidy Unit:** this is a basic amount of money determined by law and used to calculate the monthly value of the educational subsidy given to each level of education. The USE value is readjusted by the same percentage, every time there is a general wage settlement for the public sector.

_ **Secondary Education:** in OECD notation this is equivalent to upper secondary education. It enrolls students graduated from primary education between 13-14 years old and 17-19 years old. First two years include a common syllabus and the last two years the syllabus is divided in two categories: liberal arts-science (general) and technical-professional (vocational).

_ **Sustainers:** the person or legal entity owning an educational institution either publicly subsidized or privately funded.

_ **Council for Higher Education:** autonomous and public organization, in charge of accrediting private higher education institutions. Its main responsibility is establishing and managing a system of supervision that enables evaluation of the development of institutional projects of private universities and professional institutes nationwide.

_ **Teachers Act:** a legislation that regulates the professional requirements, duties, responsibilities and rights common to all education professionals. In terms of wages, it sets the minimum value of the chronological hour. Rules regarding the teaching career are exclusively for education professionals working in the municipal sector, compulsorily setting incentive rewards for experience, working under harsh conditions, and for leadership and technical-pedagogical responsibilities. The private sector is regulated by the Labour Code.

_ **Teacher Performance Assessment:** assesses the professional performance of teachers using performance standards described in the *Marco para la Buena Enseñanza – MBE* (Good Teaching Framework). It is based on strengthening the teaching career, specifically to improve teachers' professional performance, and contribute to the improvement of the expected learning objectives of students. It is formative in nature, focused on the learning process achieved by the educators themselves and the educational system to improve their pedagogical work.

_ **Teachers' Mentors Network:** this is a network created by those teachers with accredited academic excellence seeking to reinforce the teaching profession using their abilities and through their contribution to the professional development of the entire community of classroom teachers.

_ **Extension of the School Day:** part of the Educational Reform (ER) in progress, through which the school day at primary and secondary level is extended, moving from a school work day organized in half of day to a full day, without changing the 40 school weeks per year. The premise

behind this policy is that a longer school time for students, teachers and administrators creates conditions that empower the teaching processes involved in the ER.

_ **University Selection Test:** this is the current nationwide entrance examination, which since 2003 measures academic aptitude and used by the publicly funded universities to select students applying to their different careers.

LIST OF ACRONYMS AND ABBREVIATIONS

- AEP** - Teaching Excellence Reward (*Asignación de Excelencia Pedagógica*)
- CES** - Council for Higher Education (*Consejo de Educación Superior*)
- CONACEP** - National Corporation of Private Schools (*Corporación Nacional de Colegios Particulares*)
- CP** - Teachers Association (*Colegio de Profesores*)
- CPEIP** - Centre for Training, Experimentation and Pedagogical Research (*Centro de Perfeccionamiento, Experimentación e Investigación Pedagógica*)
- CRFE** - Council of Deans of Schools of Education (*Consejo de Rectores de Facultades de Educación*)
- CUT** - Central Workers Union (*Central Unitaria de Trabajadores*)
- DAEM** - Municipal Education Department (*Departamento de Educación Municipal*)
- ETS** - Educational Testing Service (USA)
- FFID** - Programme for Strengthening Initial Teacher Training (*Programa de Fortalecimiento de la Formación Inicial Docente*)
- FIDE** - Federation of Private Education Institutions (*Federación de Instituciones de Educación Particular*)
- GDP** - Gross Domestic Product
- ILO** - International Labour Organization
- JEC** - Full School Day (*Jornada Escolar Completa*)
- MBE** - Good Teaching Framework (*Marco para la Buena Enseñanza*)
- MBD** - Good School Leadership Framework (*Marco para la Buena Dirección*)
- MINEDUC** - Ministry of Education of Chile (*Ministerio de Educación de Chile*)
- PAA** - Academic Ability Test (*Prueba de Aptitud Académica*)
- PSU** - University Selection Test (*Prueba de Selección Universitaria*)
- RBMN** - Minimum Basic National Wage (*Remuneración Básica Mínima Nacional*)
- RE** - Educational Reform (*Reforma Educacional*)
- SACGE** - School Management Quality Assurance System (*Sistema de Aseguramiento de la Calidad de la Gestión Escolar*)
- SIMCE** - Education Quality Measurement System (*Sistema de Medición de la Calidad de la Educación*)
- SNED** - National Performance Assessment System (*Sistema Nacional de Evaluación del Desempeño*)
- UNDP** - United Nations Development Programme
- USE** - School Subsidy Unit (*Unidad de Subvención Escolar*)

EXECUTIVE SUMMARY

1. Chile has experienced major political, economic and social changes in the last three decades. Four democratic governments led by the same political coalition (*Concertación de Partidos por la Democracia*) have taken the reins of the country since 1990 after 17 years of authoritarian military government.
2. The military government (1973-1990) carried out a reform programme of the school system in Chile aiming to decentralize its administration, introducing a voucher system for its finance and encouraging an increase of government-funded private schools. Conversely from 1990, the democratic governments have attempted to implement policies in education with an explicit focus on public investments for increasing quality and equity in the education system, while maintaining the organizational and funding components introduced in the eighties.
3. The Chilean school system is organized into two levels: an eight-year compulsory primary level and a compulsory secondary level of four years. The pre-primary education system is for children up to the age of 4 and not yet compulsory. Similarly, the education system is decentralized involving 3 types of schools: public, private subsidized and private non-subsidized. Both public and private subsidized schools are financed by the government through a per student subsidy system, based on student attendance. Private schools are financed via student fees.
4. MINEDUC acts as a coordinator by regulating, evaluating and supervising certain aspects of education. Additionally, it draws up general educational policies and special programmes for improving the quality and equity of the system.
5. The Chilean government, mainly through its ministries of Finance and Education, Teachers Associations, and public and private teaching institutions are involved in the development of teaching policies. However the different actors in the educational process do not find a common ground where their different interests are in agreement on a regular and compulsory basis.
6. When the process of decentralization in the early 1980's made public education institutions report directly to the municipalities, teachers lost their rights as public employees and became employees governed by the same regulations as the private sector. Once democracy returned in 1990 there was strong pressure from the teachers to change the situation. As a result, the Teachers Act was passed in 1991 for all education professionals working in public, private-subsidized and private schools stating that they are subject to the current labour law.
7. Given the decentralized nature of the system, teaching vacancies are decided by each municipality using certain standards defined by MINEDUC, and which are related mainly to the maximum class size, contract hours and teaching hours. In relation to the teaching staff, it is made up of administrative and teaching personnel. The majority of teachers work in public schools, but in recent years the trend is downwards: in 2003 56% of teachers worked in the municipal sector, whereas in 2004 this figure was only 51%. In terms of level, 58% of teachers work in primary education and 28% in secondary

education. In terms of gender, there were more female than male teachers working in the education system in 2004, standing at 73% of the teacher work force.

8. In the case of municipal schools, the most relevant causes of teacher dismissals are: to be assessed for three consecutive periods with an unsatisfactory level of performance in the teacher performance assessment system, suffering from irrecoverable health problems which affect job performance, and the abolition of hours.
9. Similarly, the introduction of market-oriented reforms during the 80s, such as the *voucher* system, is one of the most important elements contributing to develop accountability in the education system. In addition, since 1996 MINEDUC has made available to the different stakeholders, information on school performance (via the results of the national assessment exam - SIMCE) in 4th, 8th and 10th grades. Currently, there are efforts leading to improving feedback on performance to parents. In addition, teacher standards are also being developed as certain measures of professional accountability.
10. The Teachers Act determines that all education professionals working in primary and secondary schools in the municipal sector must undergo performance assessment. The results of this assessment must be taken into consideration when the teacher applies for other posts, scholarships, further training or postgraduate studies, or to receive financing for innovative teaching projects, among others. In 2002 a framework for performance standards was developed and the pilot project for performance assessment was applied in four regions of the country. The new system has been gradually put in place as of 2003. From 2003 to 2006, over 30,000 teachers were assessed, basically in Primary Education.
11. The usual route to begin a teaching career is through institutions of higher education. A variant to the regular route is the 'Second Degree'. A 'special route' is one that offers a degree-course to people with certain experience in education. Finally, people can enter the teaching profession as "authorized" or certified by MINEDUC.
12. To become Head Teacher of a municipal school, as of 1995 it is necessary to contest for the position and the term of the position is limited to a period of 5 years with the possibility of re-standing in the contest. As to the Head Teachers who did not have a fixed term for the duration of their position because they were appointed prior to 1995, as of 2005 they are now obliged to contest according to a progressive schedule from 2006 to 2008 based on their years of seniority in the position. Therefore, by the end of 2008, all Head Teachers of municipal schools will have attained the position by contest. In the private sector the government does not control nor determine conditions for the appointment or retention of the Head Teachers of those schools.
13. Although since the first of the *Concertación* governments in 1990 there have been policies to promote more participative educational leadership at municipal schools, and although it is true that from the wages point of view there was monetary recognition of technical pedagogical functions, it was not until 2003 that a series of policy actions were initiated to promote and strengthen school leadership.
14. Most important of these actions was the setting up of a reference framework called the Good School Leadership Framework (MBD), with performance standards or criteria as well as guidance for the professional development of teaching leaders and technical-pedagogical staff at subsidized schools, which includes the private sustainers receiving government subsidies. Although it is true this reference framework has no immediate

legal effect, it does fulfil the initial function of providing guidance to all actors in the education system as to what is to be expected of school leaders. This implies communication and knowledge of the framework among teachers, parents, students, school leaders, heads of Technical Units, Counsellors, General Inspectors, Sustainers and, of course, the Universities as the main providers of teacher training or professional development for teaching as well as technical-pedagogical leaders.

15. Recently, MINEDUC has implemented other policy initiatives such as the National Performance Assessment for municipal Head Teachers and leadership teams, which include Head Teachers, technical pedagogical heads, counsellors, and all staff on contract for school management and technical pedagogical functions. Implementation of this national system began in 2005, under municipal responsibility. The purpose was contributing to the improvement of the educational quality provided by the municipal education system in Chile. However, implementation has not been widespread and only a few municipalities are working towards setting up this assessment system.
16. Another initiative is the financial incentive for performance of leadership teams, deeply linked to the national assessment system in its procedures and implementation, although stemming from a different law. The purpose of this incentive is to establish a higher commitment among school leadership teams and the main targets of the school educational plan, at each subsidized school, rewarding all outstanding leadership teams in terms of the accomplishment of goals and targets.
17. The greatest weakness in terms of policy strategy -when undertaking the promotion and strengthening of school leadership- is professional training, involving initial training and professional development studies. The higher education market is ruled by the laws of supply and demand, and recent accreditations in higher education are voluntary in nature with very limited attributions by the State in terms of setting regulatory policies. Within this legal framework, the strategy has focused on engaging and developing the highest levels of commitment by the various stakeholders in higher education, with national goals to obtain excellent school leaders at subsidized schools. But this approach implies greater issues and a wide range of policies to set the right incentives on supply and demand for the formation of school leaders in the higher education market.

CHAPTER 1: NATIONAL CONTEXT

1.1 Priorities and Policy Development

18. During the current and past decades, major political, economic and social changes have taken place in Chile where, after 17 years of military government, four democratically elected governments ruled Chile -all part of the same political coalition (*Concertación de Partidos por la Democracia*).
19. During the 1980s the school system in Chile underwent a reform programme by the military government (1973-1990) that decentralized its administration, introduced a voucher-type system for financing, and encouraged the spreading of government-funded private schools. In 1990, after more than one and a half decades of authoritarian politics and a 'neo-liberal' economic system, a democratic government implemented education policies explicitly focused on public investment to increase quality and equity in the education system, while maintaining the organizational and funding components introduced in the eighties. While the aim of the reform in the eighties was fiscal, administrative and power-linked, the core of the reform in the nineties was aimed at offering equal educational opportunities for all.
20. The first democratic administration (1990-1994) placed its efforts on improving preschool and primary education through various programmes focused on increasing quality and equity for students of low socio-economic backgrounds. In addition, special attention was placed on improving teachers' working conditions with the creation of the Teachers Act and a substantial increase in educational expenditure.
21. The second democratic administration (1994-2000) started its initiatives in the education sector with a technical and political discussion focused on achieving political consensus and creating awareness among the public of the strategic implications of education for the country's overall development. The President of the Republic convened a National Commission for the Modernization of Education, which at the end of 1994 completed a plan for educational reform at the national level. The proposals by the National Commission made a major contribution, systematizing and arousing debate among the country's political, business and cultural leaders on the tasks facing national education. It provided a diagnosis of the Chilean education situation and established a set of priorities in terms of changes that were highly consistent with the policies already being implemented. During the period of 1996-2000, after a national consensus on the education policy, the reform was formally approved and initiated. The main lines of action of the Educational Reform (ER) were: curricular reform, teachers' professional development, extending the school day and special improvement and innovation programmes².
22. Finally, a third democratic administration started in 2000 with the government of President Ricardo Lagos (2000-2006), former Minister of Education during the democratic governments since 1990. The main objectives of this period were to improve the education of all students, especially in terms of literacy and numeracy at primary level, increase time for learning by continuing with the implementation of the extension of

² See annex 1

the school day at all schools, reduce the student dropout rate at secondary level, increase enrolment in pre-school education -particularly in poor areas- continue strengthening the teacher profession, improve the quality of vocational, technical and adult education, improve the participation of parents in the education process, and to increase access for all students, as well as the quality of graduate programmes at tertiary level.

23. Also during this period, a new public policy approach started taking shape at MINEDUC, specially focused on the autonomy and accountability of schools, and the improvement and strengthening of school leadership. The first results of this in 2003 were the development and publishing of the Good School Leadership Framework, which for first time set up which were the main areas and criteria involved in the official public policy for school management and quality. Linked to this framework, the School Management Quality Assurance System (SACGE) began taking shape. Under this system, the municipal schools started out along the path to improvement, through institutional self-assessment, external review and the planning of improvements according to a two-year plan.
24. As part of negotiations with the Teachers Association, in 1995 the public contest procedure for the appointment of Head Teachers was set up with the Teachers Act. But all Head Teachers appointed before September 1995, were Head Teachers for life. Later, in 2004, the Teachers Act was changed to include performance assessments of Head Teachers and their deputies, a new contest procedure and requirements for Head Teachers at municipal schools, a change in the main roles of Head Teachers, and setting new functions and responsibilities in financial, education and management issues at schools. One year later, in 2005, new changes determined that all Head Teachers were to be appointed by public contest, including those appointed before September 1995, and a national contest was scheduled for the appointment of close on 2000 Head Teachers at municipal schools between 2006 and 2008.
25. Finally, in 2004, the Good School Leadership Framework (MBD) was established, setting the criteria for performance assessment and the professional development of Head Teachers and management teams.

1.2 Population trends

1.2.1 Number of people

26. The Chilean population has grown in the past decade. Data from the latest national census (2002) shows that the total Chilean population is 15,116,435 inhabitants, which represents an increase of 1,700,000 in relation to 1992 (the previous census). This increase in total population together with policies focused on enrolling a higher number of students has exerted pressure on the school system.
27. Chile is in demographic transition towards an older population. The annual growth rate has been dropping over the past decades. In fact, the annual growth rate in the 1992-2002 period was 1.2%, lower than the average of 1.6% during the 1982-1992 period and 2.5% during the 1952-1962 period.

28. Together, life expectancy, the drop in mortality and the birth rate have contributed to aging of the population. Currently the average age in Chile is 31 years old, 5 years more than in 1950 and 5 years less than it will be in 2025.

1.2.2 Age structure

29. The proportion of the population at the age of primary to higher education stands at 42% of the total population, and the 5 to 14 year old sector of the population is expected to decrease by 3 per cent over the next 15 years. UNDP data shows that the 15 to 19 and 20 to 29 age groups of the population will, however, increase by 12% and 18%, respectively. Chile will thus face the challenge of maintaining, if not improving, participation in its secondary and higher education sectors, in spite of demographic pressures (see Table 1.1).

1.2.3 Diversity

30. Chile's population is highly urbanized with approximately 86% living in cities in 2002. Around 40% of Chile's urban dwellers live in the Santiago Metropolitan Area, which includes the city of Santiago and the surrounding region.
31. No changes have been produced in gender proportion over the last ten years: around 50% of the population is made up of women.
32. In the 2002 census, 4.6% of the population claimed belonging to an ethnic group. Among the 8 ethnic groups in Chile, the Mapuches, the most important, accounts for 4% of the population.

1.3 Economic trends

33. The Chilean economy has recovered since the slow-down of 1998-2003. The external context has supported this recovery, with international liquidity staying abundant while the price of raw materials continue high, remarkably so in the case of copper. The recovery of private investment has been buoyant, with investment at 25% of GDP in 2004, well above the average level recorded in the 'golden years' of fast GDP growth in Chile (1985-97). The recorded unemployment rate is beginning to fall, in spite of the reduction in the output gap. This is to great extent due to the fact that until recently the rise in work force share, particularly among women, has been greater than the growth in employment.
34. The main policy challenge is to ensure the drive towards recovery -especially the strength and sustainability of private investment, translating into a lasting rise in the potential growth of the economy in coming years.
35. This can be achieved by encouraging innovative activities, the continuous growth of pro-competition regulation -particularly for network industry public services- and greater labour force participation and productivity. In this way it is probable that Chile's income gap in relation to OECD countries may close more quickly. At present, Chile's income per capita (adjusted for purchase power parity) is under 40% of the average for OECD countries and less than 30% of the US income per capita, which leaves much room to continue closing the gap in relative levels of living. It is possible to foresee greater long

term gains stemming from accumulating human capital, the area where Chile is lagging most behind.

36. Chile's performance, favoured by competent steering of the economy by the authorities, remains at a very good level. Perception of good macroeconomic management is well entrenched. Chile is the only sovereign debtor in Latin America, aside from Mexico, with investment grade rating –an achievement not to be underestimated. Particular consideration is to be given to:
- *Fiscal policy* until now guided by the structural surplus fiscal rule of 1% GDP introduced in the year 2000, although not backed by law, and adjusted for the effect of economic cycle public finances and fluctuations in the price of copper.
 - *Monetary policy* developed within the framework of inflation targeting and implemented with an eye on the future. At present inflation is converging towards the centre of the monetary policy target band of 2-4% and expected to stay controlled in the near future. The decision by the monetary authorities to gradually reduce monetary stimulus as of September 2004 is adequate.
 - *Structural reforms*, facilitated by a comparatively high degree of social cohesion, continue aiming at developing new opportunities for growth, making the economy more resilient to external shocks, with more diversified exports and less vulnerable to the fluctuations of international prices of raw materials.

1.4 Labour market trends

37. Low levels of participation in the labour force and human capital limit the accumulation of labour inputs adjusted for quality. Working-age population has been increasing more rapidly in Chile than in the majority of OECD countries due to the higher birth rates that existed in the past. However, participation in the labour force is low in comparison to international levels, although it did show a particularly important rise in the early nineties, especially among women. Educational performance measurements suggest the quality of labour inputs have increased over the years. But, in this field, other countries have surpassed Chile: secondary student results are much higher among young people in countries like Greece –and especially South Korea- in spite of similar enrolment levels among older age groups. Human capital stock continues comparatively low: Chilean population between 25 to 64 years of age had on average 10 years schooling in 2002, in comparison to an OECD average of almost 12 years. Besides this, the quality of education is low, as can be seen in Chile's relatively low performance in standardized tests such as PISA.
38. The labour market is improving gradually after the slow-down of 1998-2003. Closing of the output gap has meant slightly higher growth of employment as of the second half of 2004, especially in the services sector. This has permitted a rise in the participation of women in the labour force, mitigating the impact of the recovery of unemployment which only recently started to come down. Nevertheless, the share of women in the labour force continues to be moderate, even in comparison to regional standards, and shares are particularly low for low-income groups; for women in the best working age (25-54 years of age) the figure has only now reached 50%.

39. After the mid nineties, both employment rates as well as participation in the labour force dropped. If many of those who were counted as inactive had been more interested in looking for work, the unemployment rate could have by the close of 2004 been significantly higher than the 9% of the labour force (5% of the adult population) at which it was finally recorded. A more detailed analysis of the 1997-2004 period shows a declining employment rate, especially among young men (15-24 years of age). Figures for young women and men in the best working age (25-54 years of age) dropped less and stabilized as of 1999, while positive trends were observed for women in the best working age and for older men and women (55-64 years of age), probably at wages far lower than those paid to persons in the best working age.
40. This probably reflects a combination of supply and demand restrictions: some women may have stopped looking for work because they found it hard to find employment, whereas others may have considered the jobs available little attractive.
41. There are few part-time jobs, which may be attributed –at least partly- to obstacles in agreeing on a flexible working day; but it also happens that, in spite of a rise in recent years, fiscal subsidies for childcare and preschool education continue to be limited.
42. We are in the presence of a significant drop in **national unemployment, at a level below 8%**. This drop is sharper and more favourable in the case of men than women. **Whereas women show a drop in their level of unemployment of 1.4 percentage points, for the same quarter last year, going from 10.9% to 9.5%; for men the drop in unemployment is 2.1 percentage points (going from 9.8% to 7.9% unemployment).**
43. For the quarter analyzed, the numbers of persons that appear **as working are 6,211,810 and 534,710 not working**, of which 458,100 are Unemployed (6.8% of the Labour Force) and 76,610 looking for work for the first time (1.1% of the Labour Force).
44. In the second quarter 2006 and with respect to the same quarter 2005, the Labour Force drops 0.7%, with **49,210 persons leaving the Labour Force**. At the same time, those Working increase by 1.4%, producing **a rise of 84,610 persons Working in comparison to the same quarter of the previous year**. Both situations together produce the fall in unemployment of 20% (133,820 less persons not working than the previous year).
45. **The fall in female unemployment is mainly the result of a drop in the Female Labour Force**, which fell by 1.3% in comparison to the same quarter of 2005, with 31,930 women leaving the Labour Force. At the same time, **women Working rose by 0.3%, creating 5,780 new job vacancies**. Both situations combined produce a 14.2% reduction in the number of women not working (37,700 less women not working than in 2005).
46. In the case of men there is a somewhat smaller drop in the size of the Labour Force of 0.4%, with the labour force standing at 17,280 men. On the Working side, the number of male job vacancies rises by 2%, that is, there are 78,840 new job vacancies. In this way, the number of men not working falls by 23.8%, standing at 96,120 individuals³.

³ National survey results for July September 2006. INE. Ministry of Labour.

47. Congress enacted an intensive reform project. The primary objective of the reform is to facilitate collective negotiations at enterprise level, fostering competition and allowing the market to operate efficiently to reduce the rate of long-term unemployment. Flexible intensive contracts are also contemplated, since they allow part-time, flexible time, work at home, temporary, and special training contracts, among many other elements. Collective negotiations under the reform continue to be held at the enterprise level, but it may be voluntarily extended to a group of enterprises, requiring the explicit agreement of all participating employers and unions. Employers under the reform may hire replacement workers during a labour dispute, subject to a fee paid into a fund that benefits striking workers once the dispute has been resolved.
48. As to unemployment insurance, a law was enacted in May 2001 creating a system that seeks to assure income stability during the period when new employment is sought. The system has two parts, combining mandatory contributions by workers together with a contribution by employers into individual unemployment accounts and a solidarity fund, comprised of a contribution by employers and an annual fiscal contribution. A private fund administrator is to manage the resources.

1.5 Availability of resources

49. In a public address in 1994, the Minister of Finance gave precise indication of the Government's commitment to education: to raise the country's level of investment in education from 4.9% to 7.0% of GDP in a period not exceeding 8 years, with the public and private sectors splitting this expansion equally.
50. Over the past decade there has been a sustained increase in total expenditure in education. Both public and private expenditure have grown over that time. According to national data, from 1990 to 2000, total expenditure increased from 3.8% to 7.1% of the GDP while in 2004 the total figure reached 7.3% of GDP, with the private share at 3.3% (see Table 1.3).
51. There has been a sustained increase in public expenditure on education from Ch\$633,373 millions in the 1990-2000 period to more than Ch\$1,854,309 millions in 2001 (expressed in Pesos of 2001). Private expenditure expanded at a faster pace than public expenditure. Private expenditure increased at an annual rate of 9% from 1.4% to 3.3% of GDP (see Table 1.3).
52. Since 1990, MINEDUC expenditure shows an annual average growth of 10%. This means that over 14 years total expenditure by the Ministry of Education more than trebled.
53. Within the levels of teaching that concentrate most of this expenditure (secondary, primary, preschool and higher), positive average annual growth rates are observed and close to the growth of total expenditure. Of these, expenditure on secondary education has the highest average annual growth rate with 11%, followed by preschool education with 10%, primary education with 11%, and finally higher education with 7%. The sizeable growth of expenditure on culture and other is highlighted (special and adult education), with average annual growth rates of 21% and 16%, respectively. Said rates are above the

average total growth in expenditure. However, these levels represent only 10% of total MINEDUC expenditure.

54. Between 1990 and 2004, public expenditure per student increased significantly in primary and secondary levels. In fact, in 1990 average public expenditure per primary level student was M\$ 172, whereas in 2004 it is approximately M\$ 485. In the same period, the expenditure per secondary level student was M\$ 158 to M\$ 495.
55. Furthermore, public expenditure per higher education student remains relatively constant during the period, about M\$ 550. However, in the last two years a reduction in public expenditure per higher education student is observed. In fact, in the early 90s, public expenditure per higher education student was close on 3 times the amount spent on primary education, whereas in 2004 the ratio is 1.
56. In addition, for 2004 average total expenditure per primary education student was M\$ 694, M\$ 755 on secondary education, and B\$ 2.304 on higher education. At this last level, M\$ 499 is public expenditure and B\$ 1.806. Major differences are observed between the total expenditure per student in the different education levels. However, it is private expenditure per student that produces the greatest difference between higher education and levels of primary and secondary education. Private expenditure per student in primary education is M\$ 209, whereas expenditure for secondary education is 1.2 times greater than for primary, and private expenditure for higher education is close on 9 times the figure for primary education. This last difference is what generates important inequity between the expenditure per student in higher education in comparison to the expenditure per student in other levels of teaching.

1.6 Public perception of the system

57. In the last survey by Centro de Estudios Públicos (CEP⁴) of June 2006 which gathers information about public perception of several educational issues, 57% of people perceive the quality of education in Chile as “good”, which is 12% lower than the same survey for 2003. However, that “good perception” is more related to people over the age of 30, rural areas rather than urban areas, and finally less years of formal education than the most educated population.
58. In the same survey, general perception about the improvement of education dropped between 2003 and 2006, in all responses: those who think there is some improvement (from 48% to 34%); those who think it is at the same level (from 35% to 40%); and those who think the quality of education is worse than 10 years ago (from 14% to 25%). 74% think the level of learning outcomes in recent years is not normal.
59. The issues with bad perception are in increasing order: 35% think teacher attendance to class is bad; low expectations about student learning, 63% think expectations are even lower; 64% think teacher training is bad; 72% think there is a serious lack of discipline in primary and secondary schools; and 77% that educational equipment, texts, resources, laboratories and PCs, are bad or poor.

⁴ One of the most prestigious firms in Chile in surveys and public research.

60. The three most important problems of education in Chile are: lack of discipline 30%; poor or bad equipment 28%; bad teacher training 24%. Linked to these results, 94% agree with the national performance assessment for teachers. In this regard, 83% think teachers' wages must be linked to performance levels, and 74% agree Head Teachers should be able to dismiss underperforming teachers at their schools.
61. The most important three aspects to consider in choosing a school are: quality of maths, language and science teaching, 61%; infrastructure and educational equipment, 54%; ethics and education habits, 51%. Discipline is in fourth place, at 45%. Proximity of the school barely achieves fifth place at only 19%. This is not consistent with other research on these issues.
62. To a question about choosing a school at the same distance and same enrolment cost, what type of school would they choose? 69% preferred a private subsidized school an only 29% preferred a municipal school. People have a strong perception that there is a quality gap between the education provided at subsidized schools and private non-subsidized schools.
63. Among the people who prefer a municipal school, the three most important reasons are: they like the idea of a public education, 52%; they like the social and cultural diversity, 46%; and because they think private subsidized schools are just business, 38%.
64. Among the people who prefer a private subsidized school, the three most important reasons are: a better education quality, 69%; more order and discipline, 61%; and because they have a better educational infrastructure, 43%.
65. However, this generally bad perception of education quality changes when the question is about the quality of the real school the children of the people interviewed actually attend, because 55% say they are satisfied with the education quality at their children's schools.
66. In other CIDE and MINEDUC surveys, most of the people who have or know children studying at subsidized schools consider the educational reform 'has produced visible changes'. Both teacher training and the full school day appear as higher priority actions to effectively improve the quality of education.
67. People also perceive that schools clearly serve students with different social backgrounds: public schools serve students of the lower income groups, while private subsidized schools serve students of the middle-low groups, and private non-subsidized schools serve the middle and upper-middle groups.
68. Head Teachers and teachers have low expectations about the educational future of children coming from poor families, especially regarding student access to higher education, and they attribute poor performance mainly to the lack of family support. Head Teachers (81.4%) and teachers (85.2%) indicate that family problems (like family violence) are the main factor affecting student failure, especially in families whose children attend public schools.
69. Parents and students, on the other hand, tend to be more optimistic and most think students could attend higher level education.

70. A high proportion of Head Teachers (70.8%) say the students at their schools achieve a moderate level of learning. This figure is quite similar among teachers (67%).
71. Thirty-eight percent of public Head Teachers say one of the most serious problems affecting their performance is the high rate of medical leave among teachers. They mention teacher unpunctuality in second place (30.4%) and teacher neglect of students with problems (21.7%). Head Teachers of private subsidized schools are less critical of these issues.
72. Most parents have a positive perception of the work performed by teachers, emphasizing their responsibility and punctuality (86.1%), their good relationship with students and parents (81.5%), and their interest in further training, learning and improving (81.3%).
73. The high levels of criticism among public Head Teachers reflects problems affecting management and team formation among Head Teachers and teachers, which results in work atmosphere and communication problems among the players involved.
74. Increased criticism of the subsidy system can be observed among Head Teachers, who stress the low amounts and their variability since it is related to student attendance.
75. Both Head Teachers and teachers agree that teachers should be assessed, and only a low percentage object.
76. Most parents express having a high degree of confidence in teachers, considering teachers make every effort to achieve greater learning among their students. Private subsidized schools obtain the highest rating (48.8%); public schools run second (48.6%); and private non-subsidized schools are rated third (43.5%). Parents also have great confidence in Head Teachers. Head Teachers, on the other hand, have great confidence in their teachers, although this is lower than the confidence felt by parents.
77. Teachers express feeling great confidence in school management, at levels of over 80% in the various types of schools.

CHAPTER 2: THE SCHOOL SYSTEM AND THE SCHOOL WORKFORCE

2.1 Main structural features of the school system

2.1.1 Organization

78. Chile's school system is organized in two levels (see Table 2.1), an eight-year compulsory primary level for students between the ages of 6 and 13, and a four-year secondary level only compulsory since 2003 for students between the ages of 14 and 17. The secondary level is a two-track system, where students are allowed to choose either a general academic curriculum in liberal-arts and science, intended to lead on to studies at university, or the other geared towards a vocational curriculum (technical/professional), and intended to prepare students for the work force and also for technical studies at a higher educational level. The preschool education system is for children up to the age of 4, not compulsory and enrolling mostly children aged 4 and 5.
79. As shown in figure 2.1, the education system is decentralized, consisting of three types of schools: municipal, private subsidized and private non-subsidized. Municipalities manage schools through the Municipal Department of Education (DAEM), while *private sustainers*, who can be either individuals or private entities, manage both private subsidized schools and private non-subsidized schools.
80. Both public and private subsidized schools are financed by the government through a per student subsidy system, based on student attendance. Private non-subsidized schools are financed through student fees.
81. MINEDUC acts as a coordinator by regulating, evaluating and supervising all aspects of education. Additionally, it draws up general educational policies and special programmes for improving the quality and equity of the system.

2.1.2 Number of schools and school population

82. In 2005, total enrolment at primary and secondary levels of the school system stood at 3.6 million students: 2.2 million at primary level, representing 97% of the 6–13 years age group; and 1 million students at secondary level, representing 88% of the 14–17 years age group. Total enrolment in preschool level was 301,000 in 2005, representing 33% of the 3–5 years age group (see Table 2.2).
83. In terms of total enrolment, the whole system has increased 23% from 1990 to 2005 (MINEDUC, 2006). The number of students enrolled in primary education has increased by around 11% during the same period, while a similar situation has occurred in secondary education where enrolment has risen 43% (see Table 2.3).

84. Additionally, in 2005 there were 11,561 schools working in the system: 52% public schools, 40% private subsidized schools, and 6% private non-subsidized schools (see Table 2.4).

2.2 Division of responsibilities among government, schools and teachers

2.2.1 *Financing*

85. Both Municipal and Private subsidized schools are financed through a *voucher-type* system of financing whereby each local administrator (either municipal or private sustainer) receives resources on a monthly basis, calculated according to the average student attendance over the previous three months. The system is based on statements submitted by the schools and subjected to a periodic, random control by supervisors from the provincial boards of MINEDUC. The subsidy takes into account differences in the cost of providing the service according to the type and level of education, as well as the geographical location of the school. The subsidy is expressed in an accounting unit known as the *School Subsidy Unit* (USE) of a monetary value adjusted periodically to compensate for price increases. Per-student subsidy plays a central role in transferring financial public resources to schools.
86. Empirical studies about Chile and some OECD countries show that vouchers and school choice in general has proven to be neither a cure-for-all nor a catastrophe for the quality of education in terms of educational achievement and cost efficiency (Ladd, 2003; OECD, 2002), i.e. the evidence is not conclusive. For instance, McEwan and Carnoy (2000) and McEwan (2002) showed that subsidized non-religious private schools show marginally lower achievements than municipal schools, but students in Catholic voucher schools score higher. Results in other countries show that subsidized private schools do not tend to produce better test scores nor have lower costs. Another claim in Chile and other countries is that vouchers intensify the socio-economic stratification of schools, since private schools select students and charge extra fees that penalise students from low-income families. Moreover, school choice by parents seems to be more often based on the social composition of the school's students than school quality. Hsieh and Urquiola (2002) conclude that the voucher system in Chile widened the variation in educational outcomes across students. Finally, there is no strong evidence on the impact of competition on school performance. For Chile, McEwan and Carnoy (2000) show that competition led to marginally better scores in Santiago but small, negative effects elsewhere. Hsieh and Urquiola (2002) estimated the net effect of the three mechanisms combined during 1981-2000 in Chile and found only a small and statistically insignificant effect of vouchers on student achievement.
87. Since 1994, a mix of public and private financing took shape when both subsidized types of schools were authorized to raise funds through a system of shared financing. On the one hand, municipal schools can charge tuition fees only at secondary level if parents agree with the policy and the fee. On the other hand, private subsidized schools are allowed to charge fees at both primary and secondary levels. The tuition fee must not exceed 4 USE as established in the legislation and the amount of the public subsidy will depend on the average fee paid by the students where the rules state that the higher the fee

charged by the school, the lower the subsidy it receives. In any case, the discount in subsidy is absolutely marginal.⁵

88. This system also establishes the existence of a scholarship system funded both by schools and MINEDUC, in order to reduce the negative impact likely to be produced by fees on low-income students attending these schools.
89. Furthermore, municipalities can assign resources to schools from their own budget in the same way that private sustainers can also allocate private resources to their schools.
90. In general, public schools do not enjoy legal faculties to manage funds, hence it is the municipality who manages and allocates financial resources to all schools. Nevertheless, some public schools can manage the resources coming from tuition and enrolment fees through the *shared financing system*, donations and other funding sources (except the money from the per capita subsidy). These resources can be assigned to any project aiming at improving the quality of education but cannot be used to pay teachers' salaries at all. On the other hand, modifications to the legal framework have permitted the development of some school-based management for public schools.
91. Private subsidized schools are autonomous in allocating and managing their resources, but they are subject to the minimum teacher's wage imposed by the Teachers Act and salary negotiations.

2.2.2 Curriculum development

92. In 1996, the educational reform (ER) defined new curricula for both primary and secondary levels. Implementation began in 1997 and by 2002 was working in the whole system. It established compulsory objectives and contents within which schools could design their own syllabus. This is a major innovation in terms of curriculum organization and has important implications for decentralizing and strengthening the teaching profession: every school in the country must decide whether to adapt the curriculum to its own educational plan or follow the one defined by MINEDUC. In addition, the new curriculum framework provides a major redefinition of each area to be up-to-date with the latest disciplinary and teaching standards.
93. The new official curriculum of Chilean education, being more flexible and decentralized in its implementation procedures, implies higher levels of learning objectives and standards.

2.2.3 Teachers' labour market

94. The labour legislation that regulates teachers' contracts differs between municipal, private subsidized and private non-subsidized schools.
95. In the case of public schools, decisions were centralized until 1980, when the process of decentralization began and public educational institutions were transferred to depend

⁵ See Annex N°4

directly on the municipalities. Teachers lost their rights as public employees and came under the same Labour Legislation as employees in the private sector, which included those teachers in the private subsidized sector as well as the private school sector itself. The shift to the municipal sector and the loss of their status as public employees was an extremely hard change for teachers, who never accepted it since it went against the whole culture of teaching (Nuñez, 2001). Once democracy came to scene in 1990 there was strong pressure from the teachers to change this situation, which produced as a result the Teachers Act in 1991.

96. The Teachers Act is in general applied to all education professionals working in municipal, private subsidized and private schools, and states that they are subject to current Labour Legislation. Nevertheless, the law allows a differentiation in the contracts of teachers depending on where they work. For those working in the municipal sector, the Act determines unique teaching career modalities and wage allocations.
97. On the other hand, the same law establishes that those teachers and Head Teachers, who work in the subsidized private sector are regulated by private contracts, i.e. by the rules of the Labour Legislation applicable to all private sector employees, with the exception of those applying to the working day, official holidays, minimum pay and termination of contract, where the employer has to pay each compensation lacking for the months in the current working year. It also establishes that the teachers in the private subsidized sector have the right to negotiate collectively according to the processes set for the private sector, if an agreement is reached between the parties according to the regulations currently laid down in the public schools.
98. In the case of the public sector, qualified teachers who join the municipal staff of teachers (as shown later on, the concept used is “teaching hours” instead of positions) must enter via an open vacancy announcement. These open vacancies for posts must be sufficiently publicized and published nationally at least twice a year by the municipality with the vacancies. Contracted education professionals cannot exceed 20% of the total hours of the municipal staff in the corresponding municipality. Each municipality has to form qualifying commissions every year to advertise and select teaching staff for the administration and technical/pedagogical sector, for pre-school, primary and secondary level schools.
99. The commission should be formed by: the Director of the Municipal Education Department (DAEM) or a representative; the Head Teacher of the school where the vacancy exists, and one teacher chosen from among teachers of the specialty under discussion. The selection process considers variables such as professional performance - when relevant-, years of experience, and additional courses/training undertaken. The commission will rank candidates in decreasing order of evaluation and the Head of the Municipality will have five days to nominate the first choice candidate and, in case of refusal of the offer, the selection process will continue in strict order of precedence.
100. During the 1980s, the government appointed the Head Teachers of public schools. However, as part of a Reform to the Teachers Act, from 1995 the new Head Teachers will be chosen for a period of five years, after which a new selection process will take place. This measure, however, would not operate retroactively. In the selection process for management and technical/pedagogical positions, preference must be given to teachers with certified qualifications in administration and assessment and with supervisory and vocational experience differentiation in the contracts of teachers depending on where they

work. Those who work in public schools are subject to a standard teaching career contract.

101. However, in 2005, a new political agreement made several changes, introducing compulsory contest for the Head Teacher position at every municipal school, even if the Head Teacher has been appointed before September 1995.
102. The commissions for Head Teacher selection are different to teacher commissions, they should be formed by: the Director of the Municipal Education Department (DAEM); an school's Head Teacher from another school but with the same level and type of schooling as where the vacancy exists, one teacher chosen from among teachers of the school where the vacancy exists, and one member of the parents association chosen by the parents association. The selection process considers two stages. At the first stage the commission should chose five candidates considering variables such as professional performance, where relevant, and appropriate courses/training undertaken. In the second stage the five pre selected candidates have to submit a work proposal for the school, and all the examinations and tests requested by the commission. The commission ranks the applicants in decreasing order of assessment and the Municipal Director has five days to nominate the first choice applicant and, in case of refusal, the selection process continues in strict order of precedence.
103. On the other hand, the selection process for teachers and Head Teachers in the private sector (private subsidized and non subsidized schools) is not subject to any particular regulation except those contained in the Labour Code. A fixed term contract lasts one school year (from March to February), unless the contract has been drawn up during the course of the year due to a teacher replacement. The contract can be renewed for another working year but from this moment on becomes indefinite. To hire a teacher for a special or non regular activity, lasting less than one school year, the contract must stipulate the date of the beginning and expiration of the contract.
104. Hiring teachers for a fixed period of time or term within an academic year enables private sector employers to assess the performance of their staff before potential renewal. This is a trial period not available to the public sector unless teachers have been hired on a "fee" basis (renewable one-year contract), which is not subject to an open selection process. Even if most of the private subsidized schools automatically renew a fixed-term contract without assessment on a regular basis, it would seem that schools in the private non-subsidized sector consider the first year as a trial period. The contracts are subscribed individually but can be negotiated collectively. These negotiations follow a process -each stage governed by the Labour Code- and can result in benefits greater than those established by law.
105. Similarly, the rules governing dismissals are different in the public and private sectors. In the case of public schools, Head Teachers can be fired if: having serious health problems affecting their performance, and the abolition of hours. On the other hand, in the private sector the sustainer can end the working relationship based on their corresponding assessments, within the framework of general labour legislation in force in the country.
106. On the other hand, there are no rules or regulations regarding the promotion of teachers. At municipal level, there are only 3 categories defining career progression.

2.2.4 Accountability

107. The introduction of market-oriented reforms during the 1980s incorporated elements that have contributed to develop a school accountability system.
108. In theory, the financing system introduces elements of choice and competition. The voucher system enables parents to choose a school freely in the public or private subsidized sector. Users create demand for one school rather than another. Schools react by expansion, contraction, or adjustment of cost and quality. It treats parents as clients, so that family decisions are decisive in the allocation of resources to education. The subsidy favours schools that can attract and retain students, while punishing those that fail in this objective. Thus, the framework tries to use competition between schools to induce the efficient use of resources and effective educational results.
109. Nonetheless, this rationale needs to deepen the information and feedback mechanisms within the education system or *market* in order to guarantee efficient parental decisions. Since 1996, MINEDUC has designed a policy that aims to make available to public opinion and parents, information about school performance through the results of the national standardized test SIMCE for the 4th, 8th and 10th grades. MINEDUC is currently planning to improve feedback into the system through annual reports for parents providing information such as student progress, public test results, financial resources, progress in the implementation of action plans, or school management performance. However, a key issue here is to determine the extent to which these expanded flows of information will be effectively achieving their purposes.

2.3 Teachers employed

2.3.1 Staffing

110. Teaching staff basically includes leadership teams and teaching personnel. Leadership teams include Head Teachers, technical/pedagogical staff, counsellors and others. Teaching personnel refers to classroom teachers.
111. According to MINEDUC (2006), there has been an increase in the teaching work force from 2001 to 2006. The total number of staff increased from 146,918 in 2001 to 192,419. This increase reflects a rise in both the administrative staff (technical pedagogical and managerial functions) and teaching personnel: in 2001 there were 125,615 classroom teachers and 165,882 in 2006, while in terms of leadership team staff the numbers are 21,303 and 21.857 respectively (see Table2.5).
112. By 2004, the majority of teachers worked in public schools (51%). Only 36% worked in private subsidized schools and the remaining (12%) in private schools. This distribution is totally consistent with the current distribution of student enrolment.
113. In terms of level of education, 58% of teachers work in primary education and 28% in secondary education. To some extent, this distribution differs for each type of institution. In public schools, 62.9% work in primary education and 24.3% in secondary education; in

private subsidized schools the distribution is 53.9% in primary and 28.6% in secondary education; and in private schools 49.6% at primary level and 33.2% at secondary.

2.3.2 Gender

114. There were more female than male teachers working in the education system in 2001. The difference is particularly high in preschool, special education and primary education where 94.6%, 94.4% and 74.7% of teachers are women respectively. At secondary level the difference decreases, where the female teacher proportion is 57.7%.

2.3.3 Age range and geographical area

115. Regarding the age of teachers, 13.1% are under 31 years of age, 23.2% are between 31 and 40 years of age, around 28.6% are between 41 and 50 years of age, 27% are between 51 and 60 years of age and the remaining 7.8% are over 60 years old. The elder teachers tend to work at municipal schools, since 50.8% of teachers in this sector are over 50 years of age, while only 18.2% of teachers in private subsidized schools and 20% in private schools are over that age (see Table 2.6).
116. Teachers working in urban areas were 148,126 in 2005 representing 86.9% and teachers working in rural areas were 22,135 representing 13%.

2.3.4 Full-time and part-time teachers

117. In 2005, 16.6% of teachers worked on a part-time basis, while 81.9% worked between 30 and 44 hours per week, and 1.4% worked more than 44 hours per week (see point 3.1).

2.3.5 Other staff

118. Non-teaching staff (teaching assistants, administrative personnel and janitors) is subject to Labour Code regulations. They represent approximately 50,000 people in the subsidized sector. Non-teaching staff at municipal schools is subject to the Labour Code regulations except for leave and medical certificates, the latter regulated by the Municipal administrative statute.
119. Law 19.464, published in 1996, sets forth regulations and wages of non-teaching staff. In addition, it acknowledges their right to participate in training programmes like those given by MINEDUC. Recently, in October 2006, the government and organizations of these workers reached a political agreement. The executive power has expressed their will for this agreement to be turned into a bill. This agreement sets forth a new regulatory framework for non-teaching education sector workers. Based on approval of the new legal framework they would be recognized as 'Education Assistants', including new mechanisms for continuous professional development, new wage benefits, professional

and technical people working in the municipal sector will be recognized as having the right to collective bargaining, one representative of these workers will be included in the School Council, and together with a series of wage bonuses, a performance assessment mechanism will be set up.

2.3.6 Shortage of Head Teachers

120. There are no formal indicators to identify a possible shortage of Head Teachers. However, there are reports by various Municipalities about difficulties in finding the five applicants after the first stage of the public contest to nominate a Head Teacher.

2.4 Organizations Involved in School Leadership Policies

121. Developing leadership policies involves the Chilean government mainly through the Ministries of Finance and Education, the Teachers Association, the National Association of Municipal Head Teachers, and public and private institutions offering various courses for Head Teachers and school leaders.
122. The Teachers Association (*Colegio de Profesores de Chile (CP)*) is legally an association of professionals, but in practice acts as a union and is affiliated to the CUT or *Central Unitaria de Trabajadores* (Central Workers' Union), the most important labour union in Chile. As a member of the CUT, it carries out joint actions with worker associations in the public sector, actively participating in the sector's annual wage adjustment negotiations. Since 1991, the CP has periodically negotiated teachers' wages and working conditions with the government and MINEDUC, despite the fact that the Municipalities and private sustainers are the teachers' employers. However, the State supplies the funds to maintain and improve wages that are regulated by a national law.
123. The CP represents most teachers at each level of education and, in particular, represents teachers working for Municipalities. Currently, the CP has nearly 80,000 members, part of these retired teachers who maintain the right to participate in this organization. 45,500 members voted in the elections for national, regional and local leaders held in 2001.
124. There are also trade organizations representing teachers of the private education system, including teaching and administrative staff and assistants at primary and secondary level schools. These organizations are governed by the labour legislation applicable to the labour market in the private sector. They have the right to collective bargaining and calling a strike. According to current regulations, however, this type of union is only permitted for groups of schools owned by the same employer. School unions may group together national, regional or local associations or federations (some examples are: Metropolitan Teacher Association, Teachers' Association of the Bio-Bio Region, Teachers' Association of Valparaíso). Bear in mind that the Teachers' Association is nation-wide and has non-autonomous Regional and Communal Boards.
125. Nevertheless, these federations do not have the right to collectively negotiate or strike, and only have a coordination and advisory role with respect to school unions. Therefore, this type of union is weak and represents a minority of the sector in comparison to the

Chilean CP. The unions affiliated to education worker federations in the private sector have approximately 2,600 members, although the number of unionised teachers grows if we include teachers belonging to school unions that have not joined the federations.

126. The National Association of Municipal Head Teachers does not regularly participate in negotiations about working conditions and wages, but they played a very important role in the legal discussion and negotiations about the compulsory contest for municipal Head Teachers with more than twenty years seniority. As a result of this organization's participation in 2005, the national accreditation system was not considered legal by a constitutional tribunal. On account of this ruling, the government's capacity to govern the leadership professionalisation market was seriously weakened.
127. Wage negotiations between the government and the CP have been subscribed not only to monetary issues but also other matters related to teacher working conditions and which directly affect the ER process. In the year 2006 there were national CP strikes including two days of partial detention of activities, accompanied by intense negotiations with the government and which resulted in an agreement about wages and other matters related to education policy, such as an allocation for professional recognition, increased retirement incentives, increased percentages for collective performance of teaching leaders, and the inclusion of technical-pedagogical staff, among others.
128. The 341 municipalities in the country, employers of a significant proportion of teachers, are significant actors in the generation of policies, regulations and education representations at local level. Since 1993, Municipalities are organized in a private non-profit corporation, the Chilean Association of Municipalities (ACM). The ACM is one of the most important social and political pressure groups in Chile, because they represent a large number of people involving the various political approaches of its members, representing all political segments with mayors and councillors throughout the country.
129. The main issue of the ACM's education programme is strengthening government financing of their schools, based on a rise in government subsidies as well as modification of their nature and system of allocation. Whereas the Government, despite being open to different adjustments, has defended the existence of the current subsidy system.
130. Personnel management has also been matter for discussion. The ACM criticized the improvement of teaching conditions discussed and decided between MINEDUC and the CP, without the participation of the actual employers of the teachers. The ACM demands that employment and wage conditions should be negotiated locally, funded by improved government subsidies. On the other hand, MINEDUC has stated that the different resources and management capacities of municipalities forces the centralization of regulations and interventions in order to defend the political objectives of equity and improvement of education.
131. Another important actor is the group of private school sustainers who are the employers of another segment of teachers. Grouped under several entities, some of these schools are profit-oriented while others represent the sustainers of private schools owned by the Catholic Church. Both groups of institutions share common interests and few discrepancies. The above-mentioned institutions jointly defend the principle of freedom of education and private property, and thereby freedom of management allowing the management of private schools. They demand broader autonomy for schools and a more limited role of the State in the area of education. They criticize the Teachers' Statute and

the labour regulations contained therein. Private employers defend their right to negotiate directly with their staff and do not like the presence of specific legislation regulating their relationship with teachers, beyond the provisions in the Labour Code.

132. Finally, other key actors involved in the education process are higher education institutions through their link with teaching policies. They are to a great extent responsible for teacher training. However, there is no specific entity encompassing the group of institutions that fulfil this function, with the exception of the Council of Deans of Schools of Education (CRFE) at higher education level. However, this council convenes only the heads of public university schools (with government financing).
133. It is important to note that there is no formal area where the above-mentioned group of educational actors (MINEDUC, Municipalities, CP, private employers, and teacher training institutions) can meet on a regular basis to work hand-in-hand in the design and application of common educational policies. However, it is important to mention that MINEDUC has been able to establish frequent relationships with each of these representative entities in different degrees, as well as interactions by these entities among themselves.

CHAPTER 3: SCHOOL GOVERNANCE AND LEADERSHIP

3.1 Definitions, legal framework and school leadership policy in Chile

134. Since the beginning of the decade of the 90s, with the thrust of focused programmes such as *Mece-Media* and *P-900* among others, a new type of school leadership is being promoted: more participative, fostering team-work and creating professional atmospheres that allow progress in improving quality and equity in public education.
135. Perception by the public at large is that in the municipal sector there are few school leaders, and the great majority who should be taking on these roles are either authoritarian leaders or focused on administrative matters, with little connection to what occurs within classrooms. This concept is in general also linked to the figure of the Head Teacher.
136. From the regulatory point of view, Exempt Resolution N°7394, dated 7th September 2005, made the Good School Leadership Framework (MBD) official. This reference framework sets forth the standards or criteria for what in public policy is considered to be good school leadership. The text indicates the following regarding good leaders: "... the ability of these professionals to become Leaders of the Educational Project at these schools, concerned with learning achievements for all students, institutional achievements, satisfaction among the educational community, the ability to take part in definitions related to teaching, administration, and the organizational atmosphere in these various learning communities."⁶
137. The MBD recognizes 4 areas grouping the 18 performance and professional development standards: Leadership, Curricular Management, Management of the School Atmosphere and Coexistence, and Resource Management.⁷
138. Another of the aspects highlighted in this reference framework is that school Leadership cannot involve only the figure of the Head Teacher but a team of leaders within each educational unit. These teams are in general formed by the Head Teacher, the Deputy, Technical Head, Inspector General, Reviewers, persons in charge of the curriculum and other education professionals who mostly fulfil leadership-teaching and technical-pedagogical functions.

3.1.1 Roles, functions and attributions of school leaders

139. The Teachers Act defines the teacher-leadership function as: "...the higher level professional function which, based on a specific teaching formation and experience for each function, is concerned with the leadership, administration, supervision and coordination of education and which entails tuition and additional direct responsibility over teaching, teaching assistance, administrative, auxiliary or minor services staff as well

⁶ Good School Leadership Framework, pp. 7. MINEDUC, 2005.

⁷ English version of the MBD is attached.

as the students”. Head Teachers, same as their deputies and inspector generals are hired under the Teaching Leadership function.

140. In this regard, the legal body was modified by Law 19,979 of November 2004, adding explicit precisions regarding the role, functions and attributions of the Head Teacher. In this way, the Teachers Act reads: “The main function of a Head Teacher is to direct and lead the institutional educational project”. At those schools reporting to Municipalities, it further indicates: “...the Head Teacher shall in addition manage the school administration and finances, and further fulfil all other functions, attributions and responsibilities awarded by law, including those awarded by virtue of Law 19,410.”
141. In turn, the Teachers Act defines the Technical-Pedagogical function as: “those of a higher professional level which, based on a specific teaching formation and experience for each function, is concerned with areas of support or complementing teaching such as: Educational and vocational guidance; teaching supervision; curricular planning; assessment of learning; pedagogical research; coordination of teacher training processes, by Ministry of Education Decree”. The heads of technical pedagogical units, counsellors, persons in charge of the curriculum and reviewers, are hired under the Technical-Pedagogical function.
142. Both the teaching-leadership function and the technical pedagogical function are considered under what is called the Leadership Team, and therefore it is by regulation that these formal functions are where the school leaders should be found. For the fulfilment of this central role, Head Teachers were in November 2004 given new attributions:
143. In the pedagogical sphere:
 - Formulate, follow-up and assess the targets and goals of the school, the study plans and programmes, and strategies for their implementation.
 - Organize, guide and observe the technical-pedagogical and professional development work of the school teachers.
 - Adopt measures necessary for parents to regularly receive information about the operation of the school and the progress of their children.
144. In the administrative sphere:
 - Organize and supervise the work of teachers and non-teaching staff at the school.
 - Propose contract and replacement staff, both teaching and non-teaching.
 - Promote appropriate coexistence at the school and participate in the selection of teachers.
145. In the financial sphere:
 - Assign, manage and control resources in those cases when these functions have been assigned by the sustainer, in accordance to the law on delegated attributions.
146. The two last spheres of competence may be delegated to dependent staff.
147. It is precisely the Teachers Act that is the legal body setting forth the functions and attributions of subsidized Head Teachers and especially for the municipal schools. In

addition, the Ministry of Education, through a long-drawn-out process, developed the Good School Leadership Framework(MBD) which sets forth the standards or criteria for performance assessment and for the professional development of education professionals fulfilling teaching-leadership functions and which includes Head Teachers and technical-pedagogical functions involving the UTPs or heads of the Technical Pedagogical Units.

148. Finally, it should be pointed out that school leadership teams are also formed mostly by teachers without formal responsibility or assignment to the leadership function. This is at times strength, in the sense of promoting greater participation and fostering the appearance of new leaders within the educational community. However, it may also reflect a great weakness, in that the procedures used to select these teachers are not open to participation, do not recognize natural leaders from among the body of teachers, and also, given the shortage of leadership staff, the teachers end up performing duties for which they often don't even have the real time assigned in their contracts, and therefore these tasks are neither recognized nor rewarded by wage incentives.

3.2 Conditions for entry, permanence and duration of school leaders

149. Furthermore, the Teachers Act determines the forms of entry, permanence and duration of Head Teachers in their positions at municipal schools. However, application of the Teachers Act is the responsibility of each school sustainer, which in practice generates an important diversity of criteria and modes of implementation, since it is they who define the conditions for the public contests and therefore the requirements and characteristics of the Head Teachers sought by the sustainers. Likewise, it is the sustainers that determine the professional development or training requirements for Head Teachers.
150. Nevertheless, the forms of entry determined by the Teachers Act are the following: teachers wishing to fulfil leadership teaching functions and especially as Head Teacher, shall access the position through public contest. They must in addition have at least 5 years experience in classroom teaching and have corresponding training.
151. These contests shall be held by the Municipalities, twice a year, and must be made known at the national level through the media. Current legislation determined the format of the contests to fill vacancies for municipal Head Teachers. These contests involve backgrounds and comparison. At an initial stage, five applicants are selected based on their backgrounds. Once these five applicants are selected, the process continues with the comparison stage, whereby the applicants must submit a working project for the school.
152. The contest qualifying commission is formed by the Director of the Municipal Education Administration Department or the Municipal Corporation; a Head Teacher of another of the sustainers' schools, chosen by draw, and which provides the same level of teaching in the commune; a representative of the mothers and fathers, chosen by them; a classroom teacher chosen by draw, and finally a DEPROV employee as the authenticating officer.
153. After concluding the assessment, the commission provides the Mayor with a list in descending order of scores obtained by the applicants. In turn, the Mayor must choose the first applicant on the list and only on account of well justified reasons may select the second name on the list. However, there is further room for heterogeneity and political responsibility here, since the 'well justified reasons' are not made explicit in the law and

therefore depend on the Mayor. The Minister of Education can only act as authenticating officer, which is, drafting the minutes of the process.

154. In Chile this process is conceived as an autonomous attribution of local education authorities, in the case of municipal schools. Of course, in the area of private schools receiving government subsidy, there is no legislation establishing reference frameworks for these processes.

3.3 Important challenges in school leadership

155. The main challenges facing education policy in Chile are related to the government's ability to support the task of autonomous Head Teachers; that is, in terms of more actively controlling and supervising, with well-defined criteria, what is done by local education authorities. This is both in the sphere of Municipalities as well as in the sphere of private sustainers.
156. Moreover, there is an important weakness when it comes to thinking of effective ways of forming school leaders, initially and continuously, and if this is a reality for formal school leaders it is even more so for others in the educational community. Hence, the weakness of the leaders is expressed both in the teaching body as among parents and children. A similar situation occurs with the heads of DAEM in the case of public education.
157. In addition, school leaders face the tremendous challenge of improving citizen perception of the quality of municipal education. Over the past 10 years, municipal education has systematically reduced its share in education coverage, primary as well as secondary, and this is clearly associated to the growth of the private subsidized sector. In 2004 the private subsidized sector share stood at 38% for primary and secondary education, whereas the private sector remained around 8% and the municipal sector at 52% on average. In the year 2000 the ratio was 54% municipal and 36% private subsidized, whereas in 1996 the figures were 56% municipal and 33% for the private subsidized.
158. The challenge for Head Teachers is not only to deal with this drop in enrolment but also the change in school population, since the municipal sector does not select students and hence students who are more difficult to educate, with greater socioeconomic difficulties and more socially vulnerable, are concentrated at municipal schools. Students from better socioeconomic classes or with greater family incomes attend private subsidized schools. This is in addition all linked to social pressure to improve outcomes, since investment in education has increased significantly and learning outcomes are expected to follow the same path.

3.4 The frontiers of school leadership

159. Furthermore, considering the decentralized administration of schools and staff, particularly in the public or municipalized sector, the allocation of resources is made to each Municipality by the Ministry of Education on the basis of actual student attendance to school. Resources for school maintenance are allocated on the same basis. Other resources for central intervention projects in schools are also transferred to the

Municipalities who in turn allocate them to the schools. In some cases the Head Teachers of municipal schools are given attributions to manage resources. It should be pointed out that the percentage of schools with this type of attribution represent no more than 10% of municipal schools. This is although the mechanism for requesting this attribution was simplified to make the procedures easier for Head Teachers and hindering the refusal of this request by the Municipality.

160. Another recent modification to the financial allocation system was related to the annual budget for the municipal system, which includes the teachers for all schools managed by the Municipality, investment projects, and operation and maintenance expenditure -all of which must be approved by the Municipal Council who in turn receives a monthly report of the budget execution. This is with the idea of introducing more effective accountability by local authorities.
161. As to the provision of teachers at each school, this is performed by each Municipality based on the actual enrolment and costs they are able to cover. In some cases the Municipalities also consider the educational project of the schools while making this allocation.
162. It should be pointed out that a qualitative study of leadership practices in municipal schools⁸, showed those Head Teachers who systematically obtain good results in national tests –at either municipal or private subsidized schools- have a significant say in the appointment of staff assigned by the Municipality or private sustainer to the schools they direct, although they do not legally have this attribution. However, in spite of this, they have gained the right -probably by demonstrating a great capacity for leadership at their schools.
163. In relation to curricular implementation, although directed from the central level as the in-practice and legally recognized authority of the school system, it is the schools themselves that have the attributions for organizing time and assigning educational resources, focusing on particular learning present in the curriculum or specific contexts to be better taken-in by students in a particular geographic or socio-cultural area. Likewise, the Head Teacher and the leadership team have the attributions to organize the preparation of teaching, including learning strategies, assessing progress, and organization of contents and learning in each sub-sector and level of teaching.
164. As to recruitment, assessment and discharge of teaching staff, it has already been mentioned this is an attribution of the sustainers, either public or private. In the public or municipal sector there is a certain legal reference framework to be respected in the execution of these processes, in spite of allowing for a great diversity among Municipalities.
165. In accordance to the Constitutional Law of Municipalities (Article 4) the latter are recognized as having the capacity to perform non exclusive functions, either alone or shared with other government agencies. Education and culture are among these. These are competences conferred by the State and which the Political Constitution of the Republic assigns to the State at the local or commune level. Municipalities capture this with freedom and autonomy in the Municipal Educational Development Plans (PADEM) (Law

⁸ Leadership practices in municipal and private subsidized schools in 2003. Educational Management and Improvement Unit.

N° 19,410 of 1995, which organizes and structures a commune educational system (DAEM). Municipalities, owners of the schools, have great freedom in setting whatever study plans and programmes they consider appropriate to fulfil the minimum compulsory contents and objectives and their complements as determined by each school (LOCE).

166. Municipalities have total freedom to define the physical infrastructure of the schools (buildings, furniture and teaching items) appropriate for use (LOCE).
167. Municipalities have the power to define the teaching staff per commune (Teachers Act). These are merely communicated to DEPROV. Likewise, it is the Municipalities that decide payment of teacher rewards, appointment decrees, work contracts and terms, etc.
168. Furthermore, to fulfil the functions of sustainers at each school they choose and appoint Head Teachers, in line with the corresponding legal framework, as has been explained previously.
169. As to the selection of students in the municipal sector, schools are by law obliged to receive all students requesting enrolment. Only a few schools have selection systems on account of their high demand for enrolment. Private subsidized sustainers, on the other hand, decide and set up their selection processes. It must be remembered that schools with shared funding, by merely making an additional charge are already establishing a selection process with the amounts charged.

3.5 Governance structure within schools

170. One of the most recent modifications to the Constitutional Education Act (LOCE – *Ley Orgánica Constitucional de Educación*) Teachers Act Law N°18,952 determined a mechanism to make the selection procedure as transparent as possible: “Student selection processes shall be objective and transparent, ensuring respect for the dignity of students and their families, in accordance to the guarantees set forth in the Constitution and the treaties subscribed and ratified by Chile. At the time of the summons, the school sustainer must inform:
 - Number of vacancies offered in each level
 - General selection criteria
 - Deadline for applying and date when the results are published
 - Applicant requirements, background and documentation to be submitted
 - Type of tests the applicants must sit
 - Fees and conditions for participation in the process
171. After selection is completed, the school must visibly publish the list of applicants selected. Those applicants not selected, or their representatives, whenever requested, must be given a report with the results of their tests signed by the person in charge of selection at the school. It is necessary to remember that only private subsidized schools can determine, within this regulatory framework, restrictions for entry and selection of students. Public schools are obliged to accept all students applying, and can only select when the number of applicants exceed the available enrolment capacity of the school. In practice there are few public schools selecting students –generally prestigious secondary

schools, on account of their good learning outcomes. One important issue here is related to the scores obtained by the students of these schools in the University Selection Test.

172. Linked to this it should be pointed out that retention policies are promoted at central level. Although from the theoretical point of view it is the schools themselves that have autonomy -to assess the achievement of learning as expected by the curriculum and therefore also define which students are promoted and which must stay and repeat certain levels- there could be pressure coming both from the local system as well as provincial MINEDUC departments, to reduce these rates (see Table 3.1, 3.2 and 3.3) especially in the first and final levels of the primary cycle.
173. Aside from the existence of central programmes for secondary teaching level aiming at reducing school drop-out at this level⁹, it should be pointed out that these programmes are for municipal as well as private subsidized schools. One issue contributing to this pressure is considering these indicators as a factor for assessment of the quality of management and advice given by MINEDUC at local and provincial level.
174. When breaking-down this indicator by level of teaching, in primary education the highest drop-out is in 7th grade, with 2.6%, and the lowest in 3rd grade with 0.9%.
175. In secondary education the highest drop-out rate is about 10.9%, observed in 1st Year, whereas the lowest drop-out is in the last year, that is 4th Year with 4.3%, a figure representing less than half the figure for 1st Year.
176. Modification of the Full School Day Law, enacted towards the end of 2004, introduced a very important condition for all school sustainers receiving government subsidies, and this is compulsory for all schools wishing to benefit from the subsidy, needing to have at least 15% of vulnerable¹⁰ students among their total enrolment, unless there are insufficient applicants.
177. Governance structure of the school system has already been described, in relation to sustainers. However, within schools this varies according to the size of the student body and the type of teaching offered. Both factors are in turn affected by the policies of the sustainers, both public and private.
178. In general, public secondary schools and those schools with larger enrolments tend to generate governance structures including more numerous leadership teams; whereas in primary schools these teams tend to be less complex. However, there is no census data about the distribution and structure of school governance in Chile.
179. Recent legal changes of the year 2004, introduced by Law 19,979 which also modified Decree N°2 of the Ministry of Education, determined schools receiving government subsidies were obliged to have an Internal Regulation governing the relationships between the school, students, and parents. This regulation must contain the rules for coexistence, sanctions and recognitions triggered by its infringement or outstanding fulfilment; the

⁹ The Secondary School for All Programme, which as of 2006 is called Priority Secondary Schools, awards grants to students for not abandoning the system and considers school retention targets, which does imprint certain pressure on the system. For further information see Annex 5. However, causes for abandoning at these levels by far exceed the capacity for action of schools. In addition, in specific cases there can be tension between teaching outcomes and retention, same as between coexistence and discipline and retention.

¹⁰ Vulnerability considers students with greater socioeconomic, family and social difficulties

procedures to determine merit-worthy behaviours, and the corresponding review instances. The idea behind these modifications is to determine a reference framework for governance, of the relationships between educational community actors at each school.

180. The other modification introduced by the same legal body –but this time about the Teachers Act- is the creation of a School Council at each subsidized school, a body formed at least by the Head Teacher –presiding-, the sustainer or their representative, a teacher chosen from among peers, the president of the parents association and the president of the student association, in secondary schools. This Council is basically for information, consultation and proposals, the sustainer being able to resolve. The Council can be revoked at the beginning of each school year. This Council must be informed of at least the following issues:
- Student learning outcomes
 - Reports on the inspections conducted by MINEDUC agencies
 - In the case of public schools, the results of contests for teachers, support staff, administrative and leadership staff
 - Annual school budget, with all income and expenditure
 - Every 4 months, the actual income and expenditure report
181. With regards to consultation, this Council must be consulted at least about:
- Definition of the Institutional Education Project
 - School targets and improvement projects proposed
 - Written report about leadership management at the school
 - Development and modifications to the Internal Regulation
182. In relation to ambiguities in the current governance structure of subsidized schools, they must follow the general regulatory frameworks, and in case of conflict or tensions, most usually the decision of the sustainer –both public and private- finally imposes the specific criteria for each case. This is with the exception of curricular aspects, where local authorities and private sustainers have in general not developed the necessary technical authority to support or discuss with the educational units reporting to them. Yet in relation to finance, resource allocation, and hiring of human resources, it is the opinion and decision of the sustainer that finally conditions what is to be done by the school, as long as these decisions are within the legal frameworks determined by MINEDUC.
183. Recent legal modifications imposed by Law 19,979 to the Teachers Statute and which introduced a mechanism for the annual assessment of Head Teachers and teaching and technical-pedagogical leaders, providing new attributions and a new role to Head Teachers of subsidized and municipal schools, already seen in 255-258, allows Head Teachers to take certain action in the field of curricular organization, decisions about pedagogical work for planning teaching activities, supervision of curricular implementation and its assessment, and assessment of the leadership team. However, the impossibility of taking part in the selection of teaching staff with the right to vote, same as their limited ability to affect modifications to the teaching staff at the school or releasing bad teachers, limits them greatly or, said differently, makes it even more difficult for the Head Teacher to build a common vision and conducting all community players towards achievement of the educational objectives imposed by that vision. As to the allocation of financial resources, in spite of the new facilities provided, either due to a school culture

that is still not able to deepen its accountability, or due to the reluctance by sustainers to give greater autonomy in the financial field, either way Head Teachers are unable to efficiently deal with the resources necessary to implement their improvement strategies when these have been defined.

184. Regarding organization and leadership structures, current regulatory frameworks do not clearly specify the responsibility structure within schools and schools must themselves do this based on the resources available –human, material and financial- assign tasks and functions to their leadership teams. In this sphere, legislation in Chile does not set minimum standards, for example in relation to the number of hours estimated as necessary for leadership and technical-pedagogical functions according to enrolment or type of teaching. Of course this will be limited by the number of teaching hours available at the school and the understanding and commitment of the sustainer with the need to set-up and strengthen powerful governance structures with schools, which is in turn conditioned by the issue of finance and loss of enrolment from the public sector in favour of the private sector.
185. As to the possibility of determining cooperation mechanisms or networks of schools, this is left to the initiative of the schools themselves and the capacity and vision of the sustainers to promote and support this sort of exchange. In this way, at some Municipalities there are Councils of Head Teachers and which operate as advisory agencies to the municipal sustainer. In other cases, the construction of networks by discipline in each commune has been encouraged centrally. Recent initiatives at the central level to strengthen school leaders sought to develop and encourage networking by leaders who could continue with this task within the context of their commune.
186. In another field, at least in the case of public schools -especially those located in areas of great socioeconomic need- schools are expected to ‘open-up to the community’, both intending to offer alternatives for adults –parents in particular- to recover studies, as well as opening the computer rooms providing Internet access to the community, also sports and cultural activities. In some cases doing this is extremely complex in terms of getting an appropriate balance between implementing the curriculum, obtaining quality learning for all students, and a more social role towards the community. It is complex from the point of view of ensuring greater empowerment and not clashes between one activity and another.

3.6 Important Research and Studies

187. There are no studies supporting the theses about different types of schools –either on account of their contexts or type of teaching offered- requiring different skills by school leaders.
188. Although there is no clear evidence -in national research- about the type of competences and skills required to develop good school leadership, there is a regulatory framework – Good School Leadership Framework- which sets forth knowledge, attitudes and skills required by all Head Teachers and leadership teams at subsidized schools. See Annex 3.

CHAPTER 4: IMPROVING TEACHING AND SCHOOL LEADERSHIP

4.1 The role of School Leadership in Teaching and Learning

4.1.1 *Policies on teaching, learning and assessment*

189. The Government of Chile has undertaken an Educational Reform which is a complex set of diverse public policies focused on improving student learning, especially for students coming from the most unfavourable socioeconomic conditions. The government extended compulsory education to 12 years, thereby encompassing all school education. It is also necessary to point out that the government is obliged to make the Curricular Framework known to all Chileans. This framework is a set of skills, expected learning and content of the whole curriculum. The government also offers study programmes and, specifically in relation to the question asked, has created two instruments for teaching guidance: Good Teaching Framework and the Good School Leadership Framework.
190. The Good Teaching Framework is a series of professional performance standards, involving desirable skills and behaviours for teachers working at subsidized schools in the country. In addition, it is the basis for performance assessment recently established in our country. This Framework considers four domains of competences:
- Domain A: Teaching preparation: implementation of the curriculum for all students to achieve quality outcomes. The criteria for this domain refer both to the discipline taught by the teacher as well as the necessary pedagogical principles and competences to organize the teaching process, in line with committing all students to their learning, within the specifics of the context where this process occurs.
 - Domain B: Creation of an atmosphere appropriate for student learning. This domain refers to the learning surroundings in the broadest sense; that is, the surroundings and atmosphere created by the teacher for the teaching and learning processes. This domain gains in importance when realizing the quality of student learning depends to a great extent on the social-affective and material components of learning.
 - Domain C: Teaching for all students to learn. This domain brings into play all aspects involved in the teaching process and which enable students to really commit to their learning. Its importance lies in the fact that its criteria aim at the primary mission of the school: create development and learning opportunities for all students.
 - Domain D: Professional Responsibilities. The elements comprising this domain are associated to the professional responsibilities of the teacher in that the teacher's main purpose and commitment is to contribute to learning for all students. For this, the teacher must reflect, consciously and systematically, about teaching practice

and reformulate what is done in the classroom, thereby contributing to guarantee quality education for all students.

191. It is precisely in this last domain that we find the first references to continuous professional development for teachers, involving standards related to their duty to reflect about their practice in order to achieve the expected outcomes actually learned by students, the relations between those outcomes and their pedagogical practice, including also the responsibility of reflecting among peers on pedagogical and didactic aspects and their active involvement in obtaining the objectives of the school educational project.
192. In addition, the competences for good leadership set forth in the Good School Leadership Framework are based on the need to define and professionalize the role of Head Teacher expected to be found at subsidized schools in Chile. The area of Curricular Management in the Good School Leadership Framework is directly linked to the expectations set by these national standards for school leadership teams.
193. The area of Curricular Management is central to the Good School Leadership Framework, in the sense that the ultimate goal of all schools is student learning and therefore implementation and assessment of the curriculum. Hence, the competences contained in this area have to do with the way the Head Teacher must ensure effective learning in the classrooms of the school he/she directs, considering the school's particular culture and educational project. Specifically, the criteria for this domain are those necessary for the Head Teacher and Leadership Team to promote designing, planning, set-up and assessment of appropriate school processes so as to implement the curriculum in the classroom, quality control and assurance of teaching strategies, and the monitoring and assessment of curriculum implementation.
194. However, the evident tension here is related to teachers' contract time. Teachers hired for 44 hours will have 33 hours classroom time –excluding breaks - and the remaining time will be assigned to non-teaching curricular activities. If their contracts are for less time, the corresponding proportion will be applied, that is 75% of the contracted hours will be dedicated to classroom teaching and 25% to non-teaching curricular activities. The tasks defined by the Teachers Act as supplementary educational tasks of classroom teachers, are: administration, class tutor, special programmes and cultural activities, typical school activities, class preparation, breaks, among others.
195. In order to encourage pedagogical thought among teachers, the Ministry of Education some time ago made it compulsory to assign two hours every fortnight to this activity, and has insisted on school sustainers and administrators to facilitate the collective and coordinated use of this time by teachers.

4.1.2 *The role of leadership in developing and assessing policies for teaching-learning*

196. Within this context of providing greater accountability to school leadership, the Ministry of Education promoted significant changes in the bill reforming the law on the Full School Day, Law N°19,532. This bill was passed by Parliament and published as Law N°19,979 on 6th November 2004 and, among other aspects, sets forth the attributions and functions of Head Teachers. Specifically, this law says the main function of a Head Teacher is to conduct and lead the school educational project, aside from ensuring the

administrative and financial management of the school, when these attributions have been awarded according to the current legislation. As indicated in paragraph 256, this Law gave subsidized school Head Teachers the following attributions:

- Formulate, follow-up and assess the targets and goals of the school, the study plans and programmes, and strategies for their implementation.
 - Organize, guide and observe the technical-pedagogical and professional development work of school teachers.
 - Adopt measures necessary for parents to regularly receive information about the operation of the school and progress of their children.
197. In relation to the National System for the Assessment of Classroom Teacher Performance, the Head Teacher and the Head of the Technical Pedagogical Unit must give their opinion on the professional being assessed; however, this is merely one of the aspects considered in teacher assessment.
198. In addition, in the system for assessment of technical pedagogical teacher performance as well as teaching leaders, it is also the Head Teacher who directly assesses the individual contribution made by each member of the leadership team to the fulfilment of learning objectives.
199. There is no instituted process for observation of teacher training processes among peers and in-action monitoring. However, as public policy at the national level, MINEDUC has established regulatory frameworks, for primary and secondary public schools to develop autonomy in generating management practices in this direction. In this respect, the Good Teaching Framework and the Good School Leadership Framework have already been described. Additionally, the School Management Quality Framework for all schools and the School Management Quality Assurance System, based on that model.¹¹ This system works as a public policy to promote processes of continuous improvement at each school, recognising its particular characteristics, and determining its own avenues for institutional improvement. The areas of the model are totally aligned and consistent with the Good School Leadership Framework, and seek to determine the special responsibilities of the Head Teacher and the leadership team, to develop the knowledge, individual skills and attitudes supporting these institutional transformations.

4.2 School leadership and accountability

200. The law on the full school day which in its Article 11 says: “At the end of the second semester of each school year and prior to the beginning of the next school year, subsidized Head Teachers shall submit to the school community and their organizations a written report on the educational management of the school for that same school year.” This report shall include at least the following:
- Learning targets and outcomes for the period, as set at the beginning of the school year.
 - Progress and difficulties of the strategies developed to improve learning outcomes.

¹¹ See Annex 6

- Study plan hours completed and fulfilment of the school calendar.
 - Internal efficiency indicators: enrolment, student attendance, pass rate, non-pass rate, and drop-out rate.
 - Use of financial resources received, managed and delegated
 - Situation of the school infrastructure.
 - Accountability should also include lines of action and future commitments.
 - In the case of municipal schools these shall be accountable for commitments taken on with respect to the Municipal Education Annual Plan.
201. The government of Chile created an instrument called the Education Quality Measurement System. Its definition and objectives are the following: SIMCE, the Education Quality Measurement System, is based on a test applied nationwide once a year, and which all students take at a certain level alternately: 4th grade, 8th grade, and 2nd secondary year. The main objective is to generate reliable indicators serving to guide actions and programmes for improving the quality of teaching. The system used for assessment is the same for all schools in the country and the management is performed outside the schools. The scores obtained in the SIMCE test show performance for all students in various areas of learning by school, in comparison to previous years, and in comparison to other schools. The initial objective of allowing comparison between different schools was later supplemented by following-up on the performance of one same school over time.
202. As of 1998 the tests had to be adapted to the changes introduced by the Educational Reform. Hence, methodologies to measure the cognitive skills of students were added to the traditional measurements of the knowledge learned. Therefore as of 1998 the use of open questions were adopted and the methodology known as the Item Response Theory (IRT) was introduced, offering several advantages in comparison to the previous methodology of the Average Percentage of Correct Responses (PMRC). The general objectives of this instrument are:
203. The SIMCE test acts as a thermometer, establishing the situation of students in relation to what is expected of them, in line with the Curricular Framework.
By using a standardized national test applied as a census, the system provides objective indicators of the quality of education at all schools in the country. Although the direct action of the SIMCE test is limited to measuring learning outcomes, the indicators generated enable the creation of a vast set of initiatives aimed at improving the quality of education by various players.
The results of the SIMCE test can be used by teachers to review different aspects of their teaching practices, such as for example:
- Technical pedagogical activities
 - Expectations and demands on students
 - Curricular coverage
204. The results of the test allow teachers to:
- Know their students' learning outcomes, making comparisons with other schools and in relation to the country as a whole

- Assess the effectiveness of actions taken to improve the quality of learning, by comparing current results with those obtained three years before.
 - Analyze the level of demand or the level of complexity of the tasks their students are able to tackle
205. For parents, the test results are useful to:
- Supplement information about the school performance of their children, adding new indicators about the average performance of the class and the school to the individual marks obtained by their children at school
 - Encouraging thought about how to contribute at home to the learning processes of their children, creating greater parent commitment to their education
 - Know the reality of the school in relation to other schools in the same commune or region, of similar socioeconomic characteristics or in relation to the country average. They provide substantive information about school types and therefore support decisions about the quality level at the schools they are interested in for their children.
206. The education authorities use the information generated by the SIMCE test to:
- SIMCE for teachers at schools continuing to obtain low scores.
 - Design teacher incentive programmes. For example, subsidized and municipal schools obtaining the best SIMCE scores are possible candidates to receive a quarterly bonus for all teachers at the school.
 - Schedule teacher training programmes.
207. Test results allow research centres to:
- Study the issue of education quality in Chile, relating it to a vast number of influencing factors such as teaching techniques, teacher quality, management, student vulnerability, the nature and characteristics of text books, etc.
 - Analyze how the existing assessment system is operating and use this to design methodologies and instruments.
 - In addition, and also in response to the same question, the Ministry of Education has a Pedagogical Supervision system involving the provision of advice on technical-pedagogical and institutional management issues for schools obtaining weaker results. The purpose is to strengthen the real and continued self-governance capacity of schools and sustainers to improve the quality of learning at these schools.

4.3 Curricular implementation

4.3.1 *The role of school leaders in implementing the curriculum*

208. There is no institutionalized process for monitoring the curriculum. However, the government has developed an instrument called Good School Leadership Framework and which specifies the professional activities of the leadership team, for example in relation to curricular implementation.

4.3.2 *Curricular Management and Management of the School Atmosphere and Coexistence*

209. The Curricular Management area is central to the Good School Leadership Framework in the sense that the ultimate purpose of a school is student learning and therefore implementation and assessment of the curriculum. In this sense, the competences contained in this area account for the way the Head Teacher and leadership team must ensure effective learning in school classrooms, considering their own particular culture and educational project.
210. More specifically, the standards in this domain are those necessary for the Head Teacher and leadership team to promote the design, planning, deploying and assessment of appropriate institutional processes for curricular implementation in the classroom, quality control and assessment of teaching strategies, and monitoring and implementation of the curriculum.
211. In addition, the Good School Leadership Framework includes management of the School Atmosphere and Coexistence, defined as one of the factors contributing most to the good operation of a school and, at the same time, one of the factors where the Head Teacher and leadership team can have greatest influence. A good working atmosphere favours motivation and commitment among the educational community to organizational learning. In this sense, the school atmosphere and coexistence domain seeks to highlight the role of Head Teacher and leadership team in generating school atmospheres appropriate to empower the educational project and student learning outcomes. The criteria considered in this sphere of leadership action promote collaboration within the school and the formation of support networks in the surroundings.

The standards considered in this dimension are:

- Head Teacher and leadership team foster school values and an atmosphere of trust and collaboration within the school to achieve its targets.
 - Head Teacher and leadership team foster a collaborative atmosphere among school staff, students, parents and tutors.
 - Head Teacher and leadership team ensure the definition of the school educational project fits with the characteristics of the surroundings.
 - Head Teacher and leadership team interact with other community organizations to further the school educational project and student learning outcomes, creating appropriate support networks.
 - Head Teacher and leadership team inform the community and school sustainers of the school achievements and needs.
212. Simultaneously, the Ministry of Education has created an institutional device, which inspired in the models of quality, is called the School Management Quality Assurance System¹², seeking to develop the capacities of schools to sustain their curricular proposal and materialize it through a series of support devices and resources aimed at producing conditions for the continuous improvement of the quality of processes and outcomes at schools. The devices comprising the structure of the system are: Self-Assessment, the External Review Panel, the Improvement Plan and funding through programmes for

¹² See Annex N°6

Educational Management Improvement, Public Accountability, and parallel processes for technical assistance for Municipal Education Administrators and Ministerial Supervision.

4.4 Performance assessment and school leadership

213. In relation to assessment of classroom teachers, school leaders play an active role together with the sustainer, facilitating the application of the process while at the same time being responsible for the execution of one of the instruments.. Law 19,979 which modified the Full School Day and the Teachers Act together with other legal bodies, introduced a system to assess the performance of teaching and technical-pedagogical leaders, and in this way the Teachers Act entails a special procedure for the assessment of teaching and technical-pedagogical leaders including the school Head Teacher.

The assessment of Head Teachers shall, on the one hand, consider compliance of the institutional targets and objectives of the school and, on the other, the professional development targets and objectives determined annually through management commitments, in accordance to the Head Teacher performance standards defined by the Ministry of Education.

Management commitments, stated in writing, shall be agreed between the Head Teacher and the Head of the Municipal Education Administration Department or the Head of the Education Corporation.

The Higher Education professionals fulfilling teaching-leadership and technical-pedagogical functions shall be assessed on the fulfilment of the targets and objectives agreed with the Head Teacher, in relation to their contribution to the targets and goals of the school and their professional development as set forth in their performance commitments which shall be stated in writing.

If the Head Teacher or another of the professionals indicated in the previous paragraph should obtain an unsatisfactory assessment, the Head of the Municipal Education Administration Department or the Head of the Education Corporation shall determine, together with the Head Teacher, the mechanisms for support and strengthening of the areas shown lacking and adjust the personal and professional development targets for each of them.

On the second consecutive occasion that an unsatisfactory assessment is obtained, the Council may, by two-thirds of its members, remove the Head Teacher or professional fulfilling teaching-leadership or technical-pedagogical functions from their positions.”

214. Classroom teacher performance assessment differs considerably from the previous system, working as follows:

Teacher assessment was conceived to promote the quality of education by strengthening the teaching profession.

It is a formative process in nature, aiming at improving the teaching task of educators and promoting their continuous professional development.

It is also an explicit assessment since the teacher knows the criteria for their assessment, described in the Good School Leadership Framework.

The system assesses education professionals working as classroom teachers at municipal sector schools.

Each teacher is assessed every 4 years, except if they obtain a final unsatisfactory performance assessment, in which case they must be re-assessed the following year.

In this process, instituted by law, the Head Teacher and the Head of the technical-pedagogical unit report on the performance of the teacher assessed. This is one of the four instruments contemplated in the assessment process, the others being the Portfolio of written and audiovisual evidence, an interview by a peer reviewer, and a self-assessment.

Therefore, in this teacher assessment, the Head Teacher plays the role of assessing the teachers; however, the factor of this assessment, in comparison to the total other criteria, is only 10%. In relation to the teachers assessed in lower levels, the Head Teacher can make recommendations to the sustainer regarding the design of the Professional Development Plan to be developed.

215. Regarding teacher training and professional development, there are two avenues for this. The first is by decision of the sustainer, in which case the Municipalities or private sustainers cover the costs incurred. It is they, in line with the curricular framework and real educational needs of the students, who decide and manage the most appropriate training. In practice this depends greatly on the financial capacity of the sustainer and their educational vision. The second is by decision of the teacher, which is sometimes performed with the authorization of the sustainer or financial support by the sustainer on a voluntary basis. However, if the course is given outside the hours contracted by the sustainer, the teacher does not require authorization.
216. According to current legislation, in Chile a free market for teacher training coexists with certain regulations and the presence of public supply, generally free of charge, acting as a benchmark. The government adopts the role of public registrar of courses and recognized suppliers and also an institutional accreditation policy. If the courses attended by the teachers are given by this type of institution, this entails a rise in the wage of those teachers who passed the course.
217. The constitutional law sets the minimum requirements to be fulfilled at the levels of primary and secondary teaching, and likewise regulates the duty of the government in ensuring their fulfilment. The law also regulates the process for official recognition of schools throughout the country.
218. Consequently, and considering the current context of the Constitutional Education Act (LOCE), the Ministry is developing an educational policy. The greatest achievement of this policy is to substantively improve the learning outcomes of students from unfavourable socioeconomic backgrounds, and for this aims, among other things, at the autonomy and full responsibility of schools, in particular the sustainers subsidized by the government. These sustainers, in accordance with the curricular framework determined by the government and the real educational needs of their students, should be able to manage training reflecting the matrix characteristics of the education policy.
219. Regarding the type of courses that teachers can take as part of their training, the degree of relevance to the teaching function is determined by the school sustainer by virtue of the nature of the contract between the teacher and the school, as a way to encourage training

linked to the educational activity actually performed by the teacher in the classroom. For this the government transfers a subsidy to the sustainers covering the majority of the expenses involved in the training for education professionals.

4.5 Public Policy initiatives

220. Research into leadership and its impact on learning is still very incipient. However, certain studies¹³ were performed at schools in deprived socioeconomic contexts - which obtain good learning outcomes- in order to see which factors were affecting learning outcomes within the school. One of these factors is teaching leadership: defined as firm and proposal-making leadership, actively involved, aware of the educational unit needs, with the ability to share power with other teachers and professionally competent – particularly in regard to teaching and learning. On the contrary, schools with deteriorating outcomes or that obtain poor outcomes are always characterised by having weak teaching leaders or not having strong leaders.
221. However, there is no research published associating certain conditions or contexts to the appearance of leadership practices leading to learning outcomes.
222. Together with the legal changes already mentioned, the MBD reference framework, and school leader performance assessment, most public policy efforts have focused on the training and professional development of Head Teachers. These initiatives are described in detail in Chapter 6.
223. In 2007, priorities in the policy to strengthen school leadership are related to three major issues. The first has to do with supporting leadership teams and sustainers for massive implementation of collective performance incentives¹⁴. The second is related to greater dissemination of the Good School Leadership Framework and the formation of local networks of school leaders. Finally, through direct action of MINEDUC, but in collaboration with other public and private agents, the implementation of leadership formation programmes.
224. These two last issues are mainly expressed through four components: strengthening of competences for quality management of schools, the quality of communal school management, strengthening of local networks for the development of school management and teaching leadership, and the quality of support for training and understanding of school leadership. The first three include initiatives such as:
 - Course-workshops for school management teams, to develop competences and form communal networks of Head Teachers. The main contents are: the school in systems (curriculum, resources, professional development, and coexistence), Development and use of data for decision-making, relational competences. Each of the Institutions in charge take at least 30 schools (about 500 schools), representing a total of approximately 1500 leaders. This includes Technical Transfer from

¹³ “*Efectividad Escolar y Cambio Educativo en Condiciones de Pobreza en Chile*”, Raczyński D., Muñoz G. 2005, MINEDUC, Santiago

¹⁴ For a detailed description of this tool, see Chapter 5.

Corporate Leadership to Educational Management. SOFOFA¹⁵ for training of Head Teachers (course for school leaders and priority secondary schools).

- Courses for sustainers and teams to develop competences associated to local education management.
- Definition of a mechanism for initial training and induction for recently established leaders (Law 20,006) with mentor and mentoring in practice.
- Development of leadership performance assessment: induction, on-line modules for leaders, with mentoring at a distance, massive face-to-face initial phase via a planning day in February and regional one day event, IT support for the process, dissemination materials¹⁶.

In turn, the Quality component of support for training and understanding of school leadership includes actions such as:

- Good Practices of Communal Management to strengthen school leadership: sample study, process systemization, survey and publication (Head Teacher contests, school supervision, professional development, own programmes, etc.)
- Design, modelling and technical transfer of new methodologies for the formation of leaders, formation agencies.
- Improvement of the Good School Leadership Framework: review and adjustment of the framework, translation into specific competences (knowledge and behaviour rubrics)

¹⁵ *Sociedad de Fomento Fabril*, one of the main business associations in the country.

¹⁶ For a detailed description of this tool, see Chapter 5.

CHAPTER 5: ATTRACTIVENESS OF THE SCHOOL LEADERS' ROLE

5.1 Supply of School Leaders

225. Quality Criteria for School Leadership in Chile. The process for development of quality standards for educational leaders in Chile concluded in 2005, thereby setting an unprecedented milestone for professional development and performance assessment of these professionals. These standards are consigned in the document called Good School Leadership Framework (Resolution N°07394 of 7th September 2005). This document includes international experience as well as a series of observations resulting from a broad national survey and consensus. Among the most important social players and institutions that took part in this process it is possible to mention: *Colegio de Profesores* (Teachers Association), *Asociación Nacional de Directores* (National Association of Head Teachers), and the First and Second National Survey of municipal Head Teachers (conducted in 2003 and 2004, respectively).
226. The Good School Leadership Framework (MBD) is organized around 4 spheres of professional competence to be developed by education professionals; these are:
- **Leadership.** - Focused on the personal and professional development of the Head Teacher and leadership team to give direction and coherence to the Institutional Educational Project.
 - **Curricular Management.**- Appears as central to the Framework since it accounts for the way the Head Teacher approaches implementation and assessment of the curriculum in the classroom to achieve quality learning for all students.
 - **Resource Management.**- Referred to practices necessary for leaders to optimize resources for the achievement of institutional and learning targets, linked to the Institutional Educational Project.
 - **Management of the School Atmosphere and Coexistence.**- Seeks to highlight the role of the Head Teacher and leadership team in the generation of practices fostering school atmospheres appropriate for the achievement of learning as prescribed in the national Curricular Framework.
227. This instrument today provides Chile with a common benchmark to begin implementing performance assessment of Head Teachers, leadership and technical-pedagogical teachers, aiming at increasing professionalization processes and thereby have an impact on the quality of institutional management and learning for all students.

5.1.1 *General Situation of Head Teachers, Teaching and Technical-Pedagogical Leaders in Chile*

228. The following are some general characteristics of Head Teachers in Chile, including all administrative divisions. The data used for this overview were provided by the Studies and Statistics Department, reporting to the Budget and Planning Department of the Ministry of Education, and correspond to 2004¹⁷. Of these, 5,159 records are Head Teachers in different divisions, of which 496 have passed retirement age (9.6%).

¹⁷ All graphs and data appearing in the tables and text are for 2004, unless specifically indicated otherwise.

- 54,1% are men; 45,9% women
- Average age is approximately 52 years.
- Regarding the administrative division of the schools where they work, 54.4% work at schools reporting to Municipal Administration Departments – DAEM; 30.9% report to Private Subsidized Sustainers; 8.4% to Municipal Corporations; 5.7% to Private Non-Subsidized schools; and 0.5% to Delegated Administration Corporations.
- 63.3% of Head Teachers work at schools located in rural areas and 36.7% in urban areas.
- Regarding their initial training, 97% of these Head Teachers have degrees in education; 77.7% have a professional degree in general primary education; 10.3% in secondary education pedagogy; 5.9% in preschool education; and 3.1% in differential education. 3% do not have a professional degree.
- As to the hours worked, 83.9% state 44 hours per week. 80.3% of Head Teachers claim to be working at General Primary Education schools.

229. Below is the data for Head Teachers in Chile¹⁸ by age group and other information obtained from this source.

230. Figure 5.1 shows the percentage of Head Teachers in Chile by age interval and gender. As can be seen, most Head Teachers are male and aged 41 to 60. In the case of women, percentages in the same intervals are slightly lower and distributed more heterogeneously (31 to 60 years of age). It should be noted that the proportion of women is greater in the younger age intervals, up to 100% in comparison to men in the 21 to 40 years age group.

The greatest proportion of Head Teachers, either men or women, is in the age interval of 51 to 60 years of age, whereas the smallest proportion of these is in the age interval of 21 to 30 years.

231. In addition, Figure 5.1 shows there is a greater proportion of women who have passed retirement age than in comparison to the men, with a difference of 8.5 percentage points.

232. Figure N° 5.2 shows the distribution of Head Teachers by gender and type of administrative division of the schools where they work. As can be seen, the greatest proportion of men is in the municipal sector (74.5%), same as in the case of women (48.8%). Nevertheless, it is possible to see that in the municipal sector there is a greater number of men leading schools whereas the women are mostly in private schools with or without government subsidy (50.8%).

It should be noted that the proportion of women acting as Head Teachers in schools belonging to Municipal Education Departments (DAEM) and Private Subsidized schools is almost equal.

233. Figure N° 5.3 shows the distribution of Head Teachers by type of degree held and gender. It is possible to see that almost all Head Teachers in Chile have a degree in the area of education, a minor proportion claim to not have a degree, and a slightly lower percentage claim to have a professional degree in another area.

¹⁸ The age of Head Teachers was calculated based on their age on July 15th. 2004.

The Figure also shows there are no important differences between men and women regarding holding a professional degree nor regarding the type of degree they claim to have.

234. On examination Table 5.4 shows that the greater proportion of degrees held in education are concentrated in the 41 to 60 age group (73%), whereas in the case of those with no degree the greatest proportions are found among the younger Head Teachers aged between 21 to 40 (57.8%). In the case of Head Teachers holding degrees in areas other than education they are spread over a broad range of ages, from 31 to 60 years (84.3%).
235. Table 5.5 shows the distribution of Head Teachers, by gender, and organized by level of teaching and administrative division of the schools.

5.1.2 *General Situation of Municipal Sector Head Teachers in Chile*

236. There are 3,236 Head Teachers working at schools reporting administratively to Municipal Corporations or DAEM (hereon 'municipal sector'). Certain characteristics of these leaders are:
 - 64.3% are men and 35.7% women
 - On average, they are approximately 53 years of age
 - 16.3% of Head Teachers work at schools located in urban areas and 83.7% in rural areas
 - As to their initial education, 98.7% hold a professional degree in the area of education; 1.3% does not have a professional degree. 93% hold a degree in General Primary Education; 4.1% in secondary education; 0.9% in preschool education and 0.6% in special education. No Head Teachers are observed with degrees in other areas.
 - As to their number of hours contracted, 92.3% hold a contract for 44 hours per week.
237. Figures 5.6, 5.7 and 5.8 show the age situation of the municipal sector Head Teachers, including other important issues.
238. Figure 5.6 shows the age situation of males acting as Head Teachers at municipal sector schools, in comparison to the total male population fulfilling this function in the country as a whole. It can be seen that the proportion of Head Teachers under the age of 50 is lower than figures for the whole country, whereas it increases over the age of 51. That is, municipal sector Head Teachers are older than the country average although the differences are not significant.
239. Figure 5.7 shows the proportion of women acting as Head Teachers of municipal sector schools, by age, in comparison to the total number of women fulfilling this function in the whole country. In general the proportion of Head Teachers is less in each age group, except for the 51 to 60 interval, where female Head Teachers in the municipal sector represent almost 12 points over the national figures.

- 240. Figures 4 and 5 show stability in the proportion of men and women in the various age intervals shown in Figure 5.1, except for the 51 to 60 age interval where the proportion of women is slightly higher than for men.
- 241. Same as in Figure 5.1, the highest percentage of Head Teachers, both male and female, are in the 51 to 60 age interval; whereas the least proportion is found in the 21 to 30 age interval. Likewise it is possible to see there is a higher proportion of women than men over retirement age.
- 242. Figure 5.8 compares the proportion of municipal and national Head Teachers according to the degrees held and gender. Both men and women are slightly over the proportion of Head Teachers at the national level with a professional degree. Those claiming they do not have a degree are significantly less. This situation does not show significant differences between men and women.
- 243. Same as in Figure 5.4, the greatest proportion of Head Teachers without a degree is among those under 40 years of age (62.8%); whereas, on the other hand, the greatest proportion of Head Teachers with a degree in education is among those over the age of 41.

5.1.3 *Head Teachers, teaching and technical-pedagogical leaders in the municipal sector*

- 244. Table 5.10 shows the distribution of teaching and technical-pedagogical leaders by gender. Teachers fulfilling the role of Head Teacher or other Teaching Leaders are mostly male; however, among the Technical-Pedagogical staff, these are mostly women.
- 245. Table 5.11 shows the distribution of Teaching and Technical-Pedagogical Leaders by the type of professional degree they hold and gender. Almost all have a professional degree in the area of education; a minor proportion claims not having a degree; and a slightly lower proportion claims having a professional degree in another area. The Figure also shows the differences between men and women in relation to having a degree in education as little significant; however, in the other categories there is a higher proportion of men.
- 246. In relation to the degrees of these professionals, most are in General Primary Education and a smaller proportion in Secondary Education. This is probably due to the way the schools are distributed according to the level of teaching provided.
- 247. Table 5.12 shows the situation by age and gender of education professionals fulfilling various functions at schools in the municipal sector. The highest proportion close to retirement age, by function, is in the period prior to retirement with the exception of the leaders who show a considerable proportion of professionals close to retirement age¹⁹ (approx. 30%).
- 248. Table 5.13 shows the number of Head Teachers for each administrative division, highlighting the municipal sector by age and overall. As can be appreciated, the municipal sector concentrates the greatest numbers.

¹⁹ 65 years and over in the case of men and 60 years and over in the case of women.

249. Since there has been a sustained policy on educational leadership over the last three years, previously the country did not have empirical benchmarks of what being a quality leader implied in this area. In this regard, a study read: ‘school Head Teachers are generally not instructional leaders nor seem to have the ability to use SIMCE results and class observations to implement systematic improvements to student teaching and learning processes’ (OECD 2004, page 111).
250. Setting a national framework of standards for teaching and technical-pedagogical leaders (MBD), new standards for the provision of Head Teachers and performance assessments for all these professionals, are all recent. Therefore, the supply of formative education for these professionals was characterised by a great diversity of approaches, some more updated than others and far from the aspiration of developing competences. The purpose in saying this is to point out there was no and still is no standardized accreditation system for these education professionals. Hence, the scale of potentially qualified leaders who have not expressed an interest in applying for these positions is not known. What is known is that traditionally, those aspiring to become Head Teachers are mostly people who have held minor leadership positions such as: Inspector Generals, Counsellors and Technical-Pedagogical professionals.
251. In this situation, evidence of the proportion of teachers interested in applying for educational leadership positions is part of the tasks still pending in the policy for the sector.

5.2 Employment and Working Conditions

5.2.1 Contests for Educational Leadership Positions

252. **General characteristics of the process.** - Vacancies for leadership teaching positions are always filled by public contest and appointments are for five year periods. However, it is possible to hold contests for technical-pedagogical positions. For this, in the same way, a Qualifying Commission must be formed and in their assessment consider aspects such as: previous performance, appropriate training, and the leadership competences required for these functions.
253. **Contests for Head Teacher Positions.** - Law N° 20,006, enacted in 2005, sets forth ‘contests for the appointment of Head Teachers at municipal schools’. It is a process for filling vacancies in Head Teacher positions via public contest involving previous experience and comparison. The vacancies must also be published at least in a nationwide official gazette. At a first stage in the process a Contest Qualifying Commission is formed with representatives of the local education system: Director of the Municipal Education Management Department (DAEM) or the Municipal Corporation as may be the case, a Head Teacher from another school providing the same level of teaching, a representative from the Parents Association, a teacher chosen by draw among the teachers of the school, and a Provincial Education Department representative acting as the Authenticating Officer. The Commission assesses the documentation submitted by the applicants: CV, certificates of training appropriate to the nature of the vacancy. After

reviewing this information, the Commission pre-selects a short-list of five²⁰. In the second stage –by comparison- the applicants short-listed must submit a working proposal for the school to which they are applying. The Commission may also request other additional tests. After analyzing this information, the working proposal and other tests, the Commission must prepare a report indicating the weighted scores obtained by each applicant and submit this report to the Mayor who must appoint the applicant with the highest score. Only if well justified may the second applicant be appointed, and so on. However, this procedure described cannot of itself guarantee an equitable distribution among schools in the system from the point of view of the quality of the school leaders. The appointment of a Head Teacher is for a five-year period. After this, a new public contest will be held. This law is applicable to municipal sector subsidized schools.

254. One significant aspect of this law –and the reason why it rose to the public agenda for 2006 to 2008- is its provisional Article 37, involving the compulsory contest for Head Teachers appointed prior to Law N° 19,410 and who did not undergo contest for the position after enactment of this law in 1996. This process is known as ‘Gradual’. Considering the high number of Head Teachers ‘for life’ in the current education system, the vacancies going to contest on this account is estimated as approximately for 60% of Head Teachers in the country over the next three years. Some possible scenarios for these Head Teachers are: first, some of these Head Teachers may continue within the system, contesting for vacancies; second, some may remain among municipal staff but performing other duties, as long as there are vacancies; and a third possibility is retirement for the great majority of these Head Teachers. In any case, whether these ‘Head Teachers for life’ again take up these positions or if they are replaced by new Head Teachers, the references of the applicants, their training, plus the results obtained in the other tests requested by the Qualifying Commission, will all be greatly related to the training offered, the possibility of ‘certifying’ competences, previous performance assessments undergone, and their history of incentives earned for fulfilling collective performance targets.
255. What Table 5.14 shows is a gradual forecast of the Head Teacher positions to be contested in 2006, 2007 and 2008²¹.
256. It is important to verify the number of irremovable Head Teachers according to Law N° 19,410 and DFL N° 1 restrictions, and which existed in the system until, at least, the year 2000 (Primary Education) and 2001 (Secondary Education). As can be seen in Table N° 2, it is a considerable proportion, especially in the Secondary Education level and schools providing both Primary and Secondary Education.

5.2.2 *Educational Leader Contract Types*

257. In general terms and according to regulations currently in force in the country, the entry of education professionals to the teaching career in the municipal sector is performed by joining the teaching staff. Teaching staff is understood as ‘the total number of education

²⁰ For schools in areas with less than 10,000 inhabitants, the Commission may pre-select a maximum of five and a minimum of two applicants.

²¹ Three comments:

- The calculation considers all municipal sector schools -excluding one, two or three-teacher schools- that identified having one teacher acting as Head Teacher’.
- Calculation of the positions to be contested was based on the proportions obtained by analyzing the data provided by the Head Teachers surveyed in the SIMCE 2000 and 2001 tests.

professional performing teaching, teaching leadership, and technical-pedagogical functions required at the municipal sector schools in a commune, expressed in chronological weekly working hours, including those who perform leadership and technical-pedagogical functions in the educational administration agencies of that sector' (Education Professionals' Act, 1997).

258. Joining the teaching staff can be in two ways: i) with tenure –those who join by public contest; and ii) as contracted –those who perform provisional, experimental, optional, or special tasks, or replacement of tenured staff- which is performed by enacting a municipal decree or a work contract.
259. Table 5.16 shows the contractual situation of school Head Teachers in Chile, considering all administrative divisions.
260. In relation to the contracts, 59.5% of Head Teachers are tenured; 32% have a fixed contract; 5.1% have a provisional contract; and 3.5% claim to have been contracted.
261. As to the Municipal Sector Head Teachers, 94.5% are tenured; whereas 5.4% claim to have been contracted; and 0.1% has a provisional contract.
262. This information is within the context of the new current legislation, in particular regarding the contracting of Head Teachers, Teaching and Technical-Pedagogical Leaders: contests, performance assessment and incentives; issues to be further explained in this chapter.

5.3 School Leader Performance Assessment

263. Prior to 2005 there was no procedure for assessing school leaders in the public system. It was Law 19,979 which modified the Teachers Act and which introduced a performance assessment system for teachers fulfilling teaching and technical-pedagogical leadership functions.
264. The assessment system, already described in paragraph 256 of Chapter 4, sets forth an annual assessment procedure. That is, year after year, the Head Teacher of a public school must agree on a variable number of institutional targets and corresponding indicators, with a maximum of 4 and a minimum of 2. These targets must aim at improving the school institutional practice and outcomes, referred to the areas and dimensions set forth in the MINEDUC²² School Management Quality Framework. In addition, the Head Teacher shall agree with the sustainer on a variable number of 2 to 4 professional development targets based on the criteria and areas of the MBD. Both groups of targets are weighted equally in the final assessment, which is 50% for the institutional targets and 50% for the professional development targets.
265. At the end of the school year the Head Teacher shall submit to the sustainer a report including the evidence and means for verification so as to ascertain fulfilment of the indicators previously associated to each target. It is the sustainer who verifies if the information provided in fact proves a particular level of compliance of the targets. If this

²² See Annex 6

compliance is below 50%, the sustainer shall reschedule the targets for assessment the following year and provide the necessary technical support for management by that Head Teacher. If an unsatisfactory assessment is obtained on a second consecutive year, the Head of DAEM or the Education Secretary at the Municipal Corporation must inform the Municipal Council²³ of the situation, the body able to release the Head Teacher from the position. Hence, the Head Teacher may lose the position even when everything indicates leaving the teaching body is not necessary, which in practice works as a perverse incentive for the Municipal Council, since the Council is to continue paying a high wage to the Head Teacher removed from the position, aside for a new Head Teacher wage to the next Head Teacher appointed by public contest.

266. It should be noted that although Head Teachers access the position by public contest, which entitles them to hold the position for 5 years, it is ultimately the assessment which annually accounts for their performance, the procedure which will truly determine the duration of their stay in the position. Defined in this way, this procedure has led to considerable resistance and discussion with the union association of municipal Head Teachers, who subject the assessment to the contest.
267. The same procedure is in place for teaching and technical-pedagogical leaders -that is those part of the leadership team or school leaders- except that the latter must agree with the Head Teacher of the school as to what their contribution will be to the institutional targets that in turn the Head Teacher agreed with the municipal sustainer. Additionally, these teachers must agree with their Head Teacher on professional development targets to favour their contribution to the fulfilment of the institutional targets. Both groups of targets, at the end of each school year, are in this case assessed by the school Head Teacher.
268. This system is at present operating unequally with various public sustainers. Whereas some Municipalities are already applying this procedure, there is a considerable number of Municipalities awaiting a MINEDUC regulation to 'normalize' and provide parameters and procedures for this process. Enactment of this regulation requires prior inclusion of certain adjustments to the legal body of the Teachers Act. The bill for modification is currently being prepared and is expected to undergo legislative discussion in 2007.
269. The Ministry of Education has provided other devices for this process, such as the website <http://www.masdirectivos.cl> including documents, space for discussion, and a platform for subscribing agreements.
270. As to the subsidized private sector, procedures for assessment are varied, more agile, whereby the sustainer has greater freedom in terms of dismissing a teaching or technical-pedagogical leader, including the Head Teacher of the school, not fulfilling the policies or expectations determined by their employer.

5.3.1 School leader wage scale structure

271. The wage scale structure in Chile varies in the municipal, private subsidized and non-subsidized sectors. The Teachers Act establishes a pay structure for teachers in the

²³ The Municipal Council is the collegiate body directly elected by the citizens of the commune to control, inspect and collaborate with the Major of the Local Government Municipality.

municipal sector, with some regulations affecting those teachers who work in the private and private subsidized sector. In the case of teachers who work in the fee private sector, wage structures and increments are agreed between employer and teachers according to the rules and regulations of the Labour Code.

272. Teachers -including Head Teachers and managerial and technical staff- working at the municipal and private subsidized sector, face a wage structure based on the RBMN²⁴ per class hour per educational level. In the case of municipal sector teachers, they also have a number of rewards established in relation to the RBMN. These rewards are based fundamentally on four factors: years of experience (an increase of 6.76% for the first two years of teaching service and then 6.66% for every two years thereafter, up to a maximum accumulated amount of 100% after reaching 30 years of service); accumulated further training (which can increase the wage in up to 40% for those teachers who have obtained post graduate studies); managerial and technical teaching responsibility (increments of up to a maximum of 25% for Head Teachers and a 20% for teachers with management responsibility and heads of technical units in schools and up to 15% for those in other technical support); and performance under difficult conditions (which can represent up to a 30% increase). This last reward is also open to those teachers in the private subsidized sector.
273. Additionally, in 2004 a new performance allocation was recently created for leadership and technical-pedagogical teams at subsidized schools, both public and private. To obtain this temporary wage allocation, teaching leaders –including the school Head Teacher and teachers with technical-pedagogical functions- form a team which agrees to an annual Collective Performance Commitment with the school sustainer. For this, the school must have over 250 students.
274. The agreement includes a maximum of 4 targets and a minimum of 2 institutional targets. These targets must be aimed at improving the school outcomes and processes, and they must be defined based on the areas and dimensions of the School Management Quality Framework (see Annex 6). In practice this collective performance agreement is exactly the same instrument as the Management Commitment agreed between the Head Teacher as part of the Performance Assessment System regarding the institutional targets. In this way a single instrument fulfils two functions, allowing for the performance assessment of municipal school Head Teachers as well as a collective performance incentive for leadership teams at subsidized schools.
275. However, it does entail certain particular aspects: this agreement is voluntary in nature, since not all teachers fulfilling teaching-leadership or technical-pedagogical functions are obliged to sign it. Performance assessment is compulsory for the public or municipal sector. Unsatisfactory fulfilment of the Agreement targets (below 50%) has no administrative implications for the teams signing the agreements. If fulfilment of institutional targets is between 50-74.4%, the wage increase is not applicable. However, if target fulfilment is 75% to 90%, this does entitle teachers to the additional wage – however, only for one year following the effective fulfilment of targets at 10% of the RBMN and for every effective month of enforcement of the agreement. And if fulfilment is over 90%, the incremental wage bonus is 20% of RBMN, which in practice represents a 13th wage per year.

²⁴ Minimum Basic National Wage (RBMN)

276. Additionally, these agreements must be endorsed –both technically as well as administratively- by the MINEDUC provincial structure, who have the right to make observations for amendments and even object the agreements if their observations are not amended satisfactorily. Finally, it should be pointed out, that both percentages of the collective performance allocation –which until 2006 represented only 7.5% and 15% of the RBMN- same as the inclusion of teachers with technical-pedagogical functions, are product of an annual political agreement with the CP to improve working conditions, and which will only come into force in 2007.
277. This last aspect mentioned is the reason alleged by a significant number of schools or leadership teams for not making agreements during 2005 and 2006, since a significant and crucial part of the leadership structure, teachers with technical-pedagogical functions, are not included in the incentive. This could perhaps be one hypothesis explaining the low number of Performance Agreements signed during 2005 and 2006 respectively, as can be seen in Table 5.17.
278. Of all agreements signed during 2005, only 187 Agreements were approved for payment. Of these, 145 (77% of the agreements paid, but only 33.8% of all agreements submitted) obtained the right to the collective incentive, at 15% of the RBMN. That is, these schools fulfilled over 90% of their annual institutional targets. In turn, 42 (22.4% of the agreements paid, but only 9.8% of all Agreements submitted) schools and leadership teams obtained the incentive at 7.5% of the RBMN; that is, they fulfilled between 75-90% of their targets, as shown in Table 5.18. It should be pointed out that the most relevant factor explaining the difference between the Agreements submitted and those which obtained the right to the collective incentive is related to the non-fulfilment of one or several of the administrative requirements conditioning the incentive, such as: communicating the fulfilment of targets to the school community, having means to verify the achievement of targets, absence of Town Hall decrees for the official appointment of the various functions, among others.
279. The background information shown indicates the wage conditions of subsidized school Head Teachers, same as those for teachers with other teaching-leadership and technical-pedagogical functions, include variable and transitory monetary incentives that can be up to an additional 45% of the RBMN in the case of Head Teachers and up to 40% in the case of leadership teachers and Heads of UTP. Whereas, for other technical-pedagogical functions this additional figure can represent up to 35% of the RBMN per month. As to other incentives related to retirement of working conditions, they are not significantly different to those for teachers with classroom teaching functions or for other professionals in the public sector or non-government organizations. On the contrary, the work burden and responsibility, aside from automatic contesting every five years and annual assessments, could possibly serve as a disincentive to fulfil leadership positions at schools. It should not be overlooked that in any case there are no studies or research to support this statement. Finally it should be remembered there is a widespread perception that in the face of the economic burden implied by changing the Head Teachers, maintaining the number of hours contracted with previous Head Teachers who no longer fulfil teaching leadership functions, there are perverse incentives that would not be generating a great demand for taking on the risks of contesting, since sustainers will not want to incur in greater expenses and therefore keep their existing leaders in their positions and so avoid additional costs.

280. There is no empirical evidence or research to support saying these incentives –same as particular working conditions- generate a greater demand or drive to hold these positions or better direct the work of these leaders towards the learning outcomes of the students attending the school.
281. Until introduction of the latest legal conditions - universal compulsory contests, performance assessment, change of roles, functions and attributions, and enactment of the MBD – most leaders supposed this was a career for life. However, with the new legal modifications, requirements and regulatory frameworks, there is not even a perception or systematized evidence of the effect of these measures on the expectations of new applicants or the teaching or technical-pedagogical leaders with greater experience and seniority in this type of system.
282. As to the retention of school leaders, data available about the age structure of current Head Teachers, teaching and technical-pedagogical leaders have already been described. There are no additional statistics about causes for leaving; however, the great majority of these individuals will finally retire due to reaching retirement age –as has occurred so far- that is, over the age of 65 for men and over the age of 60 for women, which is not significantly different to the behaviour of classroom teachers. The current policy does not consider intervention of this aspect beyond what has already been determined regarding contests and annual performance assessment.
283. Policy initiatives to promote and strengthen school leadership are recent in Chile, and as has already been described, retroactive contests were approved during 2005. That same year, the MBD was enacted and the Collective Performance Allocation and the Assessment System for teaching and technical-pedagogical leaders came into force. The time elapsed has not yet been sufficient for a correct and appropriate assessment of the results, impacts, and associated costs.

CHAPTER 6: TRAINING AND PROFESSIONAL DEVELOPMENT OF SCHOOL LEADERS

6.1 Background information to the school leader training policy

284. Most Head Teachers of schools in the municipal sector have no specialist studies in areas such as assessment and educational management -broadly recognized at the national and international levels as factors influencing the improvement of quality. However, more than most of these Head Teachers do have studies in the area of educational administration, as shown in Tables 6.1 and 6.2.
285. In Chile, when reviewing the supply of training available in this area, programmes tend to involve lecture-type learning spaces, encyclopaedia-like, and aimed at acquiring theoretical knowledge more than setting-up competences to be applied in practice – this becomes highly relevant considering that at least 75% of these professionals obtained their degree prior to 1979. That is, almost 30 years have gone by since they left university and, if they have later taken professional development, most of these specialization programmes were focused on learning administration theory and to a lesser extent other topics, for example, assessment of curricular implementation, institutional assessment, management of school coexistence, leadership, among others.
286. Moreover, when surveyed about the areas where they spend most of their time, Head Teachers dedicate most of their time to school in-house tasks and little to outside management -that is, generating networks with other school Head Teachers, education authorities, other social, and cultural, production and economic organizations in the educational community. This situation accounts for the lack –or rather, the impossibility- of sharing experience, reflecting on practice, generating community fabric, of a different type, favouring local development and making the most of the capacities of the individuals involved. See Table 6.3.
287. In view of this scenario, Chile does not have agencies that have generated appropriate methodologies and approaches to develop Leadership, particularly in the educational sphere. Those that do exist come from the world of business or high-level public service, and although a good part of their strategies are related to forming skills that could be useful in this field, it is necessary to make adaptations and conceive a training model specifically for Chilean educational leaders, of a flexible nature, with different approaches, and in line with the framework of attributions and standards determined for this function.

6.2 Initial Training and Continuous Professional Development

288. This article contains issues about training for school management. First, there is reference to initial training and entry requirements for school leaders. In this respect it is necessary to point out that except for requirements related to initial teacher training and administration studies necessary to apply for Head Teacher positions, there are no special requirements for access to technical-pedagogical or leadership positions.

289. Initial training is analyzed considering two aspects: first, an exercise related to the presence of courses linked to school management, with an initial teacher training syllabus. Highlighting the non-systematic nature of this approach, it is important to mention the presence of this topic in the syllabus is scarce and general.
290. The second aspect related to initial training has to do with the contests and leadership performance, focused on PEI concepts and meaning, higher education professional leadership fulfilling directive and technical-pedagogical functions, and the practical theoretical competences for the execution and performance of leadership. It is this initial training that is characterised by a great presence and dispersion of contents and meaning in the training market, resulting in a recurrent supply both at universities as well as technical training institutes. It is also important to clarify that this initial training supply is often blended with the continuous professional development of leaders.
291. It is within the framework of this second aspect of initial training that certain elements are put forward regarding the National Undergraduate Accreditation Commission (*Comisión Nacional de Acreditación de Pregrado - CNAP*) and the National Postgraduate Accreditation Commission (*Comisión Nacional de Acreditación de Postgrado - CONAP*), probably the most important agencies in relation to public efforts to control and monitor the initial training market.
292. Although these commissions affect the initial school management training market, it is certain that another equally powerful mechanism to affect this market are the professional development programmes deployed by the Ministry of Education, either directly or by contracting the services of universities. The latter perform initial training processes defined and supervised by the Centre for Training, Experimentation and Pedagogical Research (*Centro de Perfeccionamiento, Experimentación e Investigaciones Pedagógicas - CPEIP*) of the Ministry of Education. In this way, the Ministry of Education provides a sort of signal regarding the teaching function and therefore the contents and methodologies for initial training, which must be determined by the Framework and defined in public policy (Good School Leadership Framework and the School Management Quality Assurance System). It is because of this that the penultimate part of this article reviews the efforts made at pilot level to form the current continuous professional development supply by this public agency.
293. The document concludes with a few comments on the as yet unresolved issues and demands related to the continuous professional development of school leaders and technical-pedagogical professionals.

6.3 Initial teacher training and training in school management

294. The Teachers' Act (Law 19,070) sets forth only two requirements for access to teaching positions –leaders and technical-pedagogical: having a degree as teacher or educator awarded by a teacher training college, university or professional institute; and ‘having studies in administration, supervision, educational assessment or counselling. This requirement shall not be compulsory in localities where no professionals with those studies have applied’ (Law19,070 Article 32).

295. On the basis of the above it is possible to see that in Chile there are no formal demands regarding initial training in school management. Consequently, there are no programmes defined exclusively for this or with clear reference to these aspects.
296. However, from a broad perspective, it is possible to say the initial teacher training programmes in General Primary Education in Chile, aside from preparing teachers for their teaching tasks, provide basic tools for the future performance of teachers as Head Teachers at a school.
297. Teacher training programmes consider theoretical-practical activities, including visits to schools within the line of progressive practice, in order to achieve knowledge beyond the teaching tasks as such. In fact, the progressive practice structure introduces the pedagogy student to the reality of schools and their links with the community, to finally focus on teaching-learning processes within the classroom.
298. From a more restricted point of view, training in the specific aspect of school management is limited. On reviewing 33 curricula for Pedagogy careers in Primary Education, provided by traditional and private Chilean universities²⁵, 20 of these curricula include 1 educational management subject and 13 make no explicit mention (although they could be present in optional subjects not described in the curriculum). Of the 20 institutions that do include the subject, only 2 offer more than one course on this subject (about issues related to leadership, legislation, preschool management). With few exceptions, the course is generally offered after the 3rd year of studies.
299. Most of the subjects associated to *management* include this term or *educational administration* in the description. Five refer to leadership and 4 refer to organizational issues.
300. In relation to the dimensions and competences considered in the Good School Leadership Framework -main reference for the training of Head Teachers in our country- it is possible to say that curricular management is the sphere of action of a Head Teacher best developed by the initial teacher training programmes. Training programmes prepare the future teacher in curricular planning, assessment and –frequently- the design and assessment of educational projects.
301. Remaining dimensions of the Good School Leadership Framework do not explicitly appear in this broad overview of training curricula. It is possible that various courses explore issues related to the school atmosphere and coexistence, but the issues of leadership are infrequent and resource management –according to the criteria defined in the Quality Framework- are clearly absent for teacher training programmes.

²⁵ Since this is not intended as a conclusive review, for this article only the structure of the curricula was reviewed, accessible via the web pages of these organizations; the study syllabus is usually not available this way.

6.4 Public efforts to affect the training market

6.4.1 Initial training and continuous professional development

302. As one of the mechanisms to affect the aforementioned situation and respond to the need for ensuring the quality of higher education²⁶, in March 1999 the National Undergraduate Accreditation Commission (CNAP) was formed by the Ministry of Education. The functions of this agency are to conduct experimental accreditation processes of careers and institutions, and design and propose the national Higher Education quality assurance system. Hence the main purpose of the accreditation process is to ensure quality both at institutional and programme level, and thus be understood as a permanent system applied to pre-determined cycles. The main focus of this quality is the development of institutional capacity and self-regulation, and the involvement of academics and professionals in designing assessment criteria and procedures.
303. Within this context, 3 lines of action are defined: designing and developing experimental accreditation processes of careers, implementing institutional accreditation processes, and actions to support the self-regulation capacities of higher education institutions.
304. In recognising the importance of these actions, the recently enacted Higher Education Quality Assurance Law (October 23rd 2006) provides full autonomy to the future National Accreditation Commission.
305. The National Higher Education Quality Assurance System defined in this law recognises the experience and work performed by CNAP, described in the five aspects it considers:
- *Degrees*, considering the assessment of new higher education institutions, same as careers or branches.
 - *Institutional Accreditation*, related to the existence and use of quality assurance mechanisms.
 - *Accreditation of careers or programmes*, concerned with the specific quality of the programmes or careers based on the institutional proposal and needs expressed by the system. Here it is important to underscore the voluntary nature of this process, **except for the medical and teaching careers**.
 - *Accreditation of graduate courses*, similar to the characteristics of the previous point, but posed as a requirement for accessing any government support.
 - *Information functions*, considering the importance of this for management of the system, the institution, and public awareness.
306. Regarding the accreditation of teaching careers, the recently approved law on the National Higher Education Quality Assurance System, determines the compulsory nature of accreditation for this type of course, as well as conditioning access to public resources to

²⁶ At present, all courses linked to teacher training total 780. Of these, 100 are offered by professional institutes, 251 by traditional universities of the Council of Rectors, and 429 by private universities. Of these, in 2005 it was estimated that 46% of total enrolment in primary education courses, studied through special programmes (programmes including, for example, learning at a distance, or lasting two years with one-day-a-week face-to-face). This last percentage, it must be added, should tend to drop on account of discontinued access to several special programmes in 2005 and 2006.

being duly accredited. It is necessary to clarify that there are no specific criteria related to the sphere of school management.

307. This law, before coming into force, in relation to the accreditation results associated to the sphere of education, according to the information provided by CNAP, it should be pointed out that 94 careers began the process, of which 4 have not been accredited and 6 were re-accredited. At present, 33 careers are undergoing accreditation processes.

6.4.2 *Initial and post-graduate training of school leaders*

308. A first issue to bear in mind is -according to tradition in our system- there is no single and standard accreditation for training as Head Teacher or teacher fulfilling leadership and technical-pedagogical functions. In practice, teachers decide from a diverse supply of courses for 'Head Teachers' of different types: post-graduate and graduate. In this field, the supply of training is diverse and of varied emphasis that mostly do not respond to new paradigms and competences demanded by school management in the current complex scenarios. Along the same lines, they continue to be eminently discursive forms of training, therefore not developing the competences and skills needed to set up the management practices that are required.
309. In sum, there is no minimum and standard framework defining the basic competences required to train Head Teachers or teachers fulfilling leadership or technical-pedagogical functions, same as initial training has been at the whim of the academic market.
310. As one way of affecting the post-graduate supply, the National Postgraduate Programme Assessment Commission for Autonomous Universities (CONAP), was created in 1999 by Ministerial decree. The main objectives are:
- Foster the consolidation of Post-graduate training, adopting internationally recognised criteria of excellence, in order to design policies for support, encouragement, and improvement of programmes, specifically in awarding student grants and other resources to improve teaching-learning.
 - Provide reliable information about the quality of educational supply at the post-graduate level, supporting people's ability to choose.
 - Foster the formation of highly qualified human resources.
 - Favour a more rational organization of post-graduate supply in the form of Masters and PhDs.
311. The accreditation of Doctoral courses is performed through a Committee of Reviewers of the Area and the outcomes consider a variable duration of 2 to 6 years, depending on the fulfilment of targets associated to issues such as: financed research projects, theses performed, publications derived from theses, list of academics, graduation. All including the history of previous accreditations.
312. The accreditation of Masters Courses considers weighing the following: nature and objectives, duration of the course (1 to 2 years), admission requirements, structure of the course, Masters Faculty, institutional support. The possibility of accreditation fluctuates between 2 and 5 years, depending not only on the technical assessment of these criteria

but also the history associated to the accreditation (also considering previous processes). The mechanisms are self-assessment verified by a commission or assessment by Review Committees of the Area.

313. Regarding the results related to the sphere of education, according to the information provided by CONAP, at present there is one Doctoral course and 3 Masters²⁷ courses accredited.

6.4.3 Continuous teacher training for school management

314. By Continuous Training we understand the training undergone while performing the profession, at both formal and informal level; therefore continuous training is a service. One premise which transects this concept is that the individual firmly believes the construction of professional knowledge is a permanent process.
315. A first issue to bear in mind is that although in previous paragraphs we referred to post graduate courses as the axis of initial training for teaching and technical-pedagogical leaders, it should be pointed out that academic formation may be understood also as part of the continuous training of individuals who fulfil these roles at schools.
316. Another sphere of continuous training is related to the abundant supply of post-graduate degrees in Administration and which are not encompassed by accreditation. CPEIP is responsible for registering these courses with the National Professional Development Public Register (*Registro Público Nacional de Perfeccionamiento* - RPNP), for the allocation of Professional Development²⁸ rewards, but having no accreditation of the quality and suitability of this supply.
317. The current system considers 3 categories for registering courses with RPNP.
- Basic Update Level. From 20 to 200 hours.
 - Intermediary Level of Specialization. From 250 to 400 hours.
 - Advanced Level. 450 hours and over. To become a post-graduate course, the programme must involve more than 640 hours.
318. Table 6.4 shows information on the accumulate supply in the area of management²⁹ at December 2005.

²⁷ One of these Masters courses has 5 curricular itineraries, one of which is for Educational Administration. The other two Masters courses are related to the curriculum and educational assessment.

²⁸ Post-graduate degrees and other continuous training courses are registered with the RPNP together with the number of hours associated to each course. The Reward is given to the teachers that having attended the courses recorded with the RPNP, passed. The maximum Reward is equal to 40% of the national basic wage.

²⁹ For institutions to register their courses at RPNP there is a standard form to be completed and submitted by the institutions 40 days before the beginning of the professional development activity. The data submitted here considers an analysis of the content of all forms. A specific section of the form was analyzed, where the institution can choose among 56 topics, divided into 3 Units (Sub-sectors, Technical-Professional Secondary Education and Discipline or area), all considered to be related to the course submitted. This article only considers those topics with a greater proportion of programmes that define the subjects as school leaders or teachers fulfilling technical-pedagogical functions, that is: Management, Assessment, and Curricular Approaches. These three topics are in the 'Discipline or area' Unit.

319. Out of a total of 4,375 professional development courses registered with RPNP, at December 2005, 361 were registered by institutions referring to the relation of the course to the area of Management, 6 to Institutional Assessment, and 320 to Curricular Approaches. The greatest proportion supplied is in the area of Basic Update, without any major difference between the Intermediary and Advanced Post-graduate Levels.
320. It is also interesting to consider this data in relation to the functions stated by the institutions as suitable for attending the course. The following table shows that information.
321. In Table 6.5 it is possible to see that the courses where the main topic is Management are preferably aimed at individuals performing leadership functions, with teachers in general in second place together with those performing technical-pedagogical functions.
322. Finally, it is worth contrasting and supplementing this information with the areas of specialization that municipal sector Head Teachers claim to have attended³⁰, shown in Table 6.6.

6.5 Training strategy and supply through the Ministry of Education

6.5.1 *Brief general context*

323. One of the main demands and needs imposed by the current educational reform process is teacher professional development. For this purpose, and recognising current frameworks for action (Curricular Framework, plans and programmes, Good School Leadership Framework, and Good Teaching Framework), the current Teacher Professional Development policy was designed based on two major issues: Accreditation and Assessment and Continuous Training. The first major issue considers various aspects of assessment, all related to the teaching function³¹. Whereas continuous teacher training has basically developed around 5 points:
 - The potential of learning among peers by forming learning communities.
 - The potential of solidarity links within learning communities.
 - Learning communities become meaningful when they transcend concrete experience, transforming it in the subject of analysis and criticism to improve collective and one's own practice.
 - Recognition of valuable teacher experience.
 - Need to develop disciplinary content and specific didactics among teachers.
324. This has strengthened the development of learning communities among peers (communal workshops, national apprenticeships) as well as led to strategic alliances with universities, linking disciplinary and teaching departments at the institution.

³⁰ The total number of Head Teachers in the system is 7,498. Of these, 4,078 work in the municipal sector, 2,928 in the private subsidized sector, 451 at private non-subsidized schools, and 41 at Corporations.

³¹ For further details see www.cpeip.cl; www.docentemas.cl

6.5.2 2004: Outline of Continuous Training in the Area of School Management

325. Considering this general context³², as of 2004 the first outlines of a more concrete strategy began to take shape, more sustainable over time, for continuous training in the area of school management.
326. For the first pilot programme, the Ministry of Education, through CPEIP, invited universities to submit proposals for implementing the course on Head Teacher Training for School Leadership. The objectives of the course were:
 - Contribute to the appropriation of knowledge, developing skills, competences and attitudes among school Head Teachers, integrating competences linked to leadership performance standards, for better performance in their functions; and
 - Gather information supporting outcomes of this form of continuous professional development, for future application as Head Teacher training.
327. The course content –attended by 50 Head Teachers with even representation from the various regions of the country- was divided into units, considering a more theoretical approach to issues considered crucial to school management: that is, Good School Leadership Framework, leadership, communication, curricular management, staff management, institutional assessment and self-assessment, networking, among others.
328. The course was blended learning format, with 3 phases lasting one week each, held at the CPEIP facilities. During the ‘inter-period’, aside from monitoring the completion of tasks and encouraging virtual interaction via a specially designed platform, a visit was considered to a sample of the participants to see ‘in the field’ the specifics of management at these schools.
329. Assessment of the participants included preparation of a portfolio, different rubrics associated to a curricular audit, a curricular improvement plan, and a plan to improve communications.

6.5.3 2005: The Demands of Developing Competences and Training in Service

330. The second experience was held in 2005. Once again, universities were invited to submit proposals for implementing the course on *Leadership and Curricular Management Training for Head Teachers and Heads of UTP*.
331. The course was attended by a total of 98 leaders from 56 schools from the communes of Quilpué, Quillota, San Bernardo, Estación Central, Quinta Normal, Rancagua, Linares

³² For further details see Arellano, M. & Cerda, A. M. (Eds.) (2006) *Formación continua de Docentes: Un camino para compartir*. CPEIP.

and Parral. Considering the course objectives and content, each school was invited to participate in dyads: Head Teacher/Head of UTP.

332. The course objectives were:
- Contribute to the professional development of Head Teachers and Heads of UTP at subsidized schools, and
 - Foster the development of competences linked to leadership and curricular management through a methodology implying observation, thought, creation, and transformation by the participants of their direct practice at the schools they lead.
 - They were specifically asked to create a programme encompassing the spheres of Curricular Management and Leadership from the Framework for Food school Leadership, instrument stipulating performance criteria for school leaders in the new educational context.
333. Using the design proposed by the Ministry of Education as the basis, the final training proposal was determined including:
- An initial day for diagnostic assessment by the institution deploying the programme.
 - Regional networking sessions, coordinated administratively and academically by the institution.
 - Communal workshop sessions.
 - Monitoring via an IT platform, involving guidelines and tasks in general. These guidelines were also the tools used to assess the participants.
334. Course activities were aimed at defining a typical management problem at each school, and on this basis, prepare an improvement plan.

6.5.4 2006: Planning a Continuous Training Strategy in School Management

335. Based on the pilot experiences of the two previous years, the Management Team Formation Programme was designed in 2006, at the heart of CPEIP, and in coordination with the Educational Management and Improvement Unit of the General Education Division. The purpose of this programme was to contribute to the professional development of Head Teachers and Heads of Technical-Pedagogical Units at subsidized schools, on the basis of critical thought about their practice in order to develop and consolidate certain practices linked to the Good School Leadership Framework.
336. A strategy was designed for this context, recognising the complexity of leadership at schools. It is recognising this complexity that the training proposal recognises the leadership team as its unit of intervention. Figure 6.6 attempts to describe the various instances of the strategy designed.
337. The diagram shows the strategy considering training instances of increasing complexity and depth, which at all times include workshops held at the provincial level under the

direct responsibility of the Ministry of Education, same as workshop/courses to which universities in the country are invited to take part.

338. The greatest complexity and depth is given above all by the training content. In fact, in the first part of the training, a module-based course, the training for leaders and heads of UTP is organized considering the areas of the Good School Leadership Framework³³, clearly assembled with the School Management Quality Framework³⁴.
339. The content is seen in modules, based on topical units configuring the content of the areas of the Good School Leadership Framework. There are three specific content modules: Curricular Management, Resource Management and Management of the Organizational Atmosphere and Coexistence.
340. As to 'Leadership', it is recognised as a cross-cutting theme and present when seeing each of the workshop/course contents, especially in preparing and developing the strategy to be implemented, as described later on.
341. In the case of universities, they were asked for a module-based training process in three levels:
 - *Face-to-face training sessions*, given by university academics. The main objective is to provide theoretical elements, conceptual criteria serving as basis for the module content and feedback on the tasks performed and development of the process. It addresses all schools attending the workshop/course, about 30 in all.
 - *Workshop sessions*, at commune or provincial level. The main objectives are discussion about the implementation or execution of the tasks proposed for each school, carrying out actions especially designed for these sessions, facilitating the exchange of experience and resources among peers, thereby making the most of learning. It can also consider the development of certain concepts pertaining to the module seen.
 - *Work at the schools*, with academics visiting the schools to see implementation and putting into practice of the various issues of the workshop/course. It also includes inter-school visits.
342. In this way, for example, the Curricular Management module includes the structure shown in Figure 6.7.
343. Participation by the management team in the workshops/courses managed by the universities differs depending on the module seen. In this way, only the Head Teacher is part of all workshop sessions and training in the various modules, and depending on the module seen, pairs with another member of the leadership team. For example, in the Curricular Management module, it is the Head of the Technical-Pedagogical unit that takes part in all actions with the Head Teacher. However, and in spite of this, right from the start and in all modules, all members of the Management Team take part in the activities carried out at the school.

³³ *Good School Leadership Framework. Criteria for professional development and performance assessment*. Santiago de Chile: MINEDUC, 2005. See Annex 3.

³⁴ *School Management Quality Framework. Quality at all municipal schools*. Santiago de Chile: MINEDUC, 2005, Serie Bicentenario. See Annex 6.

344. In the case of the workshops given by the Ministry of Education, these are for the Head Teacher and Head of the technical-pedagogical unit at each school.
345. Returning to Diagram 1 shown earlier, it should be pointed out that the second training course implies getting into greater detail about a particular topic, either curricular management or management of the school atmosphere and coexistence.
346. Consequently, as of 2006, close on 300 schools are each year to join the training process. The intervention logic recognises the importance of creating networks at the local level, and it is in this sense that the invitation to train considers the inclusion of at least 3 schools per commune. After the two-year training, continuity workshops are expected to be set up at the local level (communal or inter-communal) so that competences linked to this activity at the local level are also developed.
347. Finally, the strategy is expected to develop via an IT platform allowing the interconnectivity of all training instances and encouraging discussion and dialogue among everyone taking part in the training processes, either as trainers-of-trainers or beneficiaries.
348. At the same time, and as a fundamental aspect of continuous school leader training management, follow-up and assessment of the implementation and impact of this training is of crucial importance. This follow-up and assessment is conducted mainly through external agencies as well as the Ministry of Education itself, and will make it possible not only to make the necessary corrections to the process but also generate knowledge of value about continuous (and initial) teacher training processes. The processes undertaken in the last two years and their systematic assessment are expected to provide in the short term useful elements for decision-making and improvement of currently ongoing policies.

6.6 Final Comments

349. The question about school management and how to empower those with the responsibility for conducting schools is especially significant when all research shows that school management and leadership in particular are crucially important in achieving student learning outcomes. In fact, different evidence linked to school management in Chile shows that those responsible for school management do not become training leaders nor seem to have the ability to use assessment outcomes and class observation to make systematic improvements to student teaching and learning processes. This is one of the main challenges to training processes and where the Ministry of Education is currently focusing its efforts.
350. This is particularly important when a considerable number of national and international studies³⁵ show most school leaders in Chile have studied educational administration yet

³⁵ UNICEF (2004). *Quien dijo que no se puede. Escuelas Efectivas en sectores de pobreza*; Raczynski, D. & Muñoz, G. (2005). *Efectividad escolar y cambio educativo en condiciones de pobreza en Chile*; Various studies conducted by *Asesorías para el Desarrollo* (www.asesoriasparaeldesarrollo.cl); Brunner, J.J. & Elacqua, G. (2003). Informe capital humano en Chile; Farrell, J. (1993) International Lessons for School Effectiveness: The View from the Developing World

few specialize in areas such as educational assessment and management, issues revealed as crucial to the achievement of quality in education. In addition, the great majority of current offers for training in service show courses designed more to acquire theoretical knowledge, overlooking the development of competences geared towards practice. This is why it is imperative to develop new paradigms in competence-training for teaching leadership and school management.

351. With the entry into force of the new legal framework regulating performance assessment for school leaders (Law N° 19,979)³⁶ and the reward for Collective performance of teaching leaders (Law N° 19,933)³⁷, challenges are related not only to the leaders trained but also include leaders in service. Consequently, the supply must be appropriate and timely for old paradigms to be in tune with the new. This implies the policy must anticipate what is to be done in order to satisfy the needs emerging once performance assessment and collective performance rewards become the regime.
352. Another key aspect of school management training is related to the way ‘management practices’ are generated within schools, so that while recognising the particular contexts where education takes place, they may empower greater understanding and collective ownership of the responsibility for student learning. It is in this sense that efforts must be directed also towards the formation of networks at the local level, allowing continuous thought and improvement of educational practices.
353. In this way, formative training processes must entail as their key lines of action for Head Teachers and the Management team:
 - Management focused on student learning.
 - Having a clear purpose and commitment, creating and deepening teamwork with teachers, spawning and developing a shared mission.
 - Building partnerships with others inside and outside the school to achieve better education.
 - Developing interpersonal skills, inviting and joining members of the community to the shared project, building personal credibility and delegating and sharing leadership.
 - Generating and delegating responsibilities clearly and effectively to each actor within their sphere of competence, before the challenge of obtaining quality educational achievements.
354. And it is in the sphere of initial training that the greatest challenges lie, foreseeing mechanisms so that those who take on leadership positions may do so supported by more rigorous and developed competences, which therefore must include actions linked to tutoring or accompanying their process of insertion at schools.

in Farrell and Oliveira eds., *Teachers in Developing Countries: Improving Effectiveness and Managing Costs*. Washington, D.C.: Economic Development Institute, The World Bank; among others.

355. Developing local or decentralized competences are the condition for success in setting-up training processes and generating knowledge in the spheres of school management and teaching leadership.
356. Finally, what has been said so far is marginal in dimension if another key actor in the education process in Chile is not considered. Therefore the participation and training of those responsible for education at the local level is taken up as a challenge. In fact, school sustainers must be convened to be part of a training process, its corner-stone being a vision of the whole educational process in the local context and a process of continuous improvement of education quality and equity.
357. However, it is best not to forget that the education system as a whole is undergoing a process of review and analysis by the Presidential Advisory Council for the Quality of Education, and which may finally imply, not only new finance and administration structures for education, but also new directions and demands for continuous and initial teacher training, both general and specific, with respect to school management. In this way, for example, already in the preliminary report submitted on September 29th, both the Education Institutions Commission as well as the Education Quality Commission, directly speak of initial and continuous teacher training as well as school management at the system level, and specifically about schools. With regard to this last point, the crucial value of school management is recognized for the achievement of learning, the formation of community, its relation to coexistence and the achievement of institutional results, deficient selection processes, professional development of leadership teams and the deficient levels of specific training for positions of responsibility. Therefore in this sense, and considering one of the guiding criteria of the Education Quality Commission, it is possible to suppose that training processes for Head Teachers and leaders must contain as their guiding principle: 'excellent teaching and institutional management, focused on learning and conducted by educators with leadership and experience' (p.91)

CHAPTER 7: CONCLUSIONS

358. Although since the beginning of the ER the Governments of the *Concertación de Partidos por la Democracia* considered Leadership as a main line of action to improve the Quality and Equity of Education in Chile, it was not until the decade of 2000 that School Leadership began to appear as a subject for special public policy, with particular orientations, compared international studies, and a systematic reflection about the specific lines along which to develop regulation and intervention actions.
359. The most significant expression of this reflection is materialised in the document “Good School Leadership Framework” which for the first time explicitly sets forth the conception of School Leadership which is to be intentionally projected through public policy and massively disseminated towards players in the Educational System, determining criteria and descriptors for a general reference framework for the whole school community: students, teachers, parents, sustainers and other advisory and support agencies, to be considered in working towards the promotion and strengthening of School Leadership.
360. This initiative was developed together with a series of legal reforms to provide coherence and consistency to this new conception of school leadership: contests for all Head Teachers of municipal schools, a Performance Assessment system for teachers with teaching-technical-pedagogical and leadership functions, change in the definition of the new role, functions and attributions of subsidized school Head Teachers, and especially for municipal schools. In addition, this was conducted in coordination with the School Management Quality Assurance System, public policy initiative to promote and strengthen the autonomy and the responsibility of school organizations and educational communities for more relevant educational processes, especially Curricular Management, Leadership, School Coexistence, Resource Management, and Educational Outcomes.
361. These initiatives were accompanied by a series of resources and support systems for management by Head Teachers, Leadership Teams, and Sustainers, both in digital and hard-copy format³⁸.
362. Public policy efforts face great challenges when thinking about transforming the school culture, and in particular the culture of leadership and governance present in a major part of our School System:
- Head Teachers, teaching and technical-pedagogical leaders present age and gender ratios making materialisation of the changes proposed more complex.
 - Decentralization, the basis of the Chilean education system, and the assumption of autonomy of the schools, show great weakness: school leaders show a marked tendency towards internal management, preferably administrative, with highly

³⁸ Websites with working and support resources: www.gestiondecabilidad.mineduc.cl and www.masdirectivos.cl

authoritarian leadership styles, and little disposition towards change and accountability.

- The supply of initial and continuous training is market-regulated, and the regulatory role of the government is greatly reduced.
- The sustainers of subsidized schools, both public and private, do not appear to be especially concerned about the development of policies aiming at promotion and strengthening of school leaders, presenting –within the current regulatory framework- a broad dispersion of criteria at the time of defining and priority-setting the characteristics and conditions for recruitment, induction and development of school leaders and their respective leadership teams. Likewise, the institutional capacities of these education authorities present great differences, in terms of installed capacity and resources available to face this task.
- Research on the importance and effect of leadership on institutional practice at schools and learning outcomes are still very incipient, both regarding the generation of knowledge for perfecting and improving the supply of initial and continuous training as well as feedback on public policy initiatives.
- Given certain internal political conditions, the possibility of setting up a mandatory School Leader Accreditation System is discarded.
- The installed capacities in the MINEDUC System of Advice and Assessment are greatly reduced and do not have sufficient specialization nor the necessary resources.

363. Given the above conditions and characteristics, it is necessary for public policy initiatives to advance along a line of action with many branches but with areas of priority. Effective school leadership to promote school management practice and learning outcomes of better quality and equity.
364. The above implies monitoring and strengthening the recent system of Performance Assessment for school leaders, advancing in setting up certain standards in local policy regarding the promotion of effective school leadership, associated to quality support and advice devices, and in tune with the future institutionality of funding differentiated by socioeconomic conditions³⁹, deepening the support and guidance available to increase and improve the subscription and achievement of institutional targets associated to special incentives created for this purpose, develop a far more energetic strategy for intervention and regulation of the initial and continuous training market for school leaders and, finally –but of capital importance- the separation of assessment and advisory functions in the MINEDUC supervision system, also improving the ability to provide quality consultancy to all players in the education system and strengthen the assessment systems already deployed.
365. Finally, the capacity to generate research must be greatly strengthened, gathering evidence so as to monitor and assess the efficacy and pertinence of the new systems set up, and feedback to public policy in those areas where there has not yet been any intervention and which require regulation to ensure the objective of a more equitable education and with quality learning for all students.

³⁹ A bill sent by the Government to Parliament, representing a fundamental change in the voucher model in the Chilean Education System. The Preferential subsidy, which implies greater a subsidy will be given for each poor student attending subsidized schools. Obtaining this subsidy will be linked to an Improvement Plan and expected learning outcomes.

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TABLES AND FIGURES

TABLE 1.1: Population 5 – 29 years old, 1992-2002

Age segment	1992	2002
Total	6,125,911	6,413,289
5 – 14 years	2,476,833	2,739,050
15 – 19 years	1,217,129	1,280,089
20 – 24 years	1,208,011	1,201,426
25 – 29 years	1,223,938	1,192,724

Source: 1992 – 2002 Census

TABLE 1.2: Expenditure on education, 1990 - 2004

Year	Public Expenditure on Education / GDP	Private Expenditure on Education / GDP	Total Expenditure on Education / GDP
1990	2.4%	1.4%	3.8%
1991	2.6%	1.4%	4.0%
1992	2.7%	1.6%	4.3%
1993	2.8%	1.7%	4.6%
1994	2.9%	2.0%	4.8%
1995	2.9%	2.0%	4.9%
1996	3.2%	2.5%	5.7%
1997	3.4%	2.3%	5.7%
1998	3.7%	2.6%	6.3%
1999	3.8%	3.0%	6.8%
2000	4.0%	3.1%	7.1%
2001	4.1%	3.2%	7.3%
2002	4.2%	3.3%	7.5%
2003	4.2%	3.4%	7.6%
2004	4.0%	3.3%	7.3%

Source: Education Statistics, MINEDUC, 2005

Figure 2.1: Education System
Schools and enrolment by educational level, school year 2001

ISC ED97 Level	Country description of programme	Entrance requirements	Qualifications Awarded	Typical Starting Age	Typical Ending Age	Theoretical duration of the programme	Theoretical Conclusion Duration - primary/secondary	Theoretical Conclusion Duration -tertiary	Notes	Isce d97 Flows
	pre-primary			2			..	..	For the purposes of ISCED the last two grades (7°, 8°) reported as (ISCED) 2A	↓
1	primary education (1°- 6° grade)				2			..		1 ↓
2A	primary education (7°- 8° grade)	6° grade Primary education	primary education diploma	2	4			..		2A ↓
3A	secondary education general	primary education diploma	secondary education diploma	14	8		2	..		↓
A	secondary education vocational	primary education diploma	secondary education diploma	14	8		2	..		3A ↓
B	tertiary, Technical	secondary education diploma	technical diploma with specialization	18	2		..		Some institutions require passing a national examination for entrance	5B ↓
A (1st, Secondary Year)	university	secondary education diploma		18			..	..	The first degree in most universities. Most Institutions require passing a national examination for entrance	↓
A (2nd, Year)	tertiary, professional	Bachelor's degree or the professional qualification	Post-graduate diploma	23	4		..	..		5A ↓
A (2° Year)	Master	Bachelor's degree or the professional qualification	Master's degree	23	4		..	..		6 ↓
	Doctorate	Bachelor's degree or the professional qualification	Doctoral degree	23	5		..	..

Source: Department of Research and Statistics, MINEDUC, 2003

TABLE 2.2: Schools and enrolment by educational level, school year 2004

Educational Units	Geographic Area	Children and youngsters						
		Total	Pre-school	Special	Primary	Secondary Total	Secondary (General)	Secondary (Vocational)
Total		18,864	5.116	710	8.814	2.520	1.533	987
Urban		12,965	4.108	648	4.182	2.354	1.467	887
Rural		5,899	1.008	62	4.632	166	66	100
Enrolment	Total	3,652,227	287.296	59.292	2.361.721	850.713	474.641	376.072
	Urban	3,286,892	261.666	57.409	2.030.182	820.974	463.958	357.016
	Rural	365,335	25.630	1.883	331.539	29.739	10.683	19.056

Source: Education Statistics, MINEDUC, 2005

TABLE 2.3: Schools and enrolment by year, 1990- 2005

Year	Schools	Primary Enrolment	Secondary Enrolment	Total Enrolment
1990	9,814	1,991,171	719,819	2,963,139
1991	9,822	2,002,948	699,455	2,938,708
1992	9,773	2,034,831	675,073	2,995,858
1993	9,808	2,066,037	652,815	3,020,199
1994	9,788	2,088,468	663,316	3,058,873
1995	10,372	2,144,810	688,440	3,150,629
1996	10,768	2,205,092	740,487	3,271,785
1997	10,470	2,234,618	753,250	3,306,600
1998	10,621	2,253,171	774,034	3,337,976
1999	10,705	2,305,459	803,832	3,429,927
2000	10,605	2,355,594	822,946	3,508,509
2001	10,803	2,361,721	850,713	3,559,022
2002	10,879	2,341,519	896,470	3,601,214
2003	11,223	2,312,274	947,057	3,628,711
2004	11,296	2,269,388	989,039	3,638,417
2005	11,561	2,227,777	1,029,366	3,652,227

Source: Education Statistics, MINEDUC, 2006

TABLE 2.4: Schools and Enrolment by Type of School and Geographic area, School Year 2005

Type of School	Number of Schools	% Schools			Enrolment	% Enrolment		
		Total	Urban	Rural		Total	Urban	Rural
Total	11,561	100.0	60,5	39,4	3,652,227	100	89.9	10.0
Public	6,098	52.7	21.4	31.3	1,766,116	48.3	40.8	7.4
Private subsidized	4,630	40,0	32.1	7,9	1,577,452	43.1	40.8	2.3
Private non-subsidized	763	6.6	6.4	0.1	251,803	6.8	6.7	0.1
Type of School	Number of Schools	% Schools			Enrolment	% Enrolment		
		Total	Urban	Rural		Total	Urban	Rural
Total	10,803	100.0	56.2	43.8	3,559,022	100	89.1	10.9
Public	6,242	57.8	22.3	35.4	1,889,645	53.1	44.4	8.7
Private subsidized	3,530	32.7	24.5	8.1	1,356,449	38.1	36.0	2.2
Private non-subsidized	1,031	9.5	9.4	0.2	312,928	8.8	8.7	0.1

Source: Education Statistics, MINEDUC, 2006

TABLE 2.5: Teachers by Function, Gender and Type of School, Year 2005

Type of Function	Gender	Type of school				
		Total	Public School	Private Subsidized School	Private Non Subsidized School	Private Corporation Subsidized
Total	Total	192.419	89.736	78.233	25.157	2.734
	Male	59.467	28.721	23.256	7.786	1.531
	Female	132.952	61.015	54.977	17.371	1.203
Classroom Teacher	Total	165.882	77.136	67.268	19.052	2.426
	Male	48.403	22.616	19.378	5.081	1.328
	Female	117.479	54.520	47.890	13.971	1.098
Technical Pedagogical	Total	6.594	3.421	3.127	493	41
	Male	1.968	1.099	1.354	137	22
	Female	4.626	2.322	1.773	356	19
Managerial	Total	7.528	3.406	3.127	841	154
	Male	3.737	1.959	1.354	314	110
	Female	3.791	1.447	1.773	527	44
Head Teachers	Total	7.735	3.956	3.269	464	46
	Male	3.821	2.460	1.164	161	36
	Female	3.914	1.496	2.105	303	10
Others at the School	Total	4.298	1.599	1.779	853	67
	Male	1.416	501	620	262	33
	Female	2.882	1.098	1.159	591	34
Others outside the School	Total	382	218	151	11	2
	Male	122	86	30	4	2
	Female	260	132	121	7	

Source: School Management and Improvement Unit. Ministry of Education, 2006.

Table 2.6 Teachers by Administrative Division, gender and age, 2005

Age Gender	Range	Total	Administrative Division			
			Municipal	Private Subsidized	Private Non- Subsidized	Corporations
Total		170,261	84,085	63,283	20,435	2,458
Men		49,989	25,651	17,596	5,373	1,369
Women		120,272	58,434	45,687	15,062	1,089
Under 31	Total	22,349	5,447	13,532	3,142	228
	Men	5,457	1,490	3,222	639	106
	Women	16,892	3,957	10,310	2,503	122
31 to 40	Total	39,546	12,033	20,306	6,725	482
	Men	10,523	3,183	5,468	1,616	256
	Women	29,023	8,850	14,838	5,109	226
41 to 50	Total	48,811	23,835	17,885	6,467	624
	Men	14,342	6,971	5,175	1,838	358
	Women	34,469	16,864	12,710	4,629	266
51 to 60	Total	46,126	34,042	8,111	3,115	858
	Men	14,447	10,322	2,700	925	500
	Women	31,679	23,720	5,411	2,190	358
Over 60	Total	13,429	8,728	3,449	986	266
	Men	5,220	3,685	1,031	355	149
	Women	8,209	5,043	2,418	631	117

Source: School Management and Improvement Unit. Ministry of Education, 2006.

Table 3.1 Drop-out Rates (1990-2004) %

Drop-out Rates by level of teaching for the 1990-2004 period

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<i>Primary</i>	2.5	2.2	2.4	2.8	2.3	2.4	2.8	2.5	1.1	1.5	1.9	0.9	2.2	1.4
Secondary	15.0	9.4	10.7	9.5	9.7	8.2	8.7	8.1	4.2	6.5	7.3	7.1	7.8	7.3

Source: MINEDUC. Department of Studies and Development. 2005

Table 3.2 Primary teaching drop-out Rates (2004), by level

Total	2 nd Grade	3 rd Grade	4 th Grade	5 th Grade	6 th Grade	7 th Grade	8 th Grade
1.4	1.2	0.9	1.0	1.1	1.3	2.6	1.7

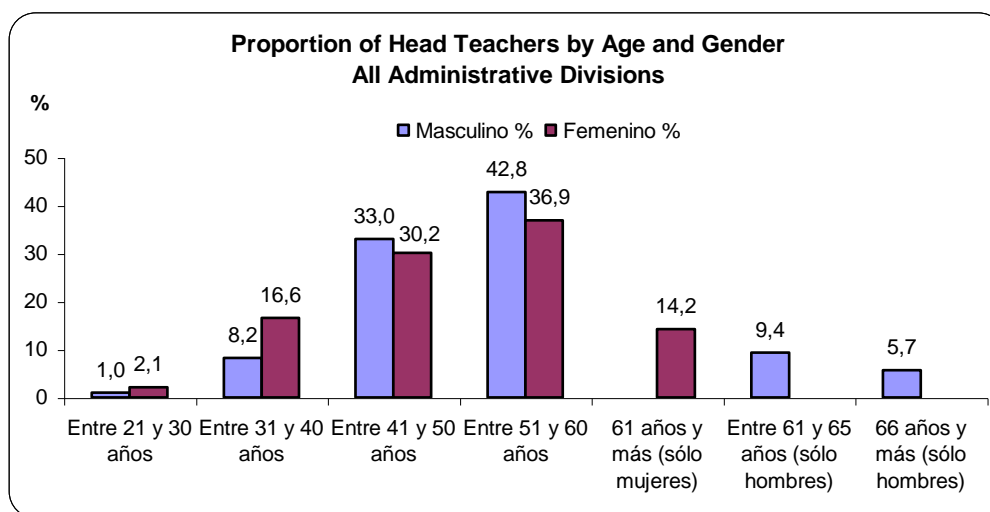
Source: MINEDUC. Department of Studies and Development. 2005

Table 3.3 Secondary Teaching drop-out rate (2004), by level

Total	1 st Year	2 nd Year	3 rd Year	4 th Year
7.3	10.9	5.5	7.0	4.3

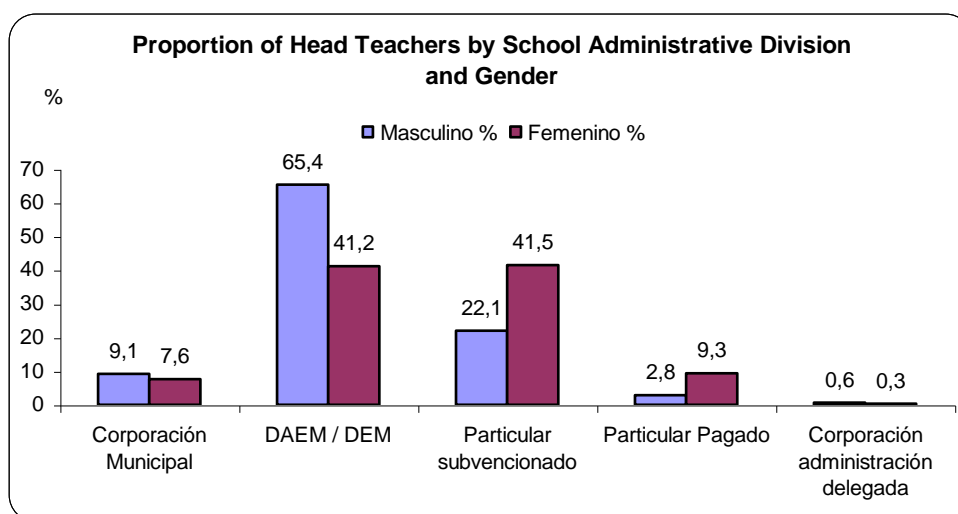
Source: MINEDUC. Department of Studies and Development. 2005

Figure 5.1 Proportion of Head Teachers by Age and Gender



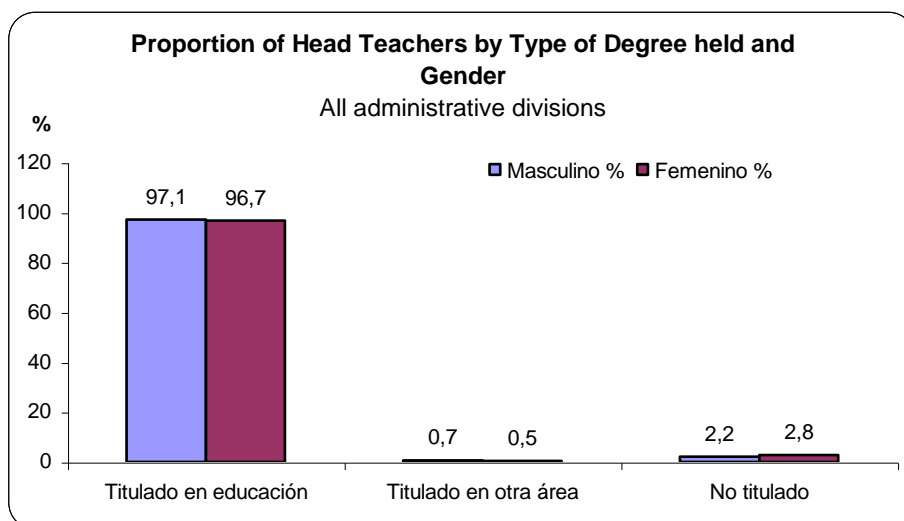
Source: Budget and Planning Division, Ministry of Education. 2005

Figure 5.2 Proportion of Head Teachers by School Administrative Division and Gender



Source: Budget and Planning Division, Ministry of Education. 2004

Figure 5.3 Proportion of Head Teachers by Type of Degree held and Gender



Source: Budget and Planning Division, Ministry of Education. 2004

Table 5.4 Number and Proportion of Head Teachers by Age and Gender

Número y proporción de Directores, según edad y tipo de título

		Título del docente						Total	
		Titulado en educación		Titulado en otra área		No titulado		N	%
		N	%	N	%	N	%		
Edad del docente (intervalos)	Entre 21 y 30 años	53	1,1%	2	6,3%	22	17,2%	77	1,5%
	Entre 31 y 40 años	561	11,2%	9	28,1%	52	40,6%	622	12,1%
	Entre 41 y 50 años	1606	32,1%	9	28,1%	19	14,8%	1634	31,7%
	Entre 51 y 60 años	2046	40,9%	9	28,1%	14	10,9%	2069	40,1%
	61 años y más	323	6,5%	1	3,1%	13	10,2%	337	6,5%
	Entre 61 y 65 años	256	5,1%			5	3,9%	261	5,1%
	66 años y más	154	3,1%	2	6,3%	3	2,3%	159	3,1%
Total		4999	100,0%	32	100,0%	128	100,0%	5159	100,0%

Source: Budget and Planning Division, Ministry of Education. 2004

Table 5.5: Number of Head Teachers by level of teaching, division and gender

Number of Head Teachers by Gender

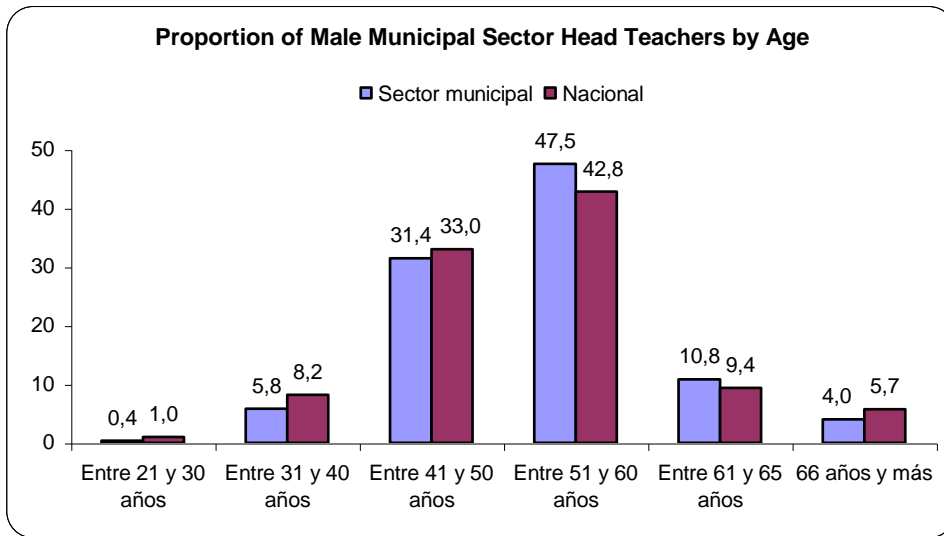
Organized by Level of Teaching and Division

(Level of Teaching "Other"= Preschool education; special; adult)

Level of Teaching	Administrative Division	Male	Female	Total
	DAEM-DEM	1	2	3
	Municipal Corporation	15	18	33
	Private Subsidized	4	41	45
	Private Non-Subsidized	1	33	34
Only Primary	DAEM-DEM	338	308	646
Only Primary	Municipal Corporation	1,775	951	2,726
Only Primary	Private Subsidized	496	811	1,307
Only Primary	Private Non-Subsidized	19	46	65
Only Secondary	DAEM-DEM	44	23	67
Only Secondary	Municipal Corporation	135	45	180
Only Secondary	Private Subsidized	148	81	229
Only Secondary	Private Non-Subsidized	9	5	14
Only Secondary	Private Corporation	32	8	40
Primary and Secondary	DAEM-DEM	66	39	105
Primary and Secondary	Municipal Corporation	209	106	315
Primary and Secondary	Private Subsidized	434	454	888
Primary and Secondary	Private Non-Subsidized	145	126	271
Primary and Secondary	Private Corporation	1		1
Other	DAEM-DEM	8	30	38
Other	Municipal Corporation	21	54	75
Other	Private Subsidized	46	637	683
Other	Private Non-Subsidized	4	132	136
	Total	3,951	3,950	7,901

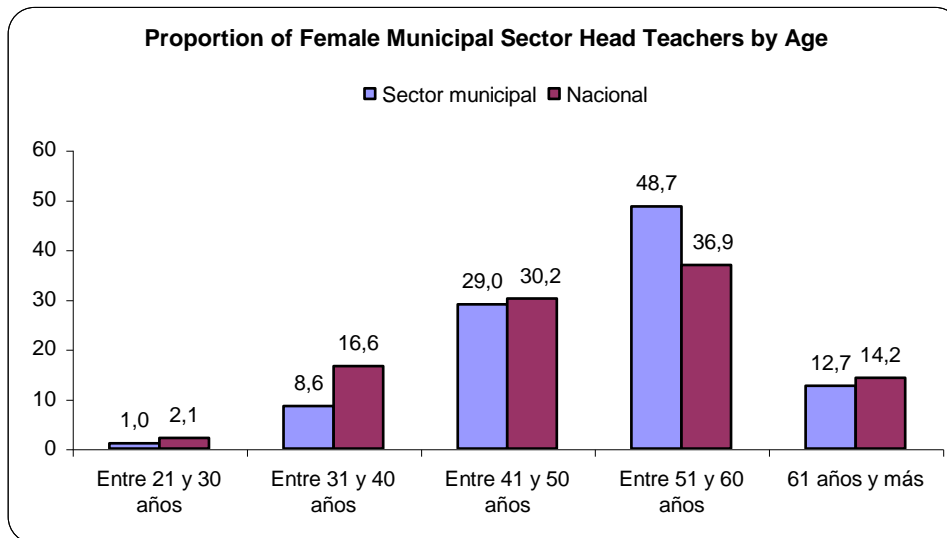
Source: Budget and Planning Division, Ministry of Education. 2004

Figure 5.6 Proportion of Male Municipal Sector Head Teachers by Age



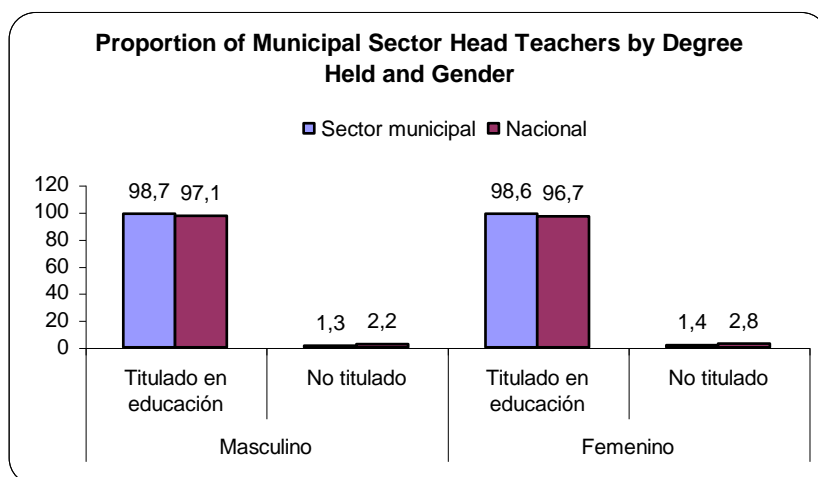
Source: Budget and Planning Division, Ministry of Education. 2004

Figure 5.7 Proportion of Female Municipal Sector Head Teachers by Age



Source: Budget and Planning Division, Ministry of Education. 2004

Figure 5.8 Proportion of Municipal Sector Head Teachers by Degree Held and Gender



Source: Budget and Planning Division, Ministry of Education. 2004

Table 5.9

Número y proporción de directores del sector municipal, según edad y tipo de título

		Título del docente				Total	
		Titulado en educación		No titulado		N	%
		N	%	N	%		
Edad del docente (intervalos)	Entre 21 y 30 años	16	,5%	4	9,3%	20	,6%
	Entre 31 y 40 años	197	6,2%	23	53,5%	220	6,8%
	Entre 41 y 50 años	981	30,8%	7	16,3%	988	30,6%
	Entre 51 y 60 años	1546	48,5%	4	9,3%	1550	48,0%
	61 años y más	144	4,5%	2	4,7%	146	4,5%
	Entre 61 y 65 años	222	7,0%	3	7,0%	225	7,0%
	66 años y más	83	2,6%			83	2,6%
Total		3189	100,0%	43	100,0%	3232	100,0%

Source: Budget and Planning Division, Ministry of Education. 2004

Table 5.10: Number and proportion of Head Teachers, teaching and technical-pedagogical leaders in the municipal sector by gender

	Male		Female		Total	
	N	% (row)	N	% (row)	N	%
Technical-Pedagogical Staff	1,122	32.2%	2,362	67.8%	3,484	100.0%
Leading Staff	2,172	56.7%	1,661	43.3%	3,833	100.0%
Head Teacher ⁴⁰	2,612	62.4%	1,576	37.6%	4,188	100.0%
Total	5,906	51.3%	5,599	48.7%	11,505	100.0%

Source: 2005 Teacher Suitability Data Base, IT Department - Mineduc

Table 5.11: Number and proportion of Head Teachers, teaching and technical-pedagogical leaders in the municipal sector by gender

	Male		Female		Total	
	N	% (row)	N	% (row)	N	%
Degree in Education	5,865	51.3%	5,574	48.7%	11,439	100.0%
Degrees in Other Areas	25	59.5%	17	40.5%	42	100.0%
No Degree	16	66.7%	8	33.3%	24	100.0%
Total	5,906	51.3%	5,599	48.7%	11,505	100.0%

Source: 2005 Teacher Suitability Data Base, IT Department - MineducTable

⁴⁰ Categories for the “Type of Function” variable were considered according to statements by the professionals interviewed. This number, almost 1,000 persons greater than the figures known to the Ministry so far, involves teachers and other replacement leaders. In spite of this bias, the following tables show the same universe of 4,188 Head Teachers in the municipal sector.

Table 5.12: Number and proportion of Head Teachers, teaching and technical-pedagogical leaders in the municipal sector, by age range⁴¹

			Rango de edad			Total
			En edad de jubilación	A cinco años de jubilar	A más de cinco años para jubilar	
Tipo de función	Planta técnico-pedagógica	N	766	966	1752	3484
		% (fila)	22,0%	27,7%	50,3%	100,0%
	Planta directiva	N	1134	1056	1643	3833
		% (fila)	29,6%	27,6%	42,9%	100,0%
	Director	N	846	959	2383	4188
		% (fila)	20,2%	22,9%	56,9%	100,0%
Total	N		2746	2981	5778	11505
	% (fila)		23,9%	25,9%	50,2%	100,0%

Source: Teacher Suitability Data Base, IT Department - Mineduc

Table 5.13: Number of Head Teachers by Division and Gender

	Total	MUNICIPAL	Private Subsidized	Private Non-Subsidized
Total	4,968	3,184	1,454	306
Men	2,698	2,045	553	84
Women	2,270	1,139	901	222

Source: 2002 Statistics Yearbook, Diplap

Table 5.14: Gradual forecast of Head Teacher Contests in 2006, 2007 and 2008

Level	Head Teachers	Irremovable Head Teachers		Positions to be Contested (2006)		Positions to be Contested (2007)		Positions to be Contested (2008)	
	N	N	%	N	%	N	%	N	%
Total	3,116	1,954	62.7	705	36.1	778	39.8	471	24.1

Source: Teacher Suitability 2005, Primary 2006.

Note:

- The calculation considers all municipal sector schools -excluding one, two or three-teacher schools- that identified having one teacher acting as Head Teacher’.
- Calculation of the positions to be contested was based on the proportions obtained by analyzing the data provided by the Head Teachers surveyed in the SIMCE 2000 and 2001 tests.
- This forecast considers that none of the Head Teachers surveyed for those tests has retired in the 2000-2008 period.

⁴¹ Age ranges estimated based on legal retirement ages. This criterion was used on account of the issues involved in discussions about provisional articles of Law N° 20,006.

Table 5.15: Number of Head Teachers in the Municipal Sector by Levels of Teaching

Level	N° of Head Teachers	N° of Irremovable Head Teachers	Percentage (N° of Irremovable Head Teachers/N° of Head Teachers in the Municipal Sector)
Primary	2,551	1,524	60%
Secondary	305	230	75%
Both Levels of Teaching	237	184	77.6%
Total	3,093	1,940	62.7%

Source: SIMCE 2000 and 2001. Head Teacher Surveys (Mineduc)

Table 5.16: Number of Head Teachers by Contract Type considering all Administrative Divisions

Type of Contract	Head Teachers (%)
Tenured	59.5
Fixed Contract	32.0
Provisional Contract	5.1

Source: Studies and Statistics Department reporting to the Budget and Planning Division of the Ministry of Education.

Table 5.17 Collective Performance Agreements subscribed by leadership teams at subsidized schools in 2005 and 2006

Year	Total Agreements Subscribed	Municipal	Private Subsidized
2005	428	358	70
2006	324	279	45

Source: School Management and Educational Improvement Unit, Division of General Education, Ministry of Education, 2006

Table 5.18. Collective Performance Agreements authorized to obtain wage incentive 2005

Total agreements approved for payment	75% to 89.9% Fulfilment			90% to 100% Fulfilment		
	N°	% out of agreements paid	% out of agreements subscribed	N°	% out of agreements paid	% out of agreements subscribed
187	145	77.5	33.8	42	22.4	9.8

Source: School Management and Educational Improvement Unit, Division of General Education, Ministry of Education, 2006

Table 6.1: Areas of Specialization of Municipal Sector Primary School Head Teachers

	Area where the Head Teacher has attended Post Graduate Courses	
	N	%
Educational Administration	1,035	86.0
Curriculum	18	1.5
Assessment	9	0.7
Counselling	71	5.9
Other	70	5.8
Total	1,203	100.0

Source: SIMCE 2000, UCE, Ministry of Education

Table 6.2: Areas of Specialization of Municipal Sector Secondary School Head Teachers

	Administración Educativa		Evaluación		Orientación		Gestión Educativa	
	N	%	N	%	N	%	N	%
Sin estudios de especialización	127	23,4%	434	80,1%	414	76,4%	344	63,5%
Doctorado			2	,4%			2	,4%
Magister	31	5,7%	7	1,3%	1	,2%	31	5,7%
Magister y Doctorado			1	,2%	1	,2%	1	,2%
Postítulo	345	63,7%	98	18,1%	123	22,7%	158	29,2%
Postítulo y Doctorado					2	,4%	1	,2%
Postítulo y Magister	38	7,0%			1	,2%	5	,9%
Postítulo, Magister y doctorado	1	,2%						
Total	542	100,0%	542	100,0%	542	100,0%	542	100,0%

Source: SIMCE 2000, UCE, Ministry of Education

Table 6.3: Main activities to which municipal school Head Teachers dedicate their management time (%)

	Media
Gestión interna (planificar acciones del establecimiento, realizar evaluación institucional)	32
Gestión externa (participar en reuniones con directores de otros establecimientos o autoridades de educación, establecer relaciones con la comunidad, etc)	16
Administración y control (organizar horario de profesores, definir forma de uso de recursos del establecimiento, preocuparse de disciplina en el establecimiento, etc.)	24
Gestión pedagógica (monitorear el desempeño docente, estimular a los profesores a que analicen prácticas, dirigir reuniones de profesores, etc)	28

Source: SIMCE 2001, UCE, Ministry of Education

Table 6.4: Supply of Courses Registered with RPNP in the Area of Management

	Advanced						Total
	Basic	Inter.	Post-Graduate	Degree ⁴²	Masters	PhD	
Administration / Management	163	85	77	2	34		361
Institutional Assessment	3	1	2				6
Curricular Approaches	187	39	36	14	43	1	320
Total	353	125	115	16	77	1	687

Source: Molina, C. and Libeer, C. (2005). Registered supply of professional development courses at the National Professional Development Public Register, in 2001-2004. Research and Studies Unit, MINEDUC, CPEIP.

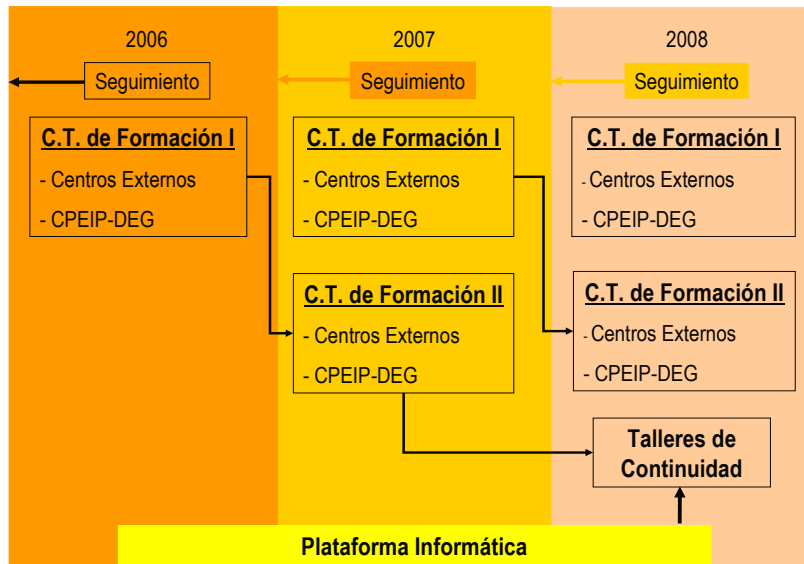
Table 6.5: Attendance of Courses Registered with RPNP in the Area of Management

	No Information	Leadership	Technical-Pedagogical	Teaching	Total
Management/Administration	5	193	65	98	361
Institutional Assessment			1	5	6
Curricular Approaches	2	8	25	285	320
Total	7	201	91	388	687

Source: Molina, C. and Libeer, C. (2005). Registered supply of professional development courses at the National Professional Development Public Register, in 2001-2004. Research and Studies Unit, MINEDUC, CPEIP.

⁴² This classification is not to be understood as a specific degree in the area of school management. In this sense, it is necessary to repeat that the form for institutions to register the courses –the specific section of interest to this study - is reviewed for the topics with which the course registered is considered to be related.

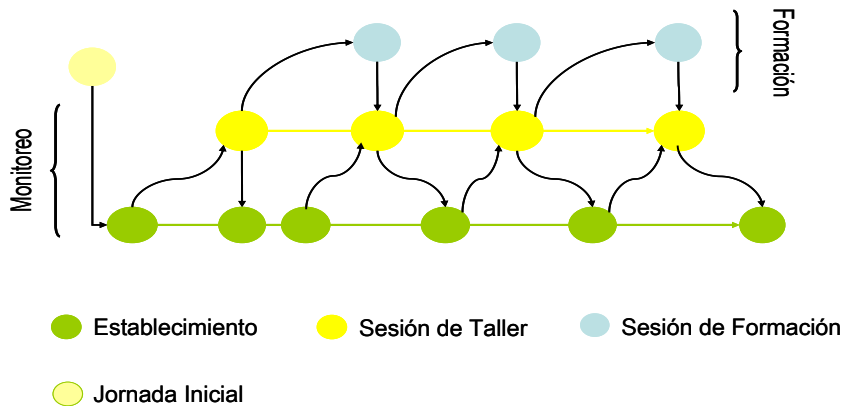
Figure 6.6: CPEIP Training Proposal, MINEDUC (2006)



Source: Management Team training programme. Definitions and proposal. MINEDUC, CPEIP. Internal document.

Figure 6.7: Example of Training Workshop/Course Module Managed by Universities

Módulo: Gestión Curricular



Source: Management Team training programme. Definitions and proposal. MINEDUC, CPEIP. Internal document.

ANNEXES

ANNEX 1: *The Educational Reform (ER)*

Since 1990 different educational projects have been gradually implemented to create positive changes at preschool, primary and secondary education level. The enactment of the Teachers Act, the development of plans to improve municipal and school management, along with a substantial increase in educational expenditure were the most important innovations during the nineties. With this group of initiatives announced by President Frei in his 1996 address to the nation, covering aspects regarding the teaching profession, curricular reform and the extension of the school day, the entire set of deep-rooted changes in the system was publicly framed within the ER.

This ER is taking place progressively and incrementally, enriched with contributions from the schools on the basis that educational systems must constantly be open to adjustments if they are to respond to the changing conditions of the society. An open-ended educational system with numerous points of contact with society and flexible enough to react before the pressure of change requires the incremental and sustained rhythm of adaptation made possible by decentralized systems. In relation to this, the ER was not planned to be performing on the basis of a single feature but rather developing at the micro social level. Its success will depend on the progressive capacity of all actors involved to make it work efficiently.

It is expected that the ER will gradually influence every part of the system: teaching and learning strategies and resources, management, school infrastructure, levels of funding and working conditions of teachers.

The main components of the ER are:

Improvement and Innovation Programmes: the educational policy in the 1990s has sought to increase learning opportunities for the largest number of students. This is accomplished through improvement programmes that cover the different levels and delivery forms in the system. Such programmes are aimed directly at revamping teaching and learning practices through a combination of resources, incentives and ideas intended to stir the creative initiatives of teachers.

Curricular Reform: a thorough curricular revision was carried out for Primary and Secondary Education, leading to the production of new curricular frameworks for both levels.

Strengthening of the Teaching Profession: the ER currently in progress considers the teacher as a key player. For this purpose, MINEDUC has launched this programme, which includes actions related to initial teacher and in-service training, such as subject-oriented training, scholarships and short-term internships abroad, the SNED, and teacher assessment.

Extension of the School Day: the ER also comprises curricular, pedagogical and school management reforms. In order to maximize the benefit of their potential, these reforms require more working time than the one available with the current time structures. Extending the school day opens up the possibility of achieving this potential more effectively.

ANNEX 2: Voucher System⁴³ and Requirements for schools to receive public subsidy (voucher)

A voucher system for education is defined as a funding arrangement based on which parents receive entitlements for each school-aged child from the government and which they may “cash-in” at a specific set of schools. In turn, schools redeem them for “cash” from the government. Vouchers could potentially improve student achievement through three interrelated mechanisms (Hsieh and Urquiola, 2002). First, vouchers may enhance individual parental choice, which contributes to personal satisfaction and motivation. In particular, vouchers provide opportunities for students from low-income families who otherwise would have limited school options. These students would be able to move from the public to the private sector. Assuming that the latter is more efficient than the former in terms of student outcomes, this shift could imply an improvement in the performance of the entire system. Second, vouchers may generate greater socio-economic polarisation of students among schools as students seek to achieve the same results as their fellow students (peers).

The impact of this peer effect on performance is uncertain and depends on how it affects the performance of different groups of students. Third, vouchers financed by public funds could help increase efficiency in terms of learning outcomes and costs, through competition among schools, attracting and retaining students, as their budget depends directly on enrolment.

The Chilean system differs from the typical voucher system, since the government pays the per child subsidy directly to the school chosen by the children’s family. This is known as an *implicit voucher* system (OECD, 1999a) or a *funds-follow-the child* system, (Mizala and Romaguera, 2000). Only Municipal and private schools that set a limit on co-payments to the families are eligible to receive vouchers. In particular, the government pays to each school a multiple of a ‘school subsidy unit’ (USE) for each student effectively attended. The multiple varies according to a school’s provision of education (half or full day education, level of education) and the amount of co-payments by parents, but is the same for municipal and subsidised private schools (Sapelli and Vial, 2002). The real value of the voucher (USE) increased at an annual rate of 11 per cent between 1990 and 2001.

In the 1980s there was an almost free market for education enabling the voucher system to develop fast. There was no teachers’ union, no collective bargaining, teachers were on individual contract with private and public schools and could be fired at any time. Market rules changed in 1991 with the introduction of the Teacher Act, which enforces central wage negotiation and protects teachers against dismissal. Other rules were also introduced in the 1990s. From 1993 subsidised private schools were formally allowed to charge co-payments on the student’s parents on top of the vouchers and other fees such as “suggested parent contributions”.

Requirements for schools to receive public subsidy (voucher)

To access public subsidies, Private Schools should:

- Be officially recognized by MINEDUC;
- Have classrooms fulfilling the minimum and maximum number of students per class;
- Have courses and cycles of education corresponding to the levels of education offered;
- Design internal rules that regulate the relations between the institution and the students;

⁴³ Extracted from the OECD Economic Assessment of Chile, 2003.

- Not charge nor ask for monetary contributions to the students families that exceed the rights of schooling and registration fees authorized by law;
- Be up to date in terms of social security payments and payroll salaries to their teachers and staff.

Good School Leadership Framework

Criteria for Professional Development and Performance Appraisal

Ministry of Education of Chile, 2005

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Contents

Introduction	4
1. Purpose	5
2. Areas	9
3. Criteria and Descriptors by Area	12

Introduction

The purpose of this document is to disseminate a set of criteria for professional development and performance assessment of school leaders developed by the Ministry of Education. Besides incorporating international experience on standards for school Head Teachers, the *Good School Leadership Framework* (in future, referred to as the Framework) used feedback from the following surveys: (1) *Teachers' Union* (Colegio de Profesores); (2) National Association of School Head Teachers (*Asociación Nacional de Directores*) ; (3) First National Survey of Municipal School Head Teachers, held in late 2003 and early 2004; and (4) Second National Survey of Head Teachers held during the first semester of 2004. In the light of this consultation with stakeholders, this *Framework* is considered to be a valid working instrument to guide educational activities and strengthen public school leadership throughout the country.

All stakeholders consulted –acknowledged the importance and relevance of the contents in the *Framework*. However, they were also concerned about the extent to which the criteria allowed for a formative evaluation of school Head Teachers, and had questions about the roles and powers of the heads of public schools.

Section one of this document discusses the objectives of the *Framework*, the grounds for its content and how the proposed criteria should contribute to improve the performance of school Head Teachers. . It also lists the legal powers of school Head Teachers (*Ley de Jornada Escolar Completa*, N° 19.979, November 2004)..

The next sections provide a detailed description of the domains and criteria contained in the Framework.

We invite Head Teachers and teachers to engage themselves with this new *Framework*. . Rather than being an isolated effort, it is part of a full set of initiatives designed to foster the improvement of education in Chile.

1. Purpose of the Framework

The need to specify competences for good leadership is based on the need to grant professional status to Head Teachers in the Chilean public school system.

In line with requirements stemming from globalization and the rapid pace of social change, the government considers that investing in people and raising the standards of education are essential goals. The global processes have impacted on the profile of students, who besides facing particular educational and formative needs are demanding to be taught with methods in tune with how they experience their daily world.

In this context, it is also difficult to overlook the effects of the decentralization and deconcentration processes that have affected Chilean public education since the 1980s. In 1980 the management of public schools was transferred from central authorities to local municipal government and to private ownership. This transfer took place in a non –democratic context (non-elected municipal authorities) and without sufficient management preparation of those to whom responsibilities were handed over”. As a result, school Head Teachers took on a largely administrative role, in the most classic and restrictive sense of the word.

The government coalition in office since 1990 has endeavoured to improve school management by encouraging the development of management teams, the participation of the school community in deciding on school directions, by improving teacher and Head Teacher salaries, by filling teacher vacancies through public bids, and more recently by changing requiring that new Head Teachers be appointed for a specific term of office in accordance with Law N° 20,006. However, national policies have not always aligned themselves with local policy measures. The Ministry of Education particularly recognizes a degree of deficiency in its relations and linkages with municipal education authorities. This is partly due to legal provisions that separate administrative and technical pedagogical functions. In practice, the separation fades into a single domain of local education management. An example is that the appointment of a new Head Teacher for a school is mostly an administrative procedure even though it has incalculable educational, technical and pedagogical consequences.

Publicly, Head Teachers are expected to be leaders in the enactment of the schools’ project (*proyecto educativo*), and to concern themselves with school performance, the achievement of good learning results |and satisfaction among their school community. They must involve themselves in pedagogical and administrative decision-making and insure a good organizational climate.

In view of the above, the Ministry of Education has decided to develop criteria that describe what is considered to be appropriate and relevant performance by public-school Head Teachers. Such criteria should not only serve to assess those charged with management and pedagogical roles, but also to highlight the areas of competence that require training and on which professional development for school leaders should focus.

In addition there has been a closer and more regular work with municipal education. This has meant commitment to quality education by means of the *School Management Quality Assurance System* formulated for municipal schools, regular coordination with the Chilean Association of Municipalities, and assistance to municipal authorities in order for them to develop pedagogic leadership and enrich their understanding of school management.

On this basis, the Ministry of Education furthered significant changes to the JEC Law N° 19,532, which were passed by Parliament and enacted as Law N° 19,979 on November 6th 2004. The law

sets forth, *inter alia*, the powers and roles of school Head Teachers. In addition to administrative and financial management functions that might have been transferred to them by Municipal authorities, the law specifically their main role as **conducting and leading the enactment of the school's project**.

The powers of school Head Teachers set forth in this law cover the areas of pedagogy, administration, and finance, even though the latter two are not necessarily transferred to them by municipal authorities. These powers are the following:

1. Pedagogy

- To set, follow up and assess school targets and objectives, as well as strategies to implement the curriculum and syllabuses.
- To organize, direct, and observe the pedagogical work and professional development of the school's teachers
- To ensure that parents and guardians regularly receive information on school affairs and progress of their children

2. Administration

- To organize and supervise the work of the school teachers and staff, pursuant to Law N° 19,464
- To propose the appointment of contract and replacement staff including teachers and staff governed by Law N° 19,464
- To promote appropriate harmonious relations in the school and participate in the process of teacher appointment.

3. Finance

- To allocate, manage, and control funds, if and when given responsibility by municipal management, under the Delegation of Authority Law 19,410, amended by Law 19,979 in the following way:

“At the request of school principles under municipal or municipal education corporation management, Mayors shall delegate to Head Teachers special authority to receive and manage funds as indicated in article 22 and in accordance with the procedures described below. **The Mayor may only refuse this request for good reasons and with the agreement of the Municipal Council”.**

Based on the functions and powers of Head Teachers as legally defined, the assessment of good leadership competences has a double purpose.

First, it specifies and provides guidance for professional development of both practising Head Teachers and teachers who may wish to undertake leadership functions. In this regard, it sets out the quality of leadership and governance required from school Head Teachers in their main areas of their responsibility. Besides providing guidance for professional development, the assessment criteria inform the school community about the competences, attitudes, and skills that should be expected from their Head Teachers. It also serves as a benchmark for those teachers who carry out administrative and pedagogical roles next to the Head Teacher in the school. Consequently, and in accordance with the law (LOCE – *Ley Orgánica Constitucional de Educación*), the Ministry provides

guidance for the design and implementation of training courses for Head Teachers in subsidized schools, and maintains close contact with teacher education institutions regarding the provision of courses that meet these new management training requirements.

Secondly, the legal reform considers and supports the setting of evaluation criteria both for the appointment of new municipal school Head Teachers (Law N° 20,006 of March 3rd 2005) and for the assessment of their performance. This has required that the competences, (knowledge, skills, and actions) needed for good leadership and for fulfilling the agreed goals for the school, be formulated (*Good School Leadership Framework*).

The following are among the criteria to be used by the appointing committee⁴⁴ in selecting a new Head Teacher: assessment of competences previous school leadership experience, evidence from previous performance evaluations, accredited professional development courses, and the quality of their proposed plan for the school.

For the performance assessment of serving Head Teachers, the law sets out the following steps:

- Each municipal school Head Teacher agrees with his or her municipal authorities a set of performance commitments based on institutional and development targets. These commitments should be associated with at least one criterion from the Framework and it will be the Head Teacher's responsibility to develop a portfolio of evidences accounting for achievement thereof. The municipal authorities assess the fulfilment of these commitments based on the portfolio submitted.
- Teachers with specific technical and pedagogical responsibilities will undertake similar commitments with their Head Teachers, who in turn will evaluate the achievement of these commitments in accordance with the foregoing procedures.
- In the event of a negative first result, in either one of the above appraisals, support will be provided by the municipal education authority jointly with the school Head Teacher, to remedy the shortcomings identified and adjust the professional development targets and commitments. In the event of a negative assessment in the second consecutive year, the Municipal Council, with two-thirds of its number, may remove the person from his/her duties.

The above rulings are in agreement with the spirit of *Good School Leadership Framework*, as its provisions affect the entire school leadership body rather than one specific person. It is unthinkable that one individual alone could manage a school, as stipulated in the different dimensions and spheres of the *Framework*, and this is recognized in the description of the respective criteria. What is implied is the fundamental and unavoidable **responsibility** of the Head Teacher regarding these spheres of action, but not that the Head Teacher is personally charged with carrying them out.

The Framework supports a style and culture of collective, participative and democratic leadership, but not that all decisions should be put to the vote. What is at stake, first, is the development of management and teaching teams who will be responsible for good education in their schools, with clear responsibilities and competences; and secondly, of a Head Teacher who, in his role as upholder of the schools' educational project, engages in the complexity of his task using appropriate leadership styles, including delegation of functions and responsibilities.

⁴⁴ Appointment committees will be set up to assess applicants for the position of Head Teacher. These Committees include the a Municipal Education Director, a Head Teacher from another school, a representative of the Parents' Association, a teacher from the school chosen by his or her peers, and an official from the Provincial Education Department as Authenticating Officer. The role of these members is to assess the information provided, the applicants' experience in teaching, leading, or technical-pedagogical roles, assessment of his or her prior performance, prior training, relevance of training, competences as Head Teacher, results of tests performed, and working proposal for the school, followed by a report which will be submitted to the Mayor, stating the grounds for the score obtained by each applicant

In the end, what is expected is growth in the professionalism of school Head Teachers and of teachers charged with pedagogical functions in each school. This should result in a better quality of education, better learning results of all students, improved institutional functioning and general satisfaction on the part of the school community.

2. Areas of the Framework for Good School Quality

The *Framework* recognizes the complex role of the Head Teacher and teachers, laying out what are appropriate school management and leadership. This means taking on new responsibilities such as pedagogical facilitation, mediation, motivation, communication, and resource management; it also includes building awareness and enlisting the collaboration of others to achieve student learning and school results.

The Framework is structured in four main areas or spheres of managerial action: **Leadership, Curriculum Management, Resources Management, and Management of the School Atmosphere and Coexistence**. At present, Head Teachers must lead and direct the school's school project, share in the taking of pedagogical, administrative and financial decisions, and ensure a proper organizational climate in their school community. Thus, the leadership area, in the Framework, appears as the driving force that is needed to fulfil the purposes in other areas.

Below is a description of each of the four areas of this Framework, followed by the criteria and descriptors included in its body.

A. Leadership

Leadership is a key domain in school management. It involves the skills and competences needed to provide direction and coherence to the school's educational project.

Leadership is understood in the *Framework* as resting on the personal and professional capacities of the Head Teacher and his managing team to coordinate the work of the school community under his or her direction. Specifically, leadership competences are those which enable the Head Teacher and his managing team to gear the school actors towards fulfilment of the schools' targets.

It should be noted that leadership is not only a task of the Head Teacher. It should also be found in other actors who take on responsibilities for a specific task or who share in the promotion of change. Therefore, the criteria contained in this area are also applicable to other educators with management and technical-pedagogical roles.

B. Curriculum Management

Curriculum Management is crucial to the *Framework*, insofar as curriculum implementation and evaluation contribute to student learning. The competences contained in this area describe how the school Head Teacher assures effective learning in classrooms in line with the school culture and specific school project

Specifically, the criteria in this domain describe the competences needed to design, plan and deploy the institutional structures needed to monitor and evaluate the implementation of the curriculum and the quality of teaching.

C. Resources Management

Resource management covers those activities geared to obtaining, allocating and coordinating the human, financial, and material resources needed to achieve school development and learning targets.

The criteria referred to person management cover the strategies used to improve human resources, and support teamwork as well as an appropriate working environment. The criteria referred to material and financial resource management are directed to obtaining and managing resources for the enhancement of teaching, institutional targets and quality learning for all students.

D. Management of the Organizational and Social Climate

The organizational climate is one of the factors that contribute strongly to the proper operation of a school and, at the same time, is one of the factors about which the Head Teacher and his or her leadership team can be most influential. A good working atmosphere contributes to motivation and commitment on the part of the school community.

This domain emphasises the role of the Head Teacher in the establishment of an appropriate organizational and social climate aimed at strengthening the schools school project and achieving good learning results. The criteria here are directed to further collaboration and support networks within the school.

3. Criteria and descriptors by area

A. Leadership

- A.1 The Head Teacher and leadership team lead and manage change within the school**
- A.2 The Head Teacher and leadership team clearly communicate their points of view and understand the views of others**
- A.3 The Head Teacher and leadership team ensure that information is available and that it is useful for timely decision-making and obtaining educational results**
- A.4 The Head Teacher and leadership team are able to manage conflict and solve problems**
- A.5 The Head Teacher and leadership team disseminate the school's school project and engage all actors in the school community in its development.**

B. Curriculum Management

- B.1 The Head Teacher and leadership team are knowledgeable about the curriculum frameworks belonging to each educational level, the *Framework for Good Teaching* and means for their assessment**
- B.2 The Head Teacher and leadership team efficiently organize the time allocation for curriculum implementation in the classroom**
- B.3 The Head Teacher and leadership team set procedures to ensure quality in classroom teaching**
- B.4 The Head Teacher and leadership team verify that procedures are in place to monitor and assess curriculum implementation and learning results, in tune with the school's school project.**

C. Resources Management

- C.1 The Head Teacher and leadership team manage and organize school resources in tune with the school's project and student learning needs**
- C.2 The Head Teacher and leadership team take initiative to obtain additional resources from both local and other sources of funding, in order to achieve school and educational results**
- C.3 The Head Teacher and leadership team motivate, support, and manage the staff with the purpose of increasing the effectiveness of the school.**

C.4 The Head Teacher and leadership team set the school institutional conditions needed for the recruitment, selection, appraisal, and development of staff

D. Management of the Organizational and Social Climate

D.1 The Head Teacher and leadership team promote institutional values and a climate of collaboration and trust pursuant to the achievement of school targets

D.2 The Head Teacher and leadership team foster a climate of collaboration among school staff, students and parents

D.3 The Head Teacher and leadership team ensure that the school project fits the characteristics of the school's local environment

D.4 The Head Teacher and leadership team interact with other community organizations to enhance the school's school project and student learning, developing appropriate support networks

D.5 The Head Teacher and leadership team report to the community and local authorities on school needs and achievements

A. Leadership

A.1 The Head Teacher and leadership team lead and manage change within the school

To ensure student learning and school results, the Head Teacher and team should be leaders within the educational community. This means being able to adapt and guide the school in line with the social, economic and cultural changes in the school environment. Good leadership entails being able to adopt different positions, as needs that are strong at one moment in time may not be so at another.

Descriptors:

- a.** Uses appropriately different leadership styles
- b.** Takes on an educator role for both the people and the organization
- c.** Reflects professionally on their own leadership role
- d.** Adapts to changing circumstances
- e.** Leads change processes within the school
- f.** Fosters and support a flexible organizational culture

A.2 The Head Teacher and leadership team clearly communicate their points of view and understand the views of others

Good communication between leader and staff members is the basis for effective leadership. This means that both the Head Teacher and his team as leaders of the educational community must make sure that there are effective communication channels to get their messages understood and that the community feels that they are heard. Head Teacher and leadership teams should be clear in their requests and announcements of change, answering any and all questions and concerns that may arise.

Descriptors:

- a.** Communicates effectively with others, both verbally and in writing
- b.** Listens and is open to comments, ideas, and suggestions
- c.** Shows a friendly and cooperative attitude towards the educational community
- d.** Sets up channels for communication with decision-makers outside the school community

A.3 The Head Teacher and leadership team set procedures to ensure quality in classroom teaching

A correct decision is a well-informed decision. In this connection, to decide on the best course of action in matters of education, the Head Teacher and leadership team should ensure that there is systematic dissemination of information about institutional aims and ongoing processes in the school.

Descriptors:

- a.** Ensures that there are information-gathering procedures to input the school project.
- b.** Ensures that there is a system to gather and process information in order to assess and provide feedback to teachers and co-teachers on their professional performance.
- c.** Ensures that there are procedures for gathering systematic information about school climate and relationships with key external actors.
- d.** Uses available information to monitor and assess student learning results and other school results on a timely basis

A.4 The Head Teacher and leadership team are able to manage conflict and solve problems

To achieve student learning and school results, the Head Teacher and leadership team should make relevant decisions and be able to solve problems. Adversity and misunderstandings not tackled in time can hinder the achievement of the proposed school goals. As school leaders it is thus the mission of the Head Teacher and team to identify and resolve such issues in a timely manner.

Descriptors:

- a. Identifies and solve problems
- b. Uses techniques to negotiate, manage and settle conflict
- c. Sets procedures to solve disputes and complaints
- d. Makes informed decisions and consider alternative approaches to solve problems

A.5 The Head Teacher and leadership team disseminate the school's school project and engage all actors in the school community in its development

To orient effectively the tasks of teachers, students and parents, the school project must be shared among the educational community. The Head Teacher and leadership team should therefore ensure a participatory formulation of the project as well and its review and changes.

Descriptors:

- a. Communicates the school project
- b. Fosters a shared vision of the school's project
- c. Makes sure changes in the school are reflected in school planning
- d. Ensures planning is based on relevant information, taking into account internal and external context players
- e. Makes sure that the interests of the various participants in the school community are reflected in the school's project

B. Curriculum Management

B.1 The Head Teacher and leadership team are knowledgeable about the curriculum frameworks belonging to each educational level, the Framework for Good Teaching and means for their assessment

To validate their role as school leaders and ensure proper implementation and continuous appraisal of the teaching and learning processes, the Head Teacher and leadership team need to be acquainted with the National Curriculum Framework and the **Framework for Good Teaching**.

Descriptors:

- a. Ensures application at the school of the Curriculum Framework (key objectives and minimum contents)
- b. Ensures achievement of expected learning outcomes as stated in the Pre-School curriculum
- c. Ensures that the syllabuses are implemented coherently with the school's school project
- d. Furthers effective teaching strategies in line with the **Framework for Good Teaching**
- e. Ensures the use of methods and assessment forms in line with the syllabuses and what is required at each level of teaching
- f. Knows of and implements current educational policies

B.2 The Head Teacher and leadership team efficiently organize the time allocation for curriculum implementation in the classroom

The most significant influence on the achievement of learning results is a good curriculum organization, teaching preparation, appropriate classroom conditions, and effective assessment. With this in mind, in the sphere of curriculum management, the Head Teacher and leadership team should ensure an effective organization of school time and space.

Descriptors:

- a.** Allots time and planning conditions for the selection and organization of the syllabuses contents
- b.** Allots time and proper conditions to decide on teaching strategies geared to student needs
- c.** Sets conditions for effective use of school time in pedagogical activities
- d.** Allots time and sets conditions for deciding on assessment criteria and strategies that provide feedback on teaching practices

B.3 The Head Teacher and leadership team set procedures to ensure quality in classroom teaching

To ensure student learning achievement, the Head Teacher and leadership team should motivate the school community in this direction and allow for dissemination, collective learning, and replication of appropriate teaching strategies. They should also promote systematic appraisal of the achievement and shortcomings of what is being done. This means that it is extremely important that the Head Teacher and other school leaders communicate to the school community high expectations regarding student learning

Descriptors:

- a.** Promotes among teachers high expectations for student learning results
- b.** Allots time and conditions for teachers to reflect on how their pedagogic practice affects results
- c.** Promotes high expectations for student learning and show confidence in student abilities
- d.** Ensures proper linkage of school objectives and student learning results

B.4 The Head Teacher and leadership team verify that there are procedures in place to monitor and assess curriculum implementation and learning results, in tune with the school's school project

The Head Teacher should ensure that curriculum implementation is geared towards quality teaching. This means the provision of procedures to monitor and assess curriculum implementation in its various aspects as well as learning results.

Descriptors:

- a.** Ensures that there are mechanisms to gather qualitative and quantitative information on curriculum implementation and learning results
- b.** Provides instances for thinking and discussing the relationship between the curriculum project, curriculum use and learning results.

C. Resources Management

C.1 The Head Teacher and leadership team manage and organize school resources in tune with the school's project and student learning needs

Resources are required to achieve results or targets. To this end, the Head Teacher and leadership team should ensure a proper use of financial, material and pedagogical resources.

Descriptors:

- a. Ensures that resource management supports the achievement of targets and priorities defined in the school project
- b. Maintains an efficient organization for managing school financial, material, and infrastructure resources
- c. Ensures that there is a system to control spending and optimize the use of financial resources
- d. Manages an effective budget planning system in coordination with the school's local management authority
- e. Ensures that there are pedagogical resources available for teachers, students and parents

C.2 The Head Teacher and leadership team take initiative to obtain additional resources from both local and other sources of funding, in order to achieve school and educational results

Having additional resources facilitates achievement of school targets. If the school project requires additional funding, it is desirable that the Head Teacher seek such resources by forming collaboration and dissemination networks in the local community. To achieve this goal, the Head Teacher and leadership team should use opportunities to seek and negotiate resources in line with the needs of the school.

Descriptors:

- a. Disseminates school results and projects in order to build awareness about school needs among potential partners and collaborators
- b. Report to students, parents, staff, and local management authorities about school needs and projects
- c. Obtains additional human, financial, material, and technical resources to support teaching-learning processes

C.3 The Head Teacher and leadership team motivate, support, and manage their staff with the purpose of increasing the effectiveness of the school

The Head Teacher and leaders require a competent and committed work team to help in managing the school. To this end, it is essential that they support teaching and co-teaching staff in their work. Good school leadership inspires its staff by proposing challenging aims, recognizing achievements, and providing room for new leaderships.

Descriptors:

- a. Applies human resource and organizational management techniques in school activities.
- b. Is concerned with the needs of teachers, supporting and encouraging their professional development
- c. Promotes and accepts the emergence of leadership in school work-teams

C.4 The Head Teacher and leadership team set the school institutional conditions needed for the recruitment, selection, appraisal, and development of staff

Staff quality is essential for the achievement of school targets. Therefore the Head Teacher and leadership team must ensure that recruitment and selection processes are consistent with school needs. In addition, there should be systematic assessment of teacher and co-teacher performance. In carrying out this assessment the Head Teacher and leadership team need to consider the views the school community.

Descriptors:

- a. Defines future staff requirements and participate in staff recruitment and selection procedures
- b. Sets up and maintains procedures to monitor and assess school staff performance

- c. Encourages self-development and facilitates professional development opportunities in line with the school project
- d. Develops with teaching staff a system of feedback on their performance
- e. Provides prompt mechanisms to respond to unforeseen staff needs.

D. Management of the Organizational and Social Climate

D.1 The Head Teacher and leadership team promote institutional values and a climate of collaboration and trust pursuant to the achievement of school targets

An appropriate working climate favours school learning and team commitment, both of which are key to the achievement of school and learning targets. Hence, to foster a favourable working environment, the Head Teacher and leadership team should not only require high standards of performance, but also acknowledge achievement, and promote mutual trust and support among school staff.

Descriptors:

- a. Shows commitment to school values, promoting staff participation in the development and achievement of school targets
- b. Promotes a climate of equal opportunities and open-door policy for all the school community
- c. Promotes an organizational culture whereby staff recognize and take on a collective responsibility for school success
- d. Ensures that every unit, working group, or individual takes action to further the achievement of school targets

D.2 The Head Teacher and leadership team foster a climate of collaboration among school staff, students and parents

The participation and collaboration of parents is crucial to the achievement of learning targets. In this regard, the Head Teacher and leadership team should promote a school culture where parents are considered key stakeholders in student learning. Besides regularly informing parents about student individual and group performance, it is important to develop and provide support strategies for them. If parents are expected to act consistently with school values, they must be acquainted with the schools' project.

Descriptors:

- a. Encourages and facilitates parent participation in the student learning process
- b. Develops and maintains collaborative and communication relationships with parents
- c. Develops and maintains student support networks within the educational community
- d. Constantly assesses the school-family relationship, seeking its improvement

D.3 The Head Teacher and leadership team ensure that the school project fits the characteristics of the school's local environment

Education and society are in continuous interaction. Therefore, the Head Teacher and team, as leaders of their schools' project should ensure that it is consistent with the socio-economic and cultural context of the school community.

Descriptors:

- a. Knows their students and the socio-economic background
- b. Makes use of the local culture in organising the schools' educational activities

- c. Takes into account the role in the implementation of the school project that is played by local education conditions
- d. Knows and understands the conditions and dynamics of the school community
- e. Designs activities designed to identify and nourish community relations

D.4 The Head Teacher and leadership team interact with other community organizations to enhance the school's project and student learning, developing appropriate support networks

As influenced by the socio-cultural environment, the school is not an isolated organization. Therefore it is important for the Head Teacher and leadership team to strengthen community outreach and construct cooperative relations with academic, professional, government, and business organizations.

Descriptors:

- a. Manages the school organization as an integral part of the community
- b. Constructs cooperative relations with other community leaders in spheres of school competence
- c. Involves the school with both academic and professional organizations and encourages the setting up of networks that foster reciprocal learning
- d. Builds relationships with government and business organizations to enhance student learning results and their introduction into the labour market

D.5 The Head Teacher and leadership team report to the community and local authorities on school needs and achievements

It is of great importance that the school community and its local management authority be involved in the teaching-learning processes. The Head Teacher and leadership team should therefore disseminate and develop regular procedures for joint monitoring and assessment of school needs and learning results

Descriptors:

- a. Informs the educational community about student school results
- b. Informs parents about individual student learning
- c. Establishes a system for disseminating school activities and projects
- d. Informs school stakeholders about administrative issues and development of the school project
- e. Works in cooperation with the local management authority to enhance the school's project

ANNEX 4: SUBSIDY DISCOUNTS BY SECTION OF SHARED FUNDING

Amount of the Shared Funding Additional Charge	Discount percentage from the amount of shared funding discounted from the Education Subsidy
0 – 0.5 USE	0%
0.5 USE – 1 USE	10%
1 USE – 2 USE	20%
2 USE – 4 USE	35%

Source: DFL N° 2, Ministry of Education

ANNEX N° 5: SECONDARY SCHOOL FOR ALL PROGRAMME

The Secondary School for All Programme contributes to young people attaining twelve years schooling and accessing a quality educational supply.

This programme is carried out at schools concentrating greatest educational and social difficulties, contributing substantively to the Secondary School being a door to the future of these youngsters, especially for those coming from low-schooling homes.

The Secondary School for All Programme is held at each subsidized secondary school, where the educational community meets, analyzes the situation, and commits to developing action plans to ensure greater permanence and perseverance by the students following their secondary studies. Capacities are developed within the educational community to welcome all students, understand them, and treat them equally, without renouncing the ideal of equal opportunities or quality teaching.

Each educational community is supported by the Ministry of Education to take-on the necessary changes in the educational and social fields –support which translates into a diversity of programmes, such as restorative levelling, continuous training of teachers and leaders, improvement of apprenticeships, grants, school community participation strategies, counselling on psychosocial aspects and psycho-educational care projects.

The objective of the Secondary School for All Programme is for students at subsidized secondary schools taking part in the programme should remain within the school system and obtain better learning and educational outcomes, same as develop personal skills which will enable them to see their personal and professional future with optimism, paying specific attention to their social and educational vulnerability.

The problem of school drop-out and poor educational outcomes at subsidized schools which involve the most socio-educationally vulnerable population is multi-cause: that is, it cannot be explained by a single variable. This is why the Secondary School for All Programme is a complex strategy which considers two central issues: pedagogical and psychosocial.

The area of pedagogical development is mainly concerned with helping subsidized secondary schools to construct relevant educational practice, ensuring quality educational processes, and which in turn focus activities considering the educational diversity of the students.

The area of psychosocial development is mainly concerned with helping to strengthen conditions and capacities at subsidized schools, permitting school experience marked by appropriate interpersonal relationships, and which in turn generate a school atmosphere favourable for learning – considering the realities of the young people attending the school.

Year	Secondary School for All Programme 2002-2005							
	Enrolment	Secondary Schools	LPT Grants	Mentors	In-service Learning	Levelling	Apprenticeships	Psychosocial counselling
2002	241,437	421	10,000	210	158	249	165	112
2003	241,857	424	13,000	402	169	112	241,857	424
2004	274,892	428	16,057	416	165	95	274,892	428
2005	271,446	439	18,000	428	188	95	271,446	439

Source: Secondary School for All Programme, Division of General Education, Ministry of Education

Note: Data on school coverage is cumulative, both in the number of schools covered as well as the enrolment considered

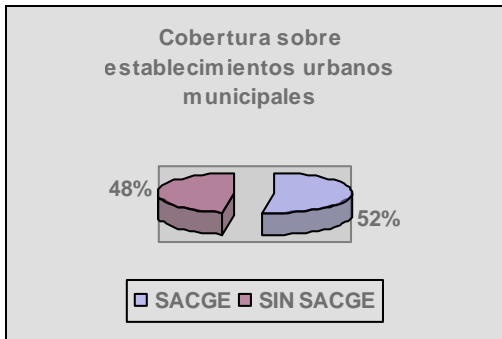
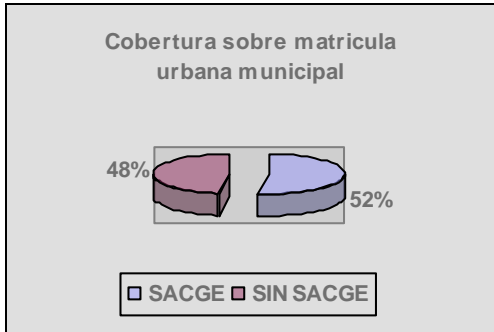
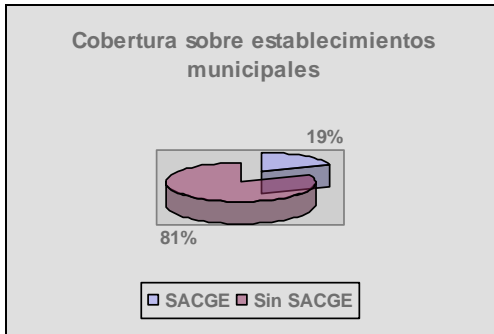
ANNEX 6: SCHOOL MANAGEMENT QUALITY ASSURANCE SYSTEM AND THE SCHOOL MANAGEMENT QUALITY FRAMEWORK

SCHOOL MANAGEMENT QUALITY ASSURANCE SYSTEM

The School Management Quality Assurance System is an initiative by the Ministry of Education seeking to develop school organization qualities sustaining the curricular proposal and materializing it through a series of devices and support resources aimed at producing conditions for the continuous improvement of quality in school processes and outcomes.

The devices comprising the structure of the system are: Self-Assessment, the External Review Panel, the Improvement Plan and funding through programmes for Educational Management Improvement, Public Accountability, and parallel processes for technical assistance for Municipal Education Administrators and Ministerial Supervision.

To date this process has been carried out at 1300 primary and secondary schools belonging to 240 municipalities throughout the country, representing 19% coverage of municipal schools, encompassing and approximate enrolment of 780,000 students; that is 39.5 % of the country's municipal enrolment.

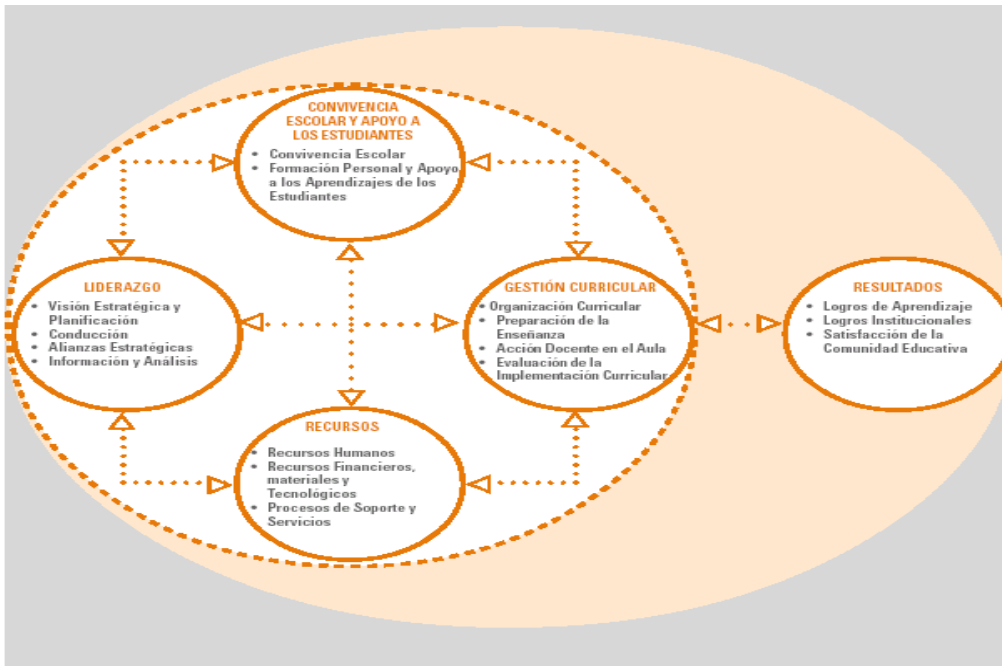


ASSURANCE SYSTEM AT SCHOOLS

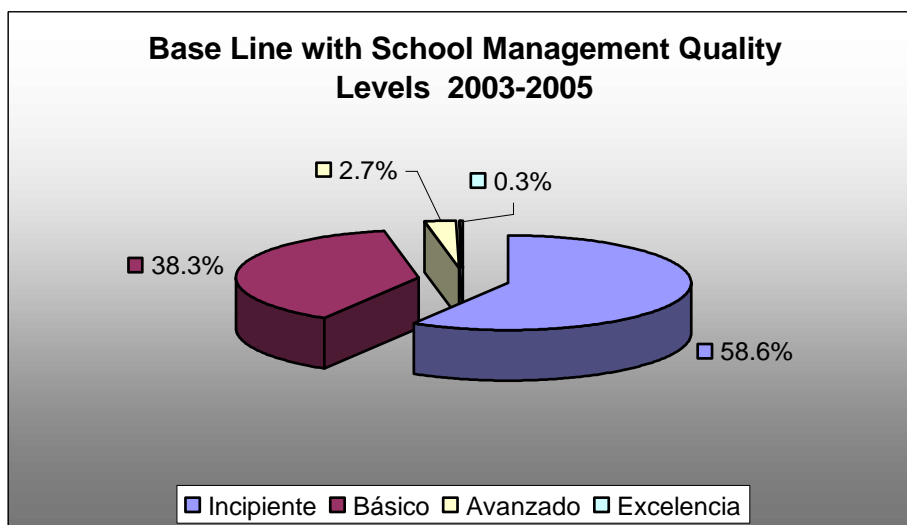
PHASE ONE: Institutional self-assessment. The purpose is to obtain a diagnosis to determine the quality of management practice at the school on a daily basis and identify those spheres that could represent opportunities for improvement. For this, the school describes its management practices given the evidence in relation to the School Management Quality Framework, using a self-applying instrument which works based on a standard measurement scale for quality processes (Malcom Baldrige), adapted to school management processes in Chile.

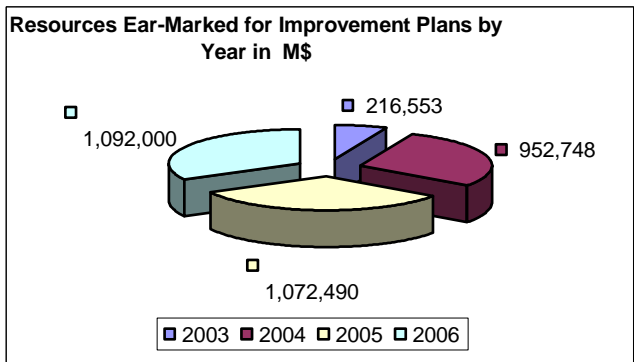
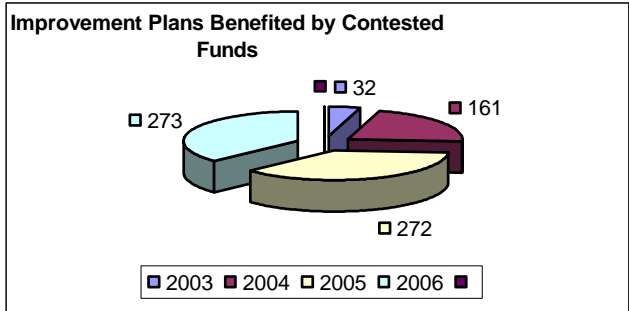
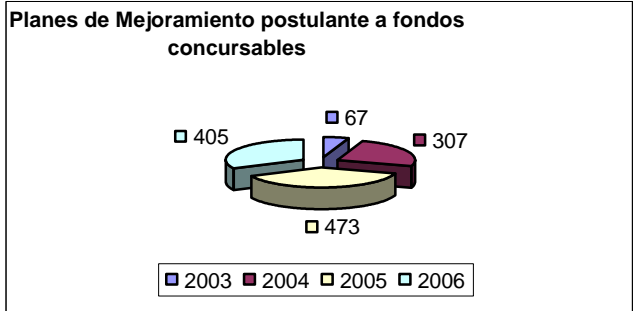
PHASE TWO: Validation of the previous process, performed by a team of professionals not belonging to the school and known as the External Review Panel. This team's main task is to adjust assessment of the school based on a technical validation and verify the schools' checking system; therefore, the External Review Panel approves the scores assigned to the evidence raised by the school in its self-assessment.

School Management Quality Framework



PHASE THREE: Improvement Plan. Selection of practices to be set up or improved, and which will impact learning outcomes, and others considered appropriate by the school. This is a 2-year plan which seeks to increase quality levels of school practice in management processes, and which the schools themselves consider important based on their reality, opportunities and progress, to affect the quality of student learning outcomes. These plans apply for improvement contestable funds.





Source: School Management and Educational Improvement Unit, 2006