



OECD Review of Policies to Improve the Effectiveness of Resource Use in Schools

Country Background Report for Chile

Ministry of Education
Education Quality Assurance Agency
Superintendence of Education

January of 2016

This report was prepared by Ministry of Education, the Education Quality Assurance Agency and the Superintendence of Education as an input to the OECD Review of Policies to Improve the Effectiveness of Resource Use in Schools (School Resources Review). The document was prepared in response to guidelines the OECD provided to all countries. The opinions expressed are not those of the OECD or its Member countries. Further information about the OECD Review is available at www.oecd.org/edu/school/schoolresourcesreview.htm.

**OECD Review of Policies to Improve the Effectiveness of Resource Use in Schools:
Country Background Report for Chile**

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The work was carried out between April 2015 and January 2016.

The Ministry of Education prioritizes a gender perspective; however, to facilitate the reading of the document a neutral language will be used and, where appropriate, it will refer specifically to either male or female.

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Acknowledgements

This work has been possible thanks to various contributions. Please note the contribution from Alejandra Arratia, Head of the Curriculum and Evaluation Unit of the Ministry of Education; Gonzalo Muñoz, Head of the General Education Division; Jaime Veas, Head of the Training, Experimentation and Pedagogical Research Center; and Vivien Villagrán, Head of the Planning and Budget Division; as well as the support of Paz Portales and Victoria Valenzuela from UNESCO; the guidance of Paulo Santiago and his team from OECD; and the work of Daniela Barrera of the Ministry of Education Research Department.

Many people have contributed generously with information, views, discussions and suggestions for improvement. The authors of the report express their gratitude to: Alejandra Gallardo, Alex Peraita, Amalia Cornejo, Ana María Araya, Ana Paz Pozo, Beatrice Ávalos, Bárbara González, Carlos Sepúlveda, Catalina Rubio, Cristian Loyola, Eliana Chamizo, Emilia Arancibia, Fabián Ramírez, Felipe Flores, Guillermo Vergara, Gustavo Astudillo, Hugo Nervi, Jadille Baza, Jaime Portales, Javier Montecinos, Javiera Marfán, Juan Carlos Rozas, Juan Ignacio Chacón, Leonardo Bascur, Raciél Medina, Marcela Latorre, María José Sepúlveda, María Paz Donoso, Mauricio Farías, Patricia Martínez, Sandra Pavez, Sebastián Madrid, Sergio Valdés, Sergio Molina, Teresa Ferrada y Ulises Jaque. The work also benefited from support efforts Macarena de la Cerda, Sahara Martignoni and Roberto Schurch of the Ministry of Education Research Department and Elizabeth Rubio of the Ministry of Education International Relations Office.

Table of Contents

Table of Contents	4
List of Acronyms.....	6
Glossary.....	8
Presentation	13
Introduction	14
Executive Summary	15
Chapter 1: The national context	19
1.1 The economic context	19
1.2 Demographic dynamics and cultural aspects	22
1.3 State organisation and political context.....	25
1.4 Public sector administration	27
1.5 Social scenario.....	30
Chapter 2: The school system	32
2.1 Organisation of the school system.....	32
2.2 Education context.....	37
2.3 Objectives of the educational system and learning objectives of the student.	39
2.4 Distribution of duties within the school system	43
2.5 Market mechanisms in the school system	48
2.6 Performance of the school system.....	51
2.7 Policies to achieve education equity	60
2.8 Main challenges.....	62
Chapter 3: Governance of the use of school resources	65
3.1 Level of resources and policy concerns	65
3.2 Sources of financing.....	73
3.3 Planning for the use of resources	76
3.4 Implementation of policies to improve the effective use of resources	80
3.5 Main challenges.....	83
Chapter 4: Distribution of resources	86
4.1 Distribution of financial resources in education between administration levels	86
4.2 Distribution of financial resources by type of resources	88
4.3 Distribution of resources according to levels and sectors in the educational system	89
4.4 Distribution of resources at schools	89
4.5. Distribution of premises and school material.....	92
4.6 Number of teachers in the school system.....	102

4.7 Provision of school senior management staff.....	108
4.8 Allotment of resources to students	113
4.9 Main challenges.....	117
Chapter 5: Use of Resources	119
5.1 Adapting resources to students' individual learning needs	119
5.2 Organizing Students' Learning Time.....	122
5.3 Assigning Teachers to Students	124
5.4 Organization of School Directorate.....	129
5.5 The Environment for Teaching and Learning in the School	133
5.6 Use of Educational Facilities and Materials.....	137
5.7 Organization of Educational Governance	140
5.8 Main Challenges.....	145
Chapter 6: Resources Management.....	147
6.1 Capacity Building for Resources Management.....	147
6.2 Monitoring the Use of Resources	149
6.3 Transparency and Information	150
6.4 Incentives for the Effective Use of Resources	150
6.5 Main Challenges.....	151
References	153

List of Acronyms

ACE	Education Quality Assurance Agency
ADECO	Collective Performance Allocation
AEP	Teaching Excellence Allocation
APD	Senior Public Management
ATDP	Sectional Allocation of the Professional Development System
ATE	Educational Technical Assistance
AVDI	Variable Allocation for Individual Performance
BARE	School Retention Support Grant
BRP	Professional Recognition Bonus
BVP	Teaching Vocation Scholarship
CASEN	National Socio-Economic Survey
CDE	State Defense Council
CFT	Technical Training Center
CGR	Office of the Republic's Comptroller General
CIE	Educational Computing Convention
CNED	National Education Council
CONFEP	Confederation of Parents and Guardians of Subsidized Private Schools
CONICYT	National Commission for Scientific and Technological Research
CPEIP	Training Experimentation and Pedagogical Research Centre
CRA	Learning Resource Center (school libraries)
CRE	Recreational School Camps
CRUCH	Deans Council
DAEM	Municipal Education Administration Department
DEG	General Education Division
DEPROV	Provincial Department
DIPRES	Budget Office
EPAS	Healthy Learning Schools Program
FEP	Public Education Strengthening
FIDE	Federation of Private Education Institutions
IEP	Early Childhood Education and Care Intendency
INE	National Institute of Statistics
ISL	Occupational Safety Institute
JEC	Full School Day
JUNAEB	National Board of Student Aid and Scholarships
JUNJI	National Kindergarten Board
LGE	General Education Law
LOCE	Organic Constitutional Law on Education
MINEDUC	Ministry of Education
NEE	Special Education Needs
OA	Learning Objectives
OAT	Transversal Learning Objectives
PADEM	Municipal Education Annual Development Plan
PAE	School Food Programme
PAP JUNJI	Feeding Program for Children Attending National Kindergarten Board Schools

PEI	Institutional Educational Project
PIE	School Integration Program
PME	Educational Improvement Plans
PSP	Professional Development Plans
PSU	University Selection Test
RTM	Total Minimum Income
SAC	Quality Assurance System
SEP	Preferential School Subsidy
SEREMI	Regional Ministerial Secretariat
SIE	Superintendence of Education
SIES	Higher Education Information Service
SIGE	General Student Information System
SII	Internal Revenue Service
SIMCE	National Evaluation System for Learning Outcomes
SINAE	National Equitable Allocation System
SNED	National Performance Evaluation System
TEA	Specific Learning Disorder
TIC	Information and Communication Technology
TNE	National Student Card
USE	Educational Subsidy Unit
UTM	Monthly Tax Units

Glossary

Administration Type: Type of natural or legal person (institution) of which a school is dependent. These are: municipal corporations, municipal DAEM, subsidized private, paid private and delegated administration corporations or private corporations.

Civil Service: Decentralized public service with legal personality and its own patrimony in charge of management policy implementation, people's development and senior management, to promote better public employment and a State at the service of citizens.

Commune: Smallest territorial unit within the State administration

Deans Council of the Chilean Universities: Legal person of public law and autonomous administration, created by law on August 14, 1954, as a coordinating body for the Nation's university work. It is currently chaired by the Minister of Education and composed by the Deans of all the Universities that appear in DFL No. 2 of 1986.

Delegated Administration Corporations or Private Corporations: Type of administration authorized by Decree Law No. 3.166 of 1980, whereby transferring the administration of certain Vocational educational institutions of a fiscal nature is permitted to institutions of the public sector or authorized legal persons who are not pursuing profit.

Differentiated Cycle (Second Cycle): It refers to the last two grades of the Secondary Education level which can be: General Education (Humanities - Science) and Vocational Training (Vocational): Those who have previously approved the second year of High School may enter the first grade of this cycle. It corresponds to ISCED 3A (Humanities- Science) or 3B (Vocational).

Early Childhood Education and Care (ECEC): It is the first level within the Chilean education system, and is designed to promote systematic, timely and relevant, quality learning to all children, through various agencies and institutions. ECEC is a complement to the education received from the family and it attends to children from birth until they enter primary school.

Education Quality Assurance System: It was created by Law No. 20,529 of 2011 that aims to improve the quality of education received by Chilean students. It is composed of the Ministry of Education, the National Board of Education, the Superintendent of Education and the Agency for Quality Education.

Educational Institutions of Transferred Administration: Schools belonging to the State and administered by legal persons of private and non-for-profit status.

Educational Institutions Officially Recognized by the State: Educational institutions that have the power conferred by the authority by means of an administrative procedure known as "Official Recognition by the State, to validate and autonomously certify the approval of each of the cycles and levels that make up the regular education. They also have the power to exercise other rights as approved by law, with the possibility of applying to receive the various benefits that the current legal and regulatory standards establish.

Educational Institutions: Organizations or institutions receiving children, youth or adults, with the purpose of providing learning in a human, cultural and material condition such as to facilitate and promote their comprehensive education. They constitute a legal universality comprising students, professionals, teaching assistants, teaching tools, the premise or premises

where they operate, movable assets, educational means, teaching materials and financial resources necessary to achieve the purpose, according to their educational project.

Educational Level: According to the General Education Act, formal or regular education is organized into four levels: ECEC, primary, secondary and higher.

Educational Technical Assistance: Entities or individuals whose purpose is to provide advice to schools according to the needs and requirements of the school(s). They were created under SEP Law.

First Level of Transition (NT1): Also known as Pre-K, corresponds to the level of ECEC that welcomes students from 4 to 5 years old.

General Cycle (First Cycle): It refers to the first two grades of the Secondary Education level, which can be both in Humanities - Science as well as in Vocational, which are common to both types of education. Those students, who have previously passed 8th Grade, Primary, may be accepted in the first grade of this cycle. It corresponds to ISCED 2.

Geographic Area: Territorial space where an educational institution is located; It is defined according to the rules of the National Institute for Statistics (INE).

Good Teaching Framework: Document prepared by the Ministry of Education aimed at orienting the performance of teachers.

Grade: each one of the sections into which educational levels are further subdivided to meet the minimum period prescribed by the Education Act and that are characterized by plans and programs with specific contents as well as a minimum number of class hours per week.

Grants: are the economic resources provided by the Ministry of Education to subsidized municipal and private education.

Institutional Educational Project: Instrument containing in explicit form the principles and objectives that frame the educational activities of an educational institution.

Institutions with Shared Funding: Further to public subsidy from the State, these schools may receive funding from the student's family.

Learning Objectives: These are the skills, the knowledge and the behaviors that are considered relevant for the students to learn in order to account for the annual general objectives corresponding to the level of education they are completing.

Method: According to Article No. 22, Title I of the General Education Act, "Educational methods are those regular education organizational and curricular options within one or more educational levels, seeking to respond to specific, personal or contextual, learning requirements in order to ensure equal right to education".

Minimal Total Income: Income calculated by adding the National Basic Minimum Income, the Proportional Bonus, the Professional Recognition Base Bonus, the Professional Recognition Mention Bonus, the Supplemental Monthly Bonus, the Zone Allowance and the Complementary Form (Work Commission).

Municipal Corporation: Entity created by the municipality to manage schools that were transferred to it; It is not part of the organizational structure of the municipality itself.

Municipal DAEM: Municipal Department of Educational Administration, which is part of the municipal organizational structure.

Municipal Schools: Public schools belonging to a municipality, which receive the operational funds by means of a State subsidy. They may belong to a municipal educational corporation (Corporation) or a Municipal Educational Administration Department (DAEM).

Municipality: Autonomous entity which administers one or more communes without being hierarchically dependent from the Presidency of the Republic or from the ministries. In general, it performs its functions without subordination from any other State agencies but must conform to the constitutional, legal and regulatory requirements required from members of the State administration (Office of the Comptroller General, 1927-2012). The municipality is responsible for basic education and health services of the commune or group of communes, as well as other functions, such as cleanliness and embellishment, social and legal assistance, among others.

Nursery - Older Children: ECEC level that welcomes students between 1 and 2 years of age.

Nursery - Younger Children: ECEC level that welcomes students between 84 days and one year of age.

Official Recognition: administrative act by which the authority empowers an educational institution to certify, validate and autonomously approve each of the cycles and levels that make regular education.

Older Intermediate Level: ECEC level that welcomes students who are between 3 and 4 years of age.

Other Educational Quality Indicators: Are a set of indexes that provide information on the personal and social development of students, in order to broaden the concept of educational quality.

Paid Private Schools: Schools owned by a legal or natural, private person, with no public funding for its operation.

Primary Education: According to Article No. 19, Title I of the Act on General Education, it is the educational level that is oriented towards the integral education of students in their physical, emotional, cognitive, social, cultural, moral and spiritual dimensions, developing their capacities according to knowledge, skills and manners as defined in the Curricular Bases determined in accordance with this law, and that allow them to continue the formal educational process. It corresponds to Level 1 of ISCED.

Principal: Educational role consisting of directing and leading the institutional educational project. Teachers of rural schools who have been appointed as "Teachers in Charge" are also included in this category.

Private Individual: Legal or natural person independent of the type of financing used to operate. There are private subsidized schools and private paid schools.

Professional Institute: Higher Education institutions that can grant all kinds of technical and professional qualifications, except those professional degrees that can only be offered by universities.

Region: Highest administrative unit in which the country is divided.

Rural Area: Type of geographic area where there is a set of concentrated or dispersed housing with less than 1,000 inhabitants, or between 1,001 and 2,000 inhabitants where less than 50% of the economically active population is engaged in secondary and / or tertiary activities.

School Administrator: refers to the type of natural or legal person (institution), which administrates an institution.

School Year: Period during which school activities take place. In Chile the school year tends to coincide with the calendar year, starting in March and ending its activities during the month of December.

Second Level of Transition (NT2): Also known as K, corresponds to the level of ECEC which welcomes students from 5 to 6 years of age.

Secondary Education Humanities-Science (EMHC o HC): Type of differentiated education corresponding to Secondary level, aiming at delivering a formal and systematic education to children who graduate from Primary Education, and seeking to train students to begin their studies in Higher Education (ISCED 3A).

Secondary Vocational (EMTP o TP): Type of differentiated education corresponding to Secondary level, preparing students for the workplace. It consists of various types: Commercial, Industrial, Technical, Agricultural and Maritime (ISCED 3B).

Special Education: According to Article No. 23 of the Act on General Education, Special or Differential Education is the modality of the educational system that develops its action transversely at various levels, both in the regular schools as well as in institutions of special education, providing a set of services, human resources, technical expertise and support to meet the special educational needs of some students temporarily or permanently throughout their schooling and that may arise as a result of a deficit or a specific learning difficulty.

Subsidized Private Schools: Educational centers whose administrator is a legal or natural, private person, and who receives public resources for funding.

Teacher Statute: Regulatory framework in force since 1991 which regulates teaching in the subsidized schools. It establishes the requirements, responsibilities and obligations of education professionals who work in subsidized schools. It also establishes the working conditions of teachers in the municipal sector.

Teacher: According to the Teacher Statute, a teacher is that person who performs a "higher level professional function which directly conducts the systematic teaching and educational processes, including diagnosis, planning, implementation and evaluation of the said processes as well as general and supplementary educational activities taking place in educational units at the ECEC, primary and secondary levels".

Teaching Assistant: Personnel who perform their duties in support of the role of educating students, complementary to the tasks of the Teacher. They may work in Early Childhood Education and Care, Primary, Secondary, Adult Education and Boarding Schools (recognized by the Ministry of Education) and / or who are employed by a School Administrator.

Technical Training Center: Institutions of Higher Education that provide study programs lasting 4 to 6 academic terms and leading to a technical-level certificate in a variety of specializations.

Transition Level (NT): Third level in Early Childhood Education and Care Education, offered to children from 4 to 6 years of age.

University: Type of higher education institution with the mandate –exclusive of Universities– of imparting academic degrees and certificates with academic concentrations in the fields of

Agronomy, Architecture, Biochemistry, Civil Engineering, Commercial Engineering, Forestry, Medicine, Law, Dentistry, Journalism, Psychology, Chemistry and Pharmacy, Veterinary, Primary and Secondary Education. It is also exclusive of universities the granting of graduate, Masters and Doctoral degrees.

Urban: type of geographic area where there is a concentration of households with a population of over 2,000, or between 1,001 and 2,000 inhabitants with 50% or more of their economically active population engaged in secondary activities and / or tertiary. Exceptionally centers that perform tourism and recreation with more than 250 concentrated residential properties and which do not reach the population requirement are considered urban entities. Consequently, an urban area is a group of urban entities.

Voucher: funding mechanism based on subsidy of demand.

Younger Intermediate Level: ECEC level that welcomes students who are between 2 and 3 years of age.

Presentation

The implementation of the Quality Assurance System in Education is a major challenge for Educational Reform and the Chilean educational system, because it involves the installation of a new institutional framework and its articulation to achieve sustained educational improvement processes. Such an institutional framework would not make sense unless it was directed towards their main priorities, which are the school and the educational community. Thus, in a decisive manner, the different institutions of the SAC –Ministry of Education, Superintendence of Education, the Quality Education Agency and the National Council of Education– have assumed that their coordination to collaborate with educational institutions and to assist in the proper use of the various resources available to the school system is an essential task.

The report presented below is framed in the context of Chile's participation in the Organisation for Economic Co-operation and Development (OECD) Review of Policies to Improve the Effectiveness of Resource Use in Schools. This report provides a systematization of the existing policies followed by a contribution to the discussion about the new requirements posed by the organization, distribution and use of resources under the Educational Reform process. At the same time, the report intends to highlight some of the main challenges and gaps that begin to be addressed in the current times of change and transformation of the school system.

The unfolding of the current amount and distribution of the resources provided by the State in education, as well as the devices used by the Quality Assurance System to ensure their impact on quality and usage adequacy stands out in the report. This is then a discussion that is at the center of the analysis of school improvement.

From our perspective, this report contributes to visually represent the national effort that can be seen in the increasing economic investment in recent decades, especially that which has meant the implementation of the Educational Reform.

The ultimate goal of the Reform is the development of an educational system that could successfully impact in the overall improvement of the quality of education in the country and in the substantial reduction of existing gaps. In the same manner, it has had the intention and conviction to generate the necessary support and regulatory mechanisms that allow us to make progress in ensuring the protection and the safeguarding of the right to education of all members of the educational community, providing greater opportunities for all boys, girls, youth and adults, for their aspiration and individual development.

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Introduction

This national report has been prepared in the framework of Chile's participation in the OECD project entitled "Review of Policies to Improve the Effectiveness of Resource Use in Schools" (known as School Resources Review)¹, and as a result of the joint effort of three institutions that make up the Education Quality Assurance System: The Ministry of Education, the Education Quality Assurance Agency and the Superintendence of Education. The purpose of this report is to provide a description of how the country deals with the distribution, use and management of school resources.

The work was based on the guidelines provided by the OECD Secretariat and the conceptual framework of the project, in order to analyze the use of resources in schools (<http://www.oecd.org/edu/school/School-Resources-Review-Conceptual-Framework.pdf>). The report provides answers to a set of questions based on these references and is organized into six chapters. The first chapter introduces the economic, social, demographic and political context of the country, while the second provides an overview of the school system. Chapters 3 to 6 describe the Governance of Resources, Resource Allocation and Resource Use and Management respectively. The chapters address questions through a description of the current situation of school resources and related policies using the latest information available².

The character of the report is eminently descriptive of the school system and its recent transformation trends, however, some interpretations, judgments or choices are proposed when requested or as a result of the process of analysis carried out by the research team. The main virtue of the report is that of integrating the information about school resources in Chile, which is currently dispersed and disjointed, providing a panoramic and comprehensive view of the school system, laws, policies and programs, institutions, major actors and the practices that are part of it.

It should be noted that the report provides very general descriptions that do not necessarily fully and adequately capture the complexity and richness of the aspects of the school system being addressed. To counteract this disadvantage, an effort has been made to provide reference information that allows for further inquiry as needed. In addition, this exercise has been developed in the context of a profound ongoing Educational Reform. Finally, given the structure of the report, it is possible to find redundant descriptions in different sections. The purpose of this is to facilitate a comparative analysis between countries participating in the project.

All in all, the exercise of preparing this report –and in general the participation of Chile in the project– is a great opportunity for analyzing the complex reality of educational policy and provides a valuable technical input to inform the institutional consolidation of the SAC, the challenging current Educational Reform, and in short, for the systemic improvement of school-based education in the country.

¹ Available in <http://www.oecd.org/edu/school/School-Resources-Review-CBR-Guidelines.pdf>

² This report was originally written in Spanish and then translated into English. The Spanish version includes a section of annexes with additional information.

Executive Summary

The pre-tertiary education in Chile includes three levels: Early Childhood Education and Care (ECEC), Primary Education and Secondary Education. ECEC serves children from birth to age 6, and is organized in 6 grades: Nurseries and kindergartens usually provide the first 4, while the schools traditionally offer the last 2 (first and second levels of transition). Primary Education serves the school population from 6 years of age and includes, at the current time, 8 grades. Secondary Education is aimed at students from the age of 14 and consists of 4 levels, the first 2 of which are general and the last two of differential education (Humanities-Science and Vocational). Currently, this level structure is undergoing a transition towards Primary and Secondary education levels consisting each of six years. School education of 12 years (primary and secondary) is compulsory, and soon, the last grade of ECEC will also be mandatory. To serve the population with specific needs, the system has two modes across the levels: Special Education and Adult Education. This report focuses on the resources of the pre-tertiary education provided by schools.

In the administration of the Chilean school-based education system there are three levels. At the central level the Ministry of Education, the Education Quality Assurance Agency (ACE), the Superintendence of School-based Education (SIE) and the National Council of Education (NCED), which set since 2011 the so-called Education Quality Assurance System (SAC). SAC is based on learning and educational processes quality standards and operates under a logic of institutional specialization. In this system the Ministry of Education develops national educational policies, defines norms, regulates and finances the network of schools, and promotes the development of professional skills. Its functions include the definition of a national curriculum, quality learning and performance standards for schools; the provision of learning resources (texts or school libraries); management of student aid (scholarships, transportation, food, etc.); and the provision of support for improving schools directly, or the regulation of private agents who provide technical assistance. ACE, meanwhile, manages a national system for measuring learning achievement (SIMCE); comprehensively evaluates the quality of schools to provide guidance for improvement; and informs the system and communities about the performance of each school. SIE monitors compliance with educational standards and the use of resources transferred to the schools. The Ministry of Education, as well as ACE and SIE are deployed in the territory for the exercise of their functions. The CNED performs an advisory role with respect to proposed key education policy: curriculum, learning organization, learning and quality standards, and national assessments.

At the intermediate level we find the administrators, entities or persons in charge –and occasionally owners– of schools. In year 2014 in public education there were 347 municipalities that administered an average of 13 schools each. These administrators are responsible for the management of public education at the local level throughout the country, and to ensure –until now–, the right of free access to compulsory education. In the private sector with public financing, the intermediate level of educational management is not necessarily linked to a territory. In year 2014 it consisted of 584 administrators who managed more than one school (73% administer two schools and 27% administer 3 or more) and 4,350 administrators in charge of one school only.

In 2014, the system had about 12,000 schools of which 44% were public and run by a municipality and 50% were private, managed with public funding. A striking contrast is that in the public sector, schools tend to specialize more in providing only one educational level (either nursery and primary or secondary), forcing students to change schools in the transition between primary and secondary. In the case of the private sector, the school model that integrates all levels (ECEC to Secondary) tends to be more prevalent. In the last quarter century, school enrolment (3.5 million) for its part, has experienced a progressive privatization, reaching in the year 2013 a distribution of 37% and 54%, for the public and for the subsidized private sectors respectively.

The responsibility for the management of the educational "service" as such rests with the school administrator, who establishes an educational project for an educational community, manages the staff of their school (s) and educational resources, receives funding, and leads the processes for school improvement and reports on academic performance and resource use. Worthy of attention is the configured duality in educational management: in the public sector the responsibility lies with a unit of local government (by multiple social contingencies), while in the private sector it is typically inserted directly at the school (concentrating all powers therein). Moreover, the management of public schools by municipalities is more directly guided by the Ministry of Education's national education policies, particularly those governing teachers; It is subject to the regulations proper to the public administration (i.e. public procurement system, accountability to the Comptroller General of the Republic); it is mediated by the political agenda of local leaderships governing communes; and it is also determined by a profound structural heterogeneity among communes and municipalities.

In terms of governance, in recent decades, the Chilean school system has been characterized by the use of market logic; eminently public education funding and technical leadership is exercised from the central State administration. From a highly decentralized administration of schools in municipalities or atomized in private agents, school administrators offer an educational project and compete for enrolment and, consequently, for public funding, as well as educational outcomes. In practice they also compete for more advanced students –or those suitable for their educational projects– through the widespread implementation of selective practices made possible by insufficient regulations and exacerbated by a shared financing mechanism that has allowed private schools with public funding to request a fee from families. In this scenario, on the side of those demanding the service, freedom of choice has only partially been exercised. This is associated with a high socioeconomic segregation between schools, and with the fact that public education effort is reduced to serve the socially disadvantaged population. These mechanisms coexist with multiple educational policies that seek a floor of equal opportunities and that address issues such as curriculum, school resources, teaching, school retention, school improvement, practice teaching, school leadership, special education needs, etc. More recently a highlight in the school system is the introduction in 2008, of compensatory financing for socially disadvantaged students linked to plans to improve schools (Preferential School Subsidy, SEP); and in 2011, the entering into force of the SAC, characterized by clearer standards for educational management, intensive centralized examination of educational attainment, accountability of schools with high consequences and a more diligent safeguarding of educational standards.

With the support of multiple educational policies and favored by sustained improvements in the living conditions of the population, Chile has successfully increased both access to education as well as educational attainment. By the year 2013 net coverage in the population from 0 to 5 years of age reached 49%; 92% in the age group between 6 and 13 years, and 73% in the ages 14 to 17 group. Moreover, in the last two decades, sustained improvements have been attained in course approval, timely success and retention. In addition, standardized assessments in this period suggest that successive cohorts of Chilean students learn increasingly more. In the Program for International Student Assessment (PISA) 2012, Chile averaged 423 points, the highest in the PISA countries in the region and showed improvements in Math and Science compared to previous assessments. However, the country's school achievement is still insufficient and inequitable. In fact, relative to the average of OECD countries, performance in PISA is significantly lower and the association of socioeconomic status with student performance is noticeably stronger.

Meanwhile, the country has made a persistent effort to increase resources for education, with an increase, between 2004 and 2013, from 5.3% to 8.7% of GDP. This is explained by the increase of 79% of public expenditure at end of period reaching 5.7% of GDP. With this increase Chile reached per-student expenditure equivalent to 68% of the OECD average by 2011. In the year 2013 the total spending (public and private) in pre-tertiary education amounted to \$ 5,482,000 million (US \$ 11,000 million at the 2013 average exchange rate) and concentrated 77% of public

spending on education. By 2012, the annual spending per student in pre-tertiary education was in the order of \$ 1.63 million (in 2013 pesos, or US \$ 3,300 to the average 2013 exchange rate).

School education (at the primary and secondary levels) is financed mainly through public spending (78%). In the last decade, with the decline in enrolment in the public sector and the rise in the private sector, the public budget transferred to the private sector has been increasing, reaching 46% in the year 2013. Public funds –the main source for school operation– are channeled through a mechanism of marginal cost allowance called school subsidy, paid in equal terms to all types of schools and assigned to the school administrators according to actual student attendance to classes. This mechanism is highly centralized (the central government makes direct, regulated-by-law transfers to the school administrators); it is a by-demand subsidy (following the student according to their school preference), it is not associated to a quality standard; from its inception, it was freely available to the school administrator. The monthly school funding began from a School Subsidy Unit (defined annually by the Ministry of Education, which set a value of \$ 22,322 for 2015). This value is multiplied by factors that describe Education Levels (Primary or Secondary), Specialized Education in Secondary, Attendance Modality and Average. In addition, schools are assigned a set of defined grants based on the characteristics of the students who attend those schools and aimed at specific purposes. This includes: coming from a rural area, having special education needs, the need for academic reinforcement, infrastructure maintenance support, performance excellence, and social vulnerability of the individual students and concentration of vulnerable students in a school.

Private schools receiving public funds supplement their income through a shared finance mechanism that has given them the power to charge families a contribution to the school which, in the year 2012 represented, on average, 17% of the contributions by way of subsidy. The municipalities in turn, from their own income, make contributions to their schools (on average 13% of grant funding in 2012), although with high heterogeneity among communes, as well as receiving some transfers from the central government (on average 8% of grant funding in 2012 excluding extraordinary transfers and subsidy advances).

Chile faces multiple interrelated challenges with implications in governance, distribution, use and management of resources. A first challenge for the governance of the Chilean school system is departure from of a deregulated market philosophy in the provision of educational services, and the transforming of the subsidiary role of the State into one of guarantor of rights. Competition between providers of education has in itself been ineffective in generating a highly professional techno-pedagogical management in schools and therefore in generating high and equitably distributed educational attainment. Faced with this challenge, by means of Law No. 20,845 which will come into force in March of 2016, three complementary measures have been implemented regarding schools that receive contributions from the State: regulation in the admission of students by preventing schools from selecting students, phasing out the practice of shared funding and the banning of profit in educational institutions, that is, obtaining deregulated dividends for the management of an educational service. The adoption of this alternative generated extensive debate between different actors in the system. For example, there are school administrators who argued that the elimination of the selection process would make it difficult for educational institutions to ensure the adhesion of families to their educational project or constitute a disincentive to "merit" within the system; that the removal of the shared financing would limit the flexibility in the educational management depriving schools of unrestricted funds and increasing the administrative burden of accountability for public funds; and that profit would be a fair return for managing an educational project; thus, its elimination would not contribute to the diversity in a system of educational supply. Meanwhile, the families of the students said that admission mechanisms hitherto in force are functional to the purpose of putting their children in school environments they consider appropriate.

A second challenge is that the school system be endowed with highly professional educators able to transform quality of education. The alternative policy has been to replace the existing teaching regulation mechanisms and establish a Professional Teaching Development System according to

a bill being debated in Parliament since April of 2015. This initiative includes, on the one hand, various measures to strengthen the initial training of teachers; for example, a more demanding university entrance process and a diversification of alternatives for studies in Pedagogy, mandatory program accreditation and the demand for diagnostic mechanisms and support during the training period and, on the other hand, a better structuring of the teaching function. This includes measures such as strengthening the integration into teaching practice through an induction system in which the novice teacher is accompanied by an experienced teacher; a teaching career of three compulsory and two voluntary sections in which progress rests on formative assessment and improvement instances associated with higher than current economic incentives; increase teachers' non-teaching hours for class preparation; and a universal coverage of teachers' professional development policy, including all levels of school education (nursery, primary and secondary) and the gradual integration of the subsidized private sector. The design of this new educational policy has benefited from an intense discussion among stakeholders, particularly on attributes such as conditions for entry into the career, career progression, teaching time distribution or relevant alternatives to the improvement of practicing teachers.

A third challenge is to count on a very good public education, capable of guaranteeing the right to quality education throughout the country and up to the standards of quality of the school system. In this regard it was decided, by a bill sent to the Parliament in November of 2015, to separate the management of public schools from the administration of municipalities through the creation of Local Education Services; that is, 67 units that would group schools distributed among municipalities in each region. These would be technical agencies exclusively dedicated to manage public education in the territory, adequately funded in its role of intermediation via additional baseline contribution to the school subsidy and including compensation for territorial particularities. These agencies would be dependent on a National Direction reporting to the Ministry of Education. With respect to the different options to address this challenge, it has been argued alternately, that the State should only intervene on those municipalities that have demonstrated a deficiency in educational performance and that a combination of greater resources and modernization of the structure of municipalities would be enough to strengthen public education and finally that the local management of public education should be funded by the school subsidy among other contributions.

In short, the distribution, use and management of school resources in Chile today unfolds in a complex scenario framed by the consolidation of the SAC and the development of a deep and challenging educational reform for all actors in the system.

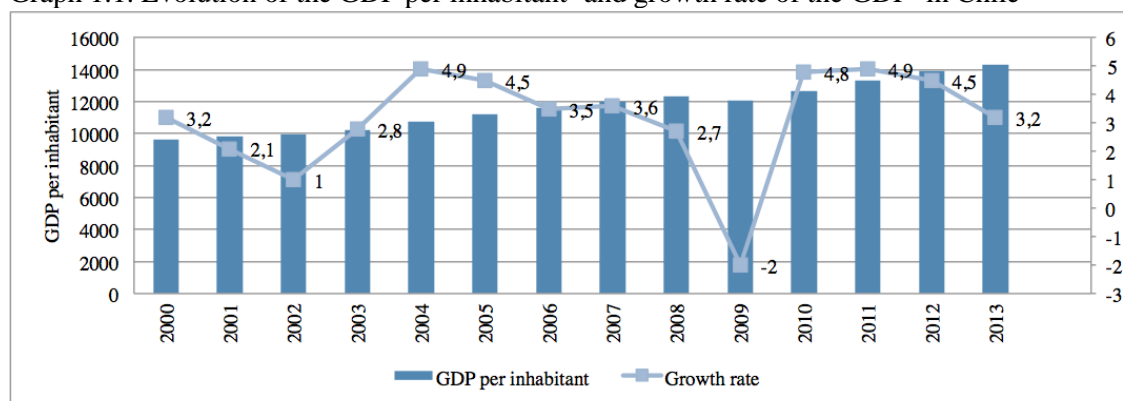
Chapter 1: The national context

1. This chapter gives a brief general overview of the economic, social, demographic and political scenario where the educational system evolves, and provides the context for the discussion presented in the following chapters.

1.1 The economic context

2. Chile benefits from abundant natural resources and enjoys a strategic position within the dynamics of the Asia-Pacific region. The country features a stable economy widely open to the international trade and a low debt level with regard to its GDP (Gross Domestic Product). Therefore, the country is a leader in the Latin-American region in terms of productivity (IMF), human development (UNDP) and competitiveness (Schwab, 2014).
3. The Chilean economy relies on the export of minerals, which main products are: refined copper (28%), copper mineral (20%), non-processed copper (4.1%), sulphate chemical wood pulp (3.3%) and wine (2.4%). As compared with the rest of the countries, the product outcome configuration of Chile indicates it has a relatively low-complexity economy (it ranked 72 in the Economic Complexity Index (ECI) in 2012), which means there is a low level of productive knowledge at the basis of its economic activity. In fact, the trend of this economy in the past 50 years has been the reduction of complexity (*The Observatory of Economic Complexity*, 2015).
4. According to the size of its GDP (US\$386.6 billion PPP), in 2013 Chile's economy ranked 44th among 179 economies in the world. That same year, its per capita GDP reached US\$21,942 (PPP) positioning Chile as a high-income country (*The World Bank*, 2013).
5. At present, Chile's economy is 2.4 times bigger than it was at the start of the 1990s. The GDP evolution (graph 1.1) between 2000 and 2008 showed an average growth of 3%, a recession in 2009 caused by the financial crisis, and a recovery since 2010 featuring a 3.7% average growth rate, which started to decline in 2012.

Graph 1.1. Evolution of the GDP per inhabitant¹ and growth rate of the GDP² in Chile



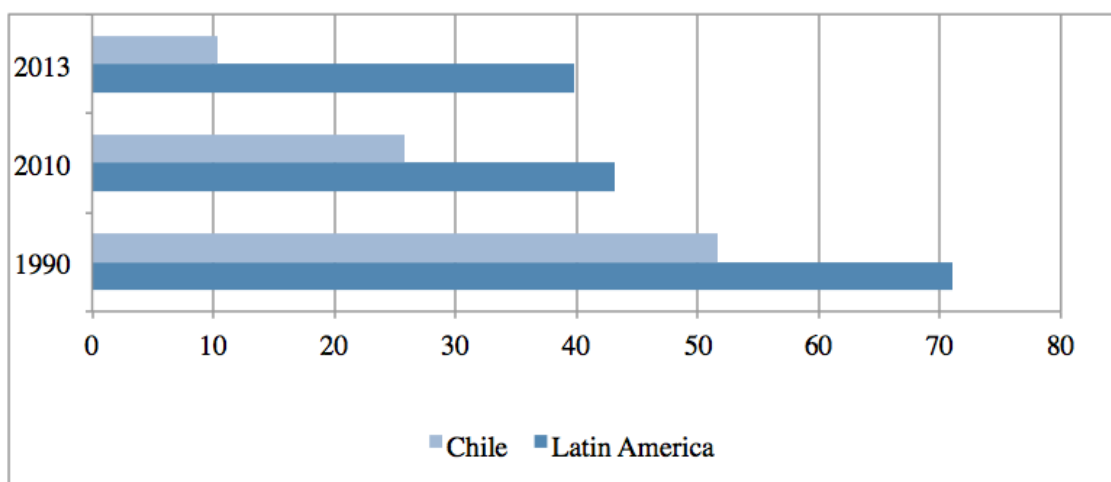
¹ According to prices in 2010.

² According to constant prices.

Source: Economic Commission for Latin America and the Caribbean.

6. The growth of Chile's economy in the past decades has allowed a remarkable reduction of poverty levels (graph 2.1). According to a household survey carried out in 2013, "poverty" and "extreme poverty" rates reached 7.8% and 2.5% respectively (Ministry of Social Development, 2015a).

Graph 1.2. Evolution of the percentage of population below the poverty line.



Source: Based on information from statistics gathered by the Economic Commission for Latin America and the Caribbean.

7. Nevertheless, from late 1980s, the growth pattern of Chile's economy has shown a persistently high level of inequality regarding the distribution of income (Solimano & Torche, 2008). The Gini coefficient for Chile based on surveys administered to households, as reported by ECLAC, has consistently stayed above 0.5. Indeed, in 2011 Chile showed the highest level of income concentration of all OECD countries (OECD, 2015). Furthermore, recent studies taking into account the actual participation in the income of 1%, 0.1% and 0.01% of the richest population have estimated a Gini coefficient above 0.6% for Chile (López, Figueroa & Gutiérrez, 2013).

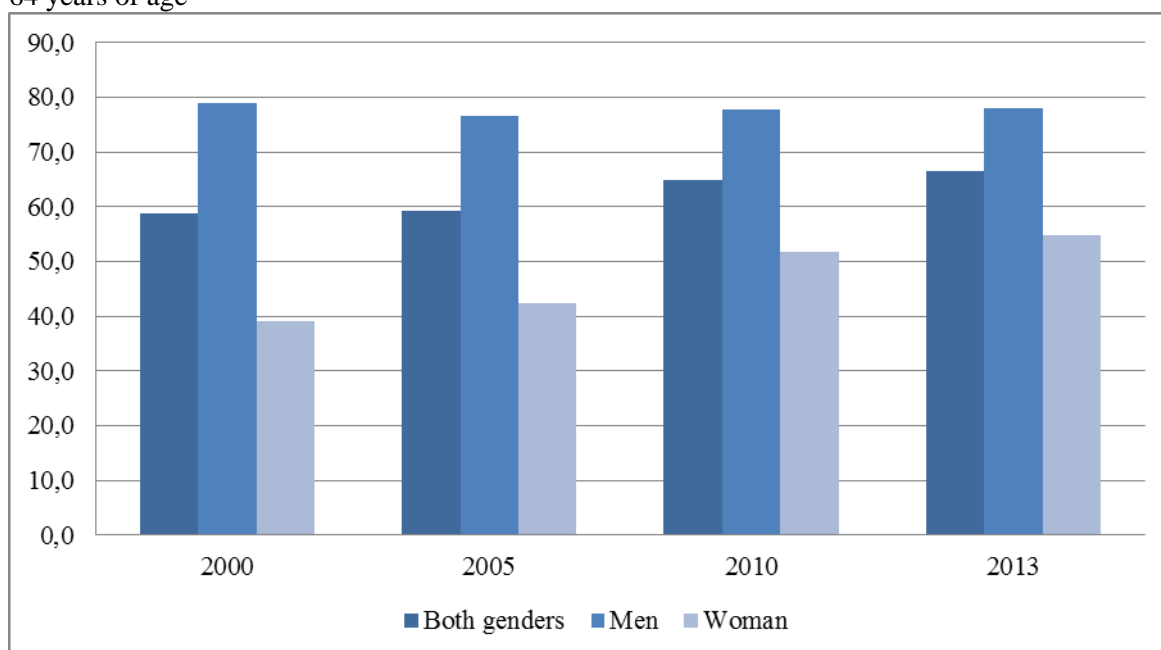
Table 1.1. Evolution of income distribution in Chile

Year	Gini Coefficient
1990	0,55
2000	0,56
2013	0,51

Source: Economic Commission for Latin America and the Caribbean.

8. With regard to the labour force, since 2000 there has been an increase in the participation rate of the economically active population (EAP), reaching two thirds by 2013. This is a result of the important increase of the participation of women in the labour world (16 points); nevertheless, this participation rate is still low if compared with international standards (Graph 1.3).

Graph 1.3. Evolution of the percentage of EAP by gender in Chile, population between 15 and 64 years of age



Source: OECD (2014), "Labour Market Statistics: Labour force statistics by sex and age: indicators", OECD Employment and Labour Market Statistics (database).

9. By 2015, the economically active population is estimated in 8.5 million people aged 15 and older, of whom 40% are women. There is also an important variation in the participation rate by age (57.4% average): from 35.4% in the 15-24 year-old range, an increase of 78.2%, 79.4% and 72.8% in the 25-34 year-old range, from 35 to 44 years of age and from 45 to 59 years of age respectively, and decreasing 28.6% in the range of 60 year-olds and older (ECLAC, 2015).
10. As far as unemployment is concerned, after having increased to two figures during the 2008 financial crisis, unemployment rates in 2013 fell to its lowest point since 2000. However, an important disadvantage in the access to labour market for women as compared with men persists.
11. Another trend worth mentioning that has become evident in the last decade is youth unemployment. In 2000, unemployment in the 15-24 year-old range was 2.2 higher than the population average, increasing by 2.4 times in 2006, and 2.7 times in 2013, thus reaching 19.2% (ECLAC, 2015).

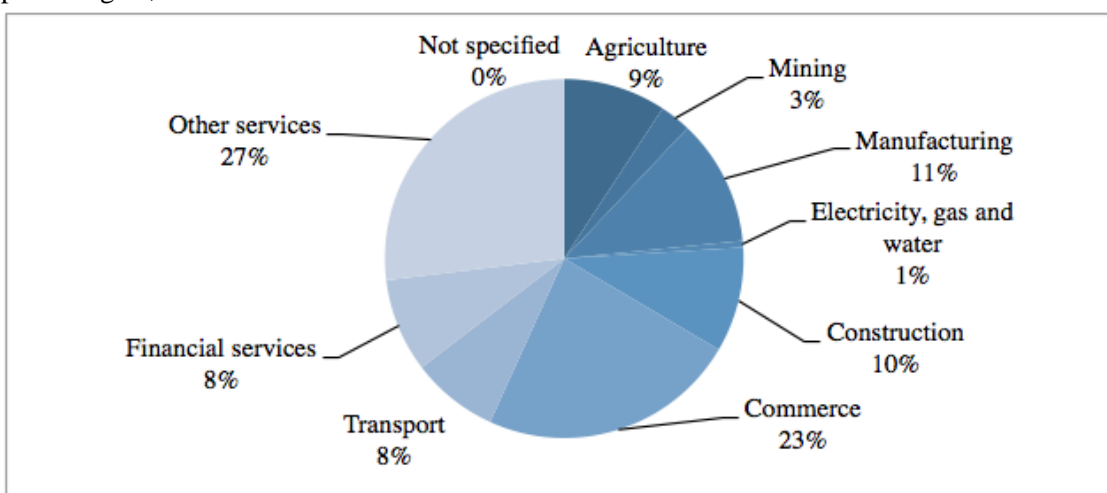
Graph 1.4. Evolution of the annual unemployment rate in Chile by gender, population aged 15-64 years old



Source: "Labour Market Statistics: Labour force statistics by sex and age: indicators", Employment and Labour Market Statistics (database), OECD, 2014.

12. In 2013, the employed population usually concentrated in the service, commerce and manufacturing industries. Also, one fourth of the employed population in 2011 worked in the informal labour market.

Graph 1.5. Structure of the employed population in Chile by economic activity sector in percentages¹, 2013



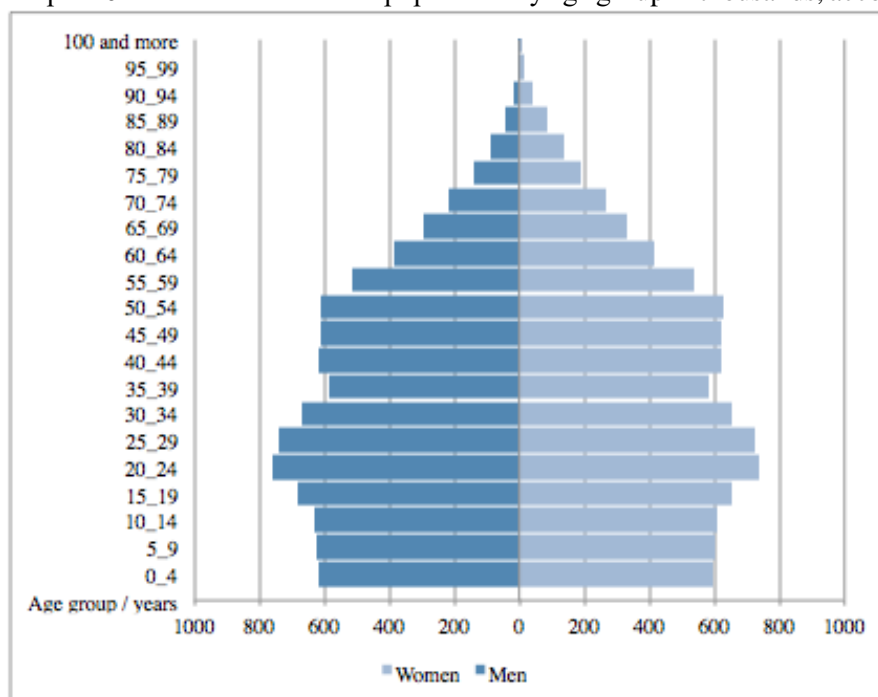
Source: Economic Commission for Latin America and the Caribbean.

¹ It refers to the employed population aged 15 years old and over.

1.2 Demographic dynamics and cultural aspects

13. The Chilean population was estimated in around 18 million people in 2015. Censuses carried out in 1992 and 2002 reported a mean growth rate (per 100 inhabitants) of 1.24%. Estimations for 2015 report 20,204,779 inhabitants. The graph below shows the current population structure by age.

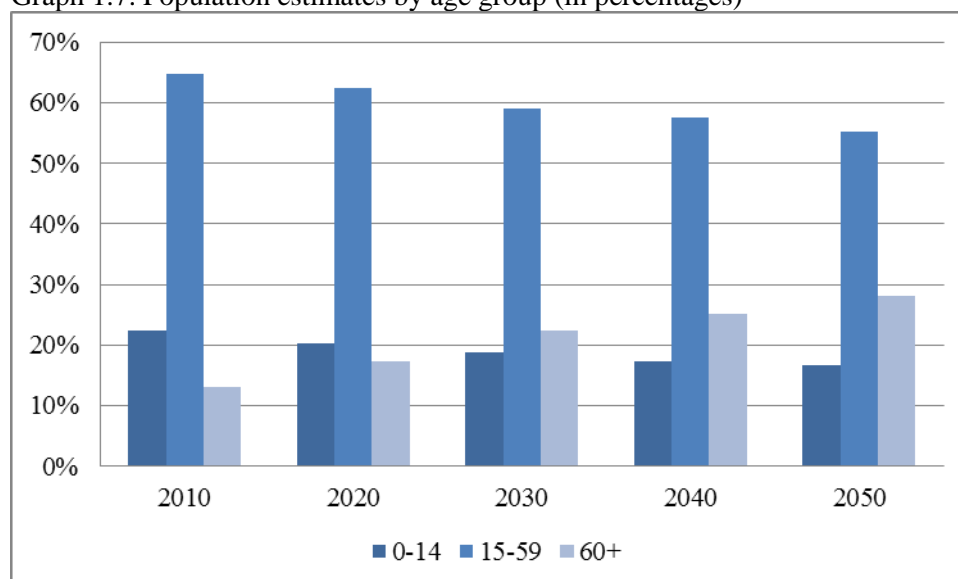
Graph 1.6. Estimation of Chile's population by age group in thousands, according to gender, 2015.



Source: Latin American and Caribbean Demographic Centre, ECLAC Population Division.

14. Chile is in the course of an advanced demographic transition process, evolving in the 20st century from high to low mortality and birth rates. In 2009, birth rates fell to 15 births per one thousand inhabitants, and fecundity rates to 1.94 children per woman. This figure is lower than the population required for population replacement, as observed since 2001 (INE, 2008).
15. An important consequence of the demographic dynamics of Chile is the progressive aging of its population. Regarding this, a new definition of the relationship between age groups is expected where the proportion of the elderly and adult population (15 to 59 years of age) increases and the population aged 15 or younger decreases.

Graph 1.7. Population estimates by age group (in percentages)



Source: Demographic and Vital Statistics System, INE.

16. A significant implication of demographic transition in Chile is the expected change in size of the population eligible to receive formal education. In indeed, people aged between 0 and 24 years old in 2025 is expected to fall an average of 7.7%. Such reduction will be especially faster for the 15-19 year-old range (8.2%) and the 20-24 year-old range (16.7%) eligible to attend secondary and tertiary education respectively and slower in the 5-9 year-old range (3.0%) and in the 10-14 year-old range (2.3%).

Table 1.2. Estimation of the population in the 0-24 year-old age in Chile, in 2000-2005 (thousands of people, in mid-year)

	0-4	5-9	10-14	15-19	20-24
2000	1,333	1,492	1,469	1,328	1,175
2005	1,241	1,332	1,493	1,468	1,326
2010	1,223	1,241	1,333	1,492	1,467
2015	1,213	1,222	1,241	1,333	1,491
2020	1,186	1,212	1,223	1,242	1,332
2025	1,135	1,186	1,213	1,223	1,241
2030	1,068	1,134	1,187	1,214	1,223
2035	1,005	1,068	1,136	1,187	1,214
2040	958	1,006	1,069	1,136	1,187
2045	940	958	1,007	1,070	1,137
2050	922	940	959	1,008	1,071

Source: Latin American and Caribbean Demographic Centre, ECLAC Population Division.

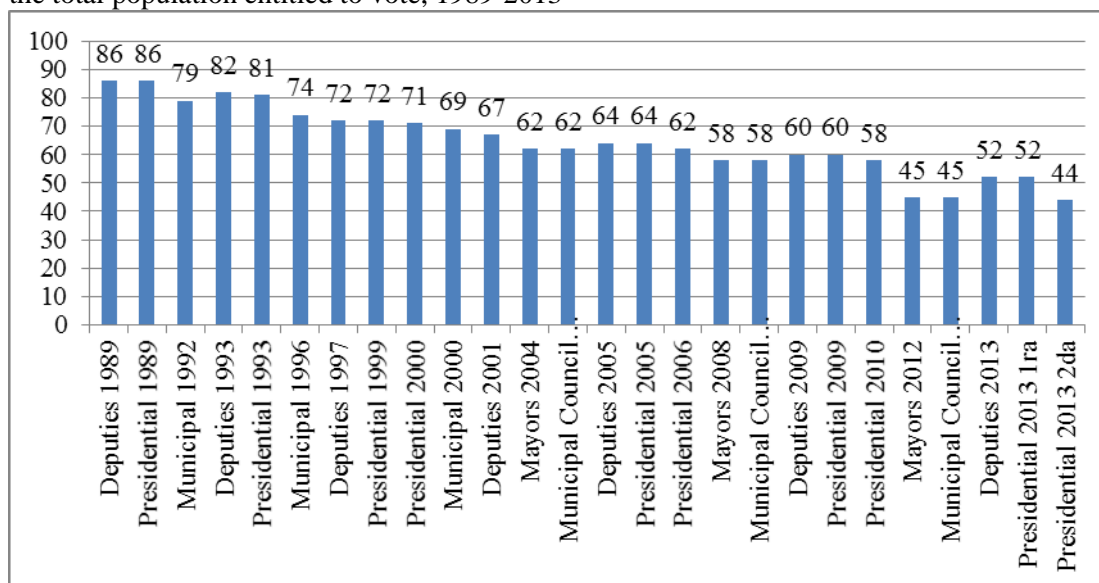
17. With regard to the distribution of the Chilean population in urban and rural areas, this population has experienced a progressive urbanisation process since the 1960s, with 86.6% of the population living in urban areas in 2002 (INE, 2008). Nevertheless, the Chilean regions of Maule (VII), La Araucanía (IX) and Los Lagos (X) reported an urbanisation rate below 70%. Estimations point out that this rate will be stable at around 90% by the end of the decade (ECLAC, 2015).
18. In 2002, most part of the population lived in three large metropolitan areas: 5.6 million inhabitants in Greater Santiago; 861,000, in Greater Concepción, and 824,000 in Greater Valparaíso (Ministry of Housing and City Planning, 2015).
19. Chile has a multi-ethnic population with American-Indian and European background. Estimations report at two-thirds of the Chilean population is white and one-third is of *mestizo* origin (Cruz-Coke & Moreno, 1994). The 2013 survey of household socio-economic classification (CASEN) estimated that Chile's indigenous population (belonging to one of the indigenous peoples recognised by the State) reached 9.1% (almost 1.57 million) (Ministry Social Development, 2015b).
20. The prevailing *de facto* official language in Chile is Spanish.
21. Freedom of religion in Chile is a constitutional right, with most members of the population being Catholic. In the 2002 Census, population aged 15 and older described themselves as catholic (70%), evangelical (15%), and atheist, agnostic or with no religion (8%). Despite this, the Chilean society is following the Western trend towards secularisation - with an expected current and future decrease in the adherence to different religions by the country's population.
22. Lastly, it is also worth mentioning that, in the past decade, the immigrant population has doubled from 1% (154,643 people) to 2.1% (354,581 people) between 2006 and 2013. Most immigrants come from Latin America (Ministry of Social Development, 2015c). Based on data from the last household survey, an estimation of 56,000 children and youth attend to school and nursery schools, or to primary and secondary schools (Ministry of Social Development, 2015d).

1.3 State organisation and political context

23. Chile's constitution defines the country as a democratic republic. It is managed with a presidential-type regime where the President of the Republic leads the Government and the administration of the State (Executive Power), and also performs the duties of Head of State.
24. The President of the Republic is chosen through direct voting and absolute majority of the votes validly cast, to serve 4-year periods without immediate re-election. Some of the President's duties are: Assist in the creation of acts or laws by proposing them through bills (*Mensajes*), approving and enacting the same; exercise his/her power to set out regulations to implement laws (statutory power); appoint and remove ministers of State, and appoint ambassadors, ministers, diplomats and representatives before international organisations.
25. The *Legislative Power* is exercised by Chile's National Congress composed of a Chamber of Deputies (Lower Chamber) and a Chamber of Senators (Higher Chamber). 120 deputies make up the Chamber of Deputies whose members are elected through direct vote by electoral districts, and are renewed every four years. The Senate is composed of 38 members who are elected by senatorial circumscriptions according to the number of regions in the country. Senators' term of duty is eight years, and their positions are renewed alternately every four years. The new Law No. 20,840 (2015) *Replacing the binominal electoral system by an inclusive proportional system aimed at strengthening representativeness within the National Congress* sets out that, from the parliamentary elections taking place in 2017, 155 deputies and 50 senators will be chosen.
26. The *Judiciary* power is exercised by the courts of justice at the top of which is the Supreme Court of Justice, the highest court of law within the country. The Supreme Court is a collegiate body composed of 21 ministers running all the country's courts, except for *ad hoc* courts (Constitutional, Elections, Regional Elections and Military courts). The Courts of Appeals and the Civil, Juvenile, Family and Labour Courts are within the scope of the Supreme Court. Oral Hearings and Examining Courts are in place to deal with criminal cases in the Judiciary.
27. Other State autonomous organisations that are relevant in terms of educational policies are:
 - Constitutional Tribunal: This body is composed of members of the three State powers. Among its duties, it is responsible for monitoring and resolving matters connected with the constitutional character of a bill (National Congress Library, 2015).
 - Office of the General Comptroller: Autonomous organisation responsible for carrying out surveillance duties, pursuant to the law, of any administrative acts and deeds; for auditing expenditures made by the Treasury, municipal bodies and the Government's institutions and services, and for managing the country's general accounts. This body is chaired by a Comptroller General appointed by the President of the Republic with a majority agreement by the Senate members (National Congress Library, 2015).
 - Prosecution or Attorney General's Office: Organised as a National Prosecution Office, this body is composed of a National Prosecutor and 18 regional prosecution offices responsible for leading criminal investigation, taking the defendants before court, if relevant, and protecting the victims and witnesses (Prosecution Office, 2015).
 - National Defence Council: This board is responsible for "advising, defending and representing the patrimonial and non-patrimonial interests of the Chilean State and its institutions, both through court and out-of-court actions and advocacy" (National Defence Council, 2015). It is managed by a Chairman and a Lawyers' Council appointed by the President of the Republic.
28. A distinct characteristic of the Chilean political context in the past two decades has been a sharp fall in the population's electoral turnout. After a high participation by citizens in the

elections during the transition to democracy in the late 1980s, electoral registration dropped systematically in the 1990s and 2000s. An automatic registration system was implemented in 2012, and the voluntary vote scheme enlarged voter registration to almost 13 million people; nevertheless, citizen engagement in the past presidential election (44% in the second round in 2013) reached its lowest level since 1989 (Ríos, Gaete & Sacks, 2015). Contreras & Navia (2013) have shown how this decreasing voter participation rates are connected with age cohorts, with the age groups ranging between 18-24 and 25-34 years old reporting the lowest level of voter registration in the 1988-2010 period.

Graph 1.8. Percentage of people participation in the Chilean elections process, as compared with the total population entitled to vote, 1989-2013



Source: Ríos, Gaete & Sacks, 2015.

29. With regard to political cycles, the current administration (2014-2018) is led by President Michelle Bachelet, who has the backing of the New Majority (*Nueva Mayoría*) conglomerate grouping a number of centre-left political parties and having a majority of seats in both chambers of Parliament and the regional councils. This administration followed President's Piñera's period, which was supported by the centre-right Coalition for Change (*Coalición por el Cambio*) or Alliance (*Alianza*), and governed the country between 2010 and 2013 when the right climbed to power after four consecutive administrations of the centre-left coalition (*Concertación de Partidos por la Democracia*).
30. The current administration implemented a Government programme containing an ambitious educational reform. This reform involves three challenges at the school level: transiting from a market-oriented logic to a social right focus in the provision of educational services; strengthening of public education, and promoting teacher professional offer. Each challenge relates with bills and initiatives at different levels of development.
31. The challenges faced by the current reform and its main initiatives at a school level, have been organised in three strands (Mineduc, 2014a). They are:

Strand 1: An institutional framework ensuring access to education and family security.

- Bill aimed at putting an end to profit making and student selection, and promoting non-paid free education. The purpose of this bill is ensuring that resources are effectively spent in the student community, and families are the ones to choose the school and not the other way around.

Strand 2: Quality public education

- A new financing model to be implemented that will take into account fixed costs and student vulnerability among other factors.
- New system of public education: New specialised Local Education Services to be created that will be exclusively responsible for managing public schools.
- Implementation of an immediate agenda aimed to support and strengthen public education, carry out concrete improvements in public schools in the area of infrastructure, digital connectivity, workshops, equipment for sports and the arts, pedagogical innovation, development of teaching and leading capacities, and support to student engagement and development.

Strand 3: A modern, dignified and better paid teacher profession

- Development of a new national teacher policy allowing attracting talented students to the teaching profession, improving teacher training, and creating a staged teacher professional career, among other actions (Mineduc, 2014b).

1.4 Public sector administration

32. Chile is a unitary State, i.e. it has a sole centre of political power exercised by bodies sitting in the capital. At its core, the Government is composed of the President and his/her secretaries of State (Cordero, 2012) who are at the head of 24 ministries³. The administration of the State is based on an organic structure usually under the President's supervision and including all bodies that are not a part of the Legislative or Judiciary power (Cordero, 2012).
33. With the purpose of internal governance and administration of the State, the Chilean territory is divided in regions, and these are divided in provinces. For local administration, provinces are divided in communes or districts. At present, there are 15 regions, 54 provinces and 346 communes.

Table 1.3. Chile's administrative division: regions, number of provinces and number of communes

Region	Number of provinces	Number of communes
XV – Region of Arica and Parinacota	2	4
I - Region of Tarapacá	2	7
II - Region of Antofagasta	3	9
III - Region of Atacama	3	9
IV - Region of Coquimbo	3	15
V - Region of Valparaíso	8	38
VI - Region of Libertador Gral. Bernardo O'Higgins	3	33
VII - Region of Maule	4	30
VIII - Region of Biobío	4	54
IX - Region of La Araucanía	2	32
XIV - Region of Los Ríos	2	12
X - Region of Los Lagos	4	30
XI - Region of Aysén del Gral. Carlos Ibáñez del Campo	4	10
XII - Region of Magallanes and Antártica Chilena	4	11
XIII – Metropolitan Region of Santiago	6	52
Total	54	346

Source: Under-Secretariat of Regional and Administrative Development.

³ Namely: The Ministry of the Interior and Public Security; Ministry of Foreign Affairs; Ministry of National Defence; the Finance Ministry; the Ministry of the President's General Secretariat; Ministry of the Government's General Secretariat; the Ministry of Economy, Development and Tourism; the Ministry of Social Development; Ministry of Education; the Ministry of Justice; Ministry of Labour and Pensions; Ministry of Public Works; Ministry of Health; Ministry of Housing and City Planning; Ministry of Agriculture; Ministry of Mining; Ministry of Transport and Telecommunications; Ministry of National Estates; Ministry of Energy; Ministry of the Environment; Ministry of Sports; National Women Service, and National Council for Culture and the Arts.

34. The government and administration of each region is led by a Superintendent appointed by the President of the Republic, with the support of regional ministerial secretaries and a regional council elected by direct vote. Provincial administration is vested on a governor appointed by the President of the Republic. Administration of each commune is the responsibility of a municipality led by a mayor and a communal council that are chosen by direct vote every four years. It is worth mentioning that, from the 1980s and until current days, municipalities are responsible for administering public education in Chile, whether through Municipal Education Departments (DAEM) or corporations. By 2014, school administration is carried out by 294 DAEM and 53 corporations.
35. Other bodies that are a part of the Executive Power are: the Office of the General Comptroller, the Armed Forces and Carabineros Police, the Central Bank, the National Television Council, and the public companies and services created by law. Such bodies have different levels of autonomy and centralization (Cordero, 2012)⁴.
36. It is worth mentioning that the Government and State Administration bodies, as well as the public services linked to them, follow a functional specialisation logic in the provision of different social needs (e.g. health, education, housing, rights, etc.), which results in a highly compartmentalised public agency facing the challenge of intersectoral coordination.
37. Constitutional Organic Law No. 18,575 (1986), *General Bases for State Administration*, sets out the general guiding principles for the civil service. Its specific aspects are governed by Law No. 18,834 (1989), called the *Administrative Statute*. Likewise, the public service contains special regulations in connection with certain services or sectors, for example, addressed to employees working in public companies, to staff working in the field of public education in municipalities or to municipal officers (Iacoviello & Zuvanic, 2006). Some of the general principles for public servants set out in the existing legal framework (George-Nascimento, 2015) are described below:
- They are governed by the public service regulations (or are public officers) who work with indefinite or term contracts.
 - Access to the services and promotion are achieved through competitive processes based on merit.
 - Salary is the same for similar duties and responsibilities, and conditions are similar.
 - Services are autonomous regarding staff management.
 - Each year, the Budget Law sets out the maximum number of staff by department and service.
38. The policy to employ civil servants in Chile is designed by the National Board of the Civil Service (Civil Service) and the Budget Board⁵ (DIPRES), both reporting to the Ministry of Finance. On the one hand, the Civil Service designs policies for the management and development of people working in the Administration of the State and, in conjunction with the Council of Senior Civil Servants, administers the Senior Civil Servants System⁶ (SADP) to supply the Central Government institutions with the relevant senior staff to carry out public policies through competitive and transparent processes. On the other hand, each year DIPRES sets out the maximum number of staff to serve in each ministry and service, and authorises the maximum expenditure for this concept.
39. At present, the State's Central Administration has approximately 3,600 senior staff and 203,000 officers. In the latter's case, 38% are career officers with a permanent contract

⁴ There are 135 public services. For example, the Civil Registration and Identification Service (SRCEI), the Internal Revenue Service (SII), the National Schools and Scholarship Assistance Council (JUNAEB), the National Statistics Institute (INE), several superintendences, etc.

⁵ See: <http://www.serviciocivil.gob.cl/>

⁶ See: <http://www.serviciocivil.gob.cl/sistema-de-alta-direcci%C3%B3n-p%C3%ABlica-0>

(*planta*), while 60% work under a contract that is renewed each year (*a contratada*), (George-Nascimento, 2015). In addition to that, ministries and public services frequently increase their staff by personal service contracts (*a honorarios*). This hiring system is not subject to the general regulations of the civil service as it is contingent and discretionary in nature, even arbitrary, and more often than not would correspond to a permanent labour relationship. In mid-2014, DIPRES reported that 36,850 people were working as service contracts in the Administration of the State, with 63% of them working full time. Most of them were professionals (48%) and technicians (23%).

40. In this context, there are several practices or mechanisms that have been gradually implemented to ensure accountability from civil servants:
 - Administrative probity: Civil servants are bound to “fully comply with the principle of administrative probity” focused on the “general interest” while in the exercise of their duties, by using “relevant means of diagnosis, decision-making and control aimed at carrying out, within the juridical order, an efficient and effective management task” (Law No. 18,575).
 - Performance appraisal: There is an appraisal system in place to evaluate each year “the performance and skills of each officer with regard to the requirements and characteristics imposed by their position” (Law No. 18,834). Performance appraisal is a key for promotion processes.
 - Collective performance bonuses: Civil servants are awarded additional bonuses for collective performance that are in line with the accomplishment of goals in their relevant services (Law No. 19,553⁷).
 - Senior staff: Senior management positions are subject to open competition for a three-year period, with the possibility of continuation depending on performance appraisal (Law No. 18,834). The Senior Management System for the Civil Service (Law No. 19,882) in the registered services (84%) carry out sophisticated selection and performance appraisal processes for senior staff for recruitment and capacity building purposes, thus limiting the authority’s discretion to fill in over 3,000 senior management positions.
 - Transparency mechanisms: Law No. 20,285 (2008) *About the access to public information* (Transparency Law), ensures the right of any person to request and receive information available in any body of the Administration of the State. Based on this regulation, each service reports information such as the number of staff, administrative acts, purchases, budget details, etc. through a portal designed for such purpose. Requests to access public information are also regulated by these mechanisms.
41. During the past decade, Iacoviello & Zuvanic (2006) identified important improvements in the operation of the Civil Service; nevertheless, it could be said that it is still in a transitional stage between a system of high political involvement in the appointment of officers and a rationalised system to fill in the different positions and the civil service career. Likewise, the country is facing the challenge to improve quality and “decency” – by ILO’s terms – of the civil service and strengthening public work and probity with the purpose of achieving a robust State ready to serve citizens (Agreement protocol between the Chilean Government and ANEP, 2015). Also, the OECD (2012) has stated that, among other challenges, Chile must carry out a substantial discussion about the type of civil service employment needed among stakeholders, aimed at combining the benefits of a career-based system with a position-based system. On the other hand, following the country’s general pattern, the administration of the civil service features a high level of centralization (Presidential Advisory Committee for Decentralisation and Regional Development, 2014).
42. At least two relevant reforms are being implemented to address the challenges faced by the civil service administration. On the one hand, the Executive Power has forwarded to the

⁷ Law No. 19,553 dated 1998: It awards modernisation bonuses and other more specific benefits.

Parliament (Presidential Message No. 557-363) a Bill aimed at perfecting the Senior Management System (SADP) and strengthening the National Board of the Civil Service. This bill includes measures such as: strengthening of the National Board of the Civil Service to coordinate and supervise human resource management in the Administration of the State; increasing the coverage of the SADP; removing transitional senior staff in vacant positions, and increasing the citizens' capacity to monitor the duties of senior staff and their performance.

43. Additionally, the Government's agenda on decentralisation and regional development is exploring the implementation of systemic measures to re-distribute the various powers and capacities within the country, which have been divided in 5 strands: Decentralisation; Policy; Administrative Decentralisation; Financial-Economic Decentralisation; Local and Regional Capacity Building, and Citizen Engagement and Democratic Monitoring (Presidential Advisory Committee for Decentralisation and Regional Development, 2014). A concrete action in this area is the forwarding to Parliament of a Bill (Message No. 761-363) creating the Ñuble Region (number XVI) within the territory of the current Ñuble Province, with the city of Chillán as future capital.

1.5 Social scenario

44. Any public policy in Chile today derives from a highly complex social scenario defined by a combination of high individual expectations, strong demands to the State and an increasing lack of trust.
45. From mid-2000s, Chile has witnessed strong expressions of youth dissatisfaction regarding the country's educational system, leading to a student movement whose representatives have remained a highly relevant actor in the public agenda. In 2006, a robust movement composed by secondary education students, called the "penguin revolution", aimed at demanding education quality and equity, which had the support of other concerned stakeholders (teachers, parents, social actors, etc.), urged the State and the administration of the time to adopt a deep process of changes with the purpose of improving education quality and equity. In early 2011, the student movement got stronger and radicalised, drawing international attention. At the time, secondary and university students organised mass demonstrations in the country's most important cities, which were supported by citizens, had a strong impact on the public agenda and caught international attention. Such demonstrations were a means to express dissatisfaction for education quality and equity and the making of profit as an incentive for the provision of education, as well as to vindicate education as a social right and demand the strengthening of public education (Tezanos, 2013). Moreover, the student movement has gone as far as questioning the legitimacy of the political institutional structure in general and could well be the most important social and political development of the past decade.
46. By contrast, recent public opinion polls have reported that in the period between 2008 and 2014, citizen's trust in communication mass media (radio, newspapers and television) and institutions (Government, Congress, political parties, courts of law) has dramatically decreased (Diego Portales University, 2015).
47. In addition, the Human Development Report for 2015 offers a key to understand the current complexity of the social scenario. The report states that Chile today is experiencing a politicisation process that is re-defining what is possible and what can be decided socially. This politicisation is expressed at different levels. With regard to the public discourse, there is an ongoing debate about the country's image; disagreement regarding the country's past, present and future, and a range of different ideas to achieve and justify such changes. There is also an increasing relevance of social movements with increasing demonstrations and

demands (from specific demands such as increasing a benefit to demands aimed at changing the rules of the game). Likewise, there is also a diversification of positions in the elite, e.g. regarding the need to transform the economic model among the economic, political and social elites. Indeed, there is evidence that, despite their lack of interest to use formal channels for political engagement and the level of disapproval of their representatives, citizens are increasingly adopting political positions in key political issues (pensions, health, education financing, elections system, work, taxes, the judiciary, the constitution) for social coexistence demanding deep transformations (UNDP, 2015).

48. This is a particularly challenging scenario for the structural reforms contained in this administration's Government Programme (Bachelet, 2013).

Chapter 2: The school system⁸

49. The aim of this chapter is to describe some of the main characteristics of the school system in terms of organisation, administration and performance. Thus, the elements necessary to understand the process of decision-making, allocation, and use of resources in the school system will be provided.

2.1 Organisation of the school system.

System organisation

50. The Chilean School System is regulated by the Political Constitution of the Republic of Chile (1980) and by Law No. 20,370 (2005) which enacted the *General Education Law* (LGE). This regulation defines the principles and goals of school education; the rights and obligations of the school system's stakeholders, including the State's function; the existing educational levels and modalities in the system; the requirements that authorise schools to provide School Education (official recognition); and the institutional framework to ensure an educational system characterised by quality and equity.⁹
51. It is structured in three levels: Early Childhood Education and Care (ECEC), Primary School, and Secondary School Education (Humanistic-Scientific (HC), Vocational (TP) and Artistic education). Along with this, in order to fulfil Special Education Needs (SEN) for the entire population, it incorporates the modalities of Special Education and Adult Education.
52. ECEC is the first level of the Chilean education system that attends boys and girls since birth until their admission to Primary Education (Mineduc, 2014 c). It grants quality learning to all kindergartens, in a systematic, timely and pertinent manner, which is parallel and complementary to the education provided by the families.
53. This level is divided in six grades, one for every year of age (see table 2.1). According to the LGE, the State must promote the attendance of boys and girls to ECEC at all levels, for which purpose it finances a free of charge system starting from the lowest middle level (see table 2.1). While the enforceability of the Transition Level 2 (NT2) has been approved, it has not come yet into full force; therefore, it is not a requirement to access primary school.
54. However, in the context of this report, when referring to ECEC, this will include exclusively the last two grades, in other words, Transition Level 1 (NT1) and Transition Level 2 (NT2)¹⁰.

⁸ In this report, "School System" makes reference to the system responsible for children's education since age four and onwards (with the exception of sections 2.1 and 2.6 of this chapter, where children are considered since their birth).

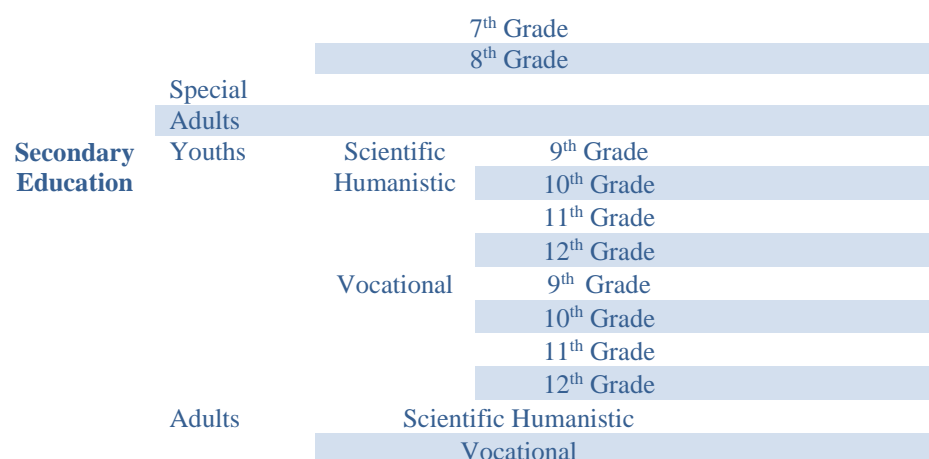
⁹ It is worth mentioning that the General Education Law came into force in 2009; however, there is a set of modifications that will come into force by 2017. Therefore, this section only makes reference to the current situation. In order to know the situation of school system from 2017 onwards, check the last paragraph of this section.

¹⁰ In 2015 the first four levels of ECEC, i.e. from the lowest nursery up to the highest middle level (Table 2.1.), are subject to a system of administration and financing with substantive differences with regard to the rest of the levels and grades of the school system. In addition to this, the recent creation of the Under-Secretariat of ECEC (SdEP), incorporates new modifications to operate this sector. With this background, and for a greater writing clarity, this report only covers the first transition level (Pre-kinder) of ECEC and onwards.

55. The Primary Education level is focused on the comprehensive education of the students in their physical, affective, cognitive, social, cultural, moral and spiritual dimensions, developing their capabilities according to the knowledge, skills and attitudes defined in the national curriculum, and which will allow them to continue the formal educational process. Of a mandatory nature, this level is focused on children aged six years old and older. This level includes eight grades, and each one of them has the length of one school year (for the definition of one school year see section 5.2 of this report). The achievement of this level is a requirement for admission to Secondary Education.
56. The Secondary Education level is mandatory for all youths and its role is providing formal and systematic education to boys and girls who graduate from Primary Education. The maximum age to access Secondary Education is 16 years old; it includes four grades of development, each one with the duration of one year. This educational level offers common general education and differentiated education during the last grades of education (11th and 12th grades). The differentiated areas of education available within the system are: Humanistic-Scientific (HC), Vocational (TP) and Artistic education.
57. The different types of differentiated education enable students to continue their studies in Tertiary Education. However, vocational Secondary Education constitutes a field of training for the working life that considers the preparation of specific job skills leading to the granting of a mid-level technician degree.
58. In total, after adding the years of primary and Secondary Education, mandatory education for Chilean students is 12 years.
59. In addition to these three levels, there are two organisational and curricular options that aim at fulfilling the specific requirements of personal and/or contextual learning with the purpose of granting the right to education (Law No. 20,370, Art. 22) which are called *educational modalities*. Currently, there are two modalities implemented in the school system: Special Education and Adult Education, where one or more educational levels can be taken: (ECEC, primary or secondary school education).
60. The Special Education modality is developed transversally in all levels, providing services, human resources, and specialised knowledge to those students who have special education needs (temporary or transitional), as a consequence of any learning deficit or difficulty.
61. The Adult Education modality is aimed at youths and adults who wish to start or complete their studies in the primary or secondary school levels with the objective of ensuring the fulfilment of mandatory education or of continuing Tertiary Education.

Table 2.1. Levels, modalities and grades of the Chilean school system.

Level	Modality	Grade
Early Childhood Education and Care	Regular	Lowest Nursery*
		Highest Nursery*
		Lowest Middle*
		Highest Middle*
		Transition Level 1 (NT1)
		Transition Level (NT2)
Primary Education	Special	
	Regular Children	1 st Grade
		2 nd Grade
		3 rd Grade
		4 th Grade
		5 th Grade
		6 th Grade



Source: Author's own elaboration.

Notes: *ECEC grades that are not addressed in this report.

62. Schools may teach one or more levels of education. Thus, there are schools that offer the complete cycle of education, from ECEC (usually pre-kinder or kindergarten) to Secondary Education (either with HC, Vocational and/or Artistic education), while other schools only offer some of these levels or grades.
63. As shown in the following table, only 16% of Chilean schools teach all the courses that are mandatory in the school system.

Table 2.2. Number and percentage of schools according to continuity of levels and administration type, 2015

	Municipal Schools		Subsidised Private School		Private Paid School		Delegated Adm.		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
NT2 to 12 th grade	256	(5)	1113	(18)	292	(51)	0	(0)	1661	(14)
1 st grade to 12 th grade	19	(0)	150	(2)	43	(7)	0	(0)	212	(2)
7 th grade to 12 th grade	118	(2)	77	(1)	2	(0)	1	(1)	198	(2)
9 th grade to 12 th grade	296	(6)	174	(3)	3	(1)	68	(97)	541	(5)
ECEC to 8 ^o grade	2092	(40)	871	(14)	11	(2)	0	(0)	2974	(25)
ECEC to 6 ^o grade	173	(3)	110	(2)	4	(1)	0	(0)	287	(2)
1 th grade to 8 th grade	252	(5)	224	(4)	7	(1)	0	(0)	483	(4)
1 st grade to 6 th grade	398	(8)	202	(3)	3	(1)	0	(0)	603	(5)
Only ECEC	58	(1)	1841	(31)	115	(20)	0	(0)	2014	(17)
Others	1617	(31)	1269	(21)	97	(17)	1	(1)	2984	(25)
Total	5279		6031		577		70		11957	

Source: Statistics Unit, Research Center, Mineduc, Preliminary Directory, 2015.

Note: The "Others" category: corresponds to schools that teach, for example, ECEC and 1st grade; 2nd to 6th grade, among other combinations.

64. There are schools which, in addition to regular education, teach the modality of Special Education and/or Education for Adults, while there are other schools that only teach one of these modalities.

Provision of education and types of schools

65. The LGE Law sets out a provisional system of mixed nature, which includes a public sector, where the property and administration is the responsibility of the State (or its bodies), and a private sector, which can be eligible to receive financing from the State, assuring to the people the freedom to choose the school of their preference (Law No. 20,370).

66. Four types of educational schools can be found in Chile's educational system according to ownership, financing and administration. In this context, this classification is called *Administration Type*.
- Municipal schools are public educational centres which belong to a municipality that, for their operation, receive a subsidy from the State. They can be administrated by the Municipal Education Department (DAEM) or by an entity created by the same municipality (Municipal Corporation).
 - Schools of Delegated Administration are educational centres owned by the State that are administrated by private-law non profit legal persons (Decree No. 3,166).
 - Subsidised private schools are private educational centres owned by a natural person or a private legal person who receive financing from the State, via subsidy, for its operation.
 - Private paid schools are private educational centres owned by a natural or legal person, without public financing for its operation.
67. In 2015 subsidised private schools and some municipal schools which provide Secondary Education, may have received, in addition to financing from the State, financing from the families. These schools are called schools with *shared financing*.

Table 2.3. Number and percentage of schools according to the level and education modality, and administration type, 2014.

Level/Teaching Modality			Total	Administration type							
				Municipal		Subsidised Private School		Private Paid School		School of Delegated Administration	
				No.	%	No.	%	No.	%	No.	%
ECEC	Regular	6122	2696	(44)	2963	(48)	463	(8)	-		
	Special	1837	134	(7)	1702	(93)	1	(0)	-		
Primary Education	Regular	8491	4660	(55)	3407	(40)	422	(5)	2	(0)	
	Special	778	332	(43)	444	(57)	2	(0)	-		
	Adults	390	208	(53)	175	(45)	7	(2)	-		
Secondary Education	Youths	HC	2560	632	(25)	1504	(59)	378	(15)	46	(2)
		TP	949	454	(48)	423	(45)	2	(0)	70	(7)
	Adults	HC	728	330	(45)	364	(50)	34	(5)	-	
		TP	87	59	(68)	28	(32)	0	(0)	-	
Total		12061	5331	(44)	6065	(50)	595	(5)	70	(1)	

Source: Research Center, Division of Planning and Budget, Ministry of Education.

Notes: The schools may teach more than one level of education at a time; therefore, they were counted as many times as the levels of teaching they provided. However, in the aggregate, they were only counted once.

Student Enrolment

68. In relation to the number of students enrolled in the system, a decrease in the enrolment in both Primary Education and Secondary Education can be observed, which is in line with the decrease of birth rates. In ECEC, however, the number of students enrolled has increased, driven mainly by the incorporation of boys and girls at earlier ages (see section 2.6.).

Table 2.4. Total enrolment according to the level of education/training and modality. Years 2005, 2008, -2014

Level of education/training			Years			
			2005	2008	2011	2014
ECEC	Regular Education		...	...	346,167	378,052
	Special Education		...	...	104,026	137,141
	Total		...	...	450,193	515,193
Primary Education	Regular Education		2,213,210	2,096,472	1,989,155	1,939,926
	Special Education		28,733	32,956	37,610	39,677
	Adult Education		23,255	22,053	23,198	17,491
	Total		2,265,198	2,151,481	2,049,963	1,997,094
Secondary Education	Youths	HC	629,715	638,187	625,890	613,078
		TP	395,995	377,271	354,097	296,596
		Total	1,025,710	1,015,458	979,987	909,674
	Adults	HC	91,916	97,066	109,594	108,915
		TP	10,878	10,370	13,265	10,443
		Total	102,794	107,436	122,859	119,358
	Total		1,128,504	1,122,894	1,102,846	1,029,032
	TOTAL		3,393,702	3,274,375	3,603,002	3,541,319

Source: Statistics Unit, Research Center, Planning and Budget Division, Mineduc.

69. In relation to enrolment according to type of administration it can be observed that, in municipal schools, the number of students enrolled has decreased from 50% in 2004 to 37% today. By contrast, enrolment in subsidised private schools has increased to 54% of the total enrolment rate. Enrolment in private paid schools has remained stable during the last 10 years. It is worth mentioning that during 2013-2014, the downwards enrolment trend in municipal schools has stopped.

Figure 2.5. Total enrolment according to educational provider (2004-2014)

	Schools								Total
	Municipal		Subsidised Private		Private Paid		Delegated Administration		
	N	%	N	%	N	%	N	%	
2004	1,869,996	50	1,534,349	41	284,257	8	51,973	1	3,740,575
2005	1,832,861	49	1,608,077	43	254,163	7	56,808	2	3,751,909
2006	1,759,726	47	1,681,105	45	250,800	7	56,603	2	3,748,234
2007	1,681,578	45	1,716,258	46	254,031	7	55,839	2	3,707,706
2008	1,607,356	44	1,764,355	48	256,380	7	55,182	1	3,683,273
2009	1,563,361	42	1,825,031	49	255,864	7	54,321	1	3,698,577
2010	1,481,972	41	1,852,661	51	258,716	7	54,258	1	3,647,607
2011	1,429,409	40	1,861,754	52	258,311	7	53,528	1	3,603,002
2012	1,359,508	38	1,884,934	53	255,233	7	49,473	1	3,549,148
2013	1,325,737	37	1,897,949	54	265,044	7	48,357	1	3,537,087
2014	1,304,634	37	1,919,392	54	270,491	8	46,802	1	3,541,319

Source: Statistics Unit, Research Center, Planning and Budget Division, Mineduc.

Recent changes to the structure of the school system

70. One of the changes to be implemented is the enforceability of one year of ECEC (kindergarten), which will increase the number of mandatory years on education from 12 to 13 years. This increase was approved in 2014 in the Chilean Constitution; however, the regulation setting out the implementation of the same is not yet available.
71. Another important change for the school system is that the length of Primary and Secondary educational levels, 8 and 6 years respectively, will become 6 years each. With this change Secondary education will consist of a 4-year common plan of general education followed by

and 2 years of differentiated education. This transformation –which implies huge challenges in terms of teaching staff, infrastructure, and schools operation-, was defined by LGE and is programmed to be effective as of school year 2018¹¹.

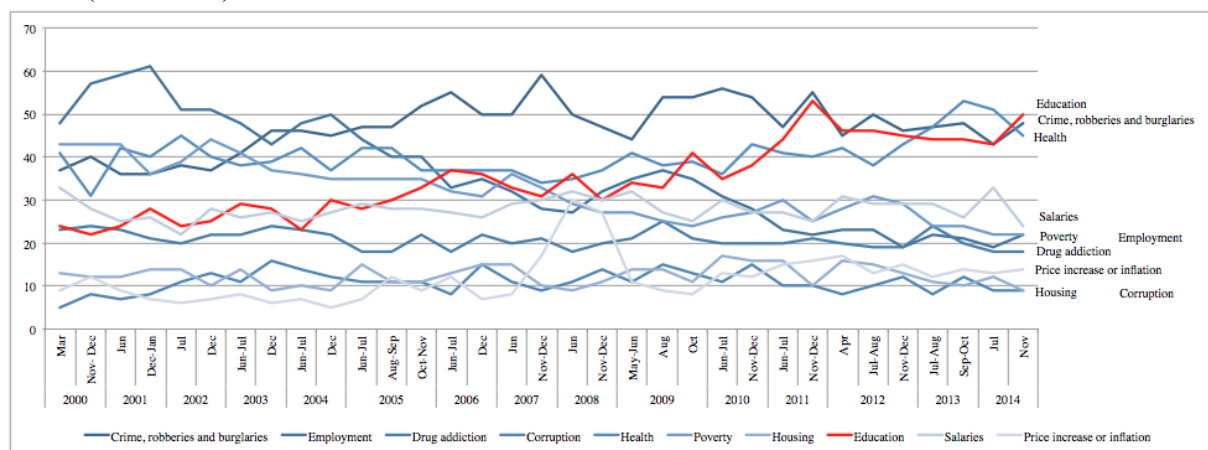
72. These challenges are largely related to the structure that schools have, as shown in Table 2.2.: only 5% of municipal schools and 20% of subsidised private schools offer the current complete school cycle of mandatory education (1st grade to 12th grade).

2.2 Education context

Importance of education in the Chilean society

73. For the Chilean public opinion, education has a high importance. After a crosscut review of the data gathered by a survey carried out by the Centre of Public Studies (CEP), it is possible to observe the place that education holds (red line) in terms of the issue that should concentrate the Government's highest attention, which has increased specially since 2009.

Graph 2.1. Which are the three issues that the Government should devote more effort into solving them? (2000-2014)



Source: Survey of the Centre of Public Studies

74. This context is reflected on increased public and private expenditures in formal education (more details in Chapter 3). In the case of non formal education (tutorship, private classes, preparation of the test for admission in Tertiary Education or other), there is no information regarding the amount of resources that families invest in this type of support.
75. The importance of the education in society is also reflected within the political scope. On the one hand, there was an impact from the students' movements of 2006 and 2011 which ended in major legislative changes such as the replacement of the Constitutional Organic Law of Education (LOCE) (established by the military dictatorship) by the General Education Law (Vera, 2011; García-Huidobro & Concha, 2009); and, on the other hand, from the political programme of the current Government coalition which includes, as one of their cornerstones, the need to implement educational reforms to modify the structural elements of the educational system.

¹¹ As to facilitate the implementation of this change, Mineduc has modified Decree N°315 that regulates official recognition of school by the State. For more information <http://bcn.cl/1m26h>.

Traditions, cultures and values in the Chilean education system

76. Regarding to the model of conceiving education and its role in the society, the Chilean constitutions (1833, 1925, and 1980) show different paradigms under debate. According to Oliva (2008), the two main issues of debate have been the *Teaching State*, on the one hand, and the *Freedom of Education*, on the other. The teaching state appeals to an “education directed by the State, secular and liberal, which privileges the public over the private” (Oliva, 2008, page 211), while the Freedom of Education, places education in a private domain centred mainly in the families.
77. Until 1980, the prevailing model was the Teaching State, with a strong public education centred in the Ministry of Education¹². Afterwards, with the new constitution of 1980, there was a turn towards a Subsidising State which strongly encouraged the entry of the private sector in the provision of education. Currently, the Chilean system works fundamentally on the same principle of the Subsidising State, but with modifications incorporated in the last legislations¹³ which aim to transform it into a Guarantor State.
78. Nevertheless, two principles coexist in the current educational system: the right to quality education for everyone (LGE) and freedom of education, understood as the right to open, organise and maintain schools without other limitations than those imposed by the moral, decency, public order and national security (Political Constitution of the Republic of Chile, Chapter III, Article 11, 1980).
79. Regarding the provision of education, the Chilean educational system has traditionally had a mixed system of provision: a public system, provided by the state or its bodies (currently the municipalities) and a private system. It is necessary to specify that, while in general these two types have coexisted, during most of the 20th century the great majority of education provision was public, a situation that began to gradually change after the 1980 reforms.
80. There is an evaluative culture in the school system associated to the application of standardised measuring instruments, on the one hand, to measure learning achievements at a national level, but on the other hand to be used as an admission mechanism to Tertiary Education. Recently, with the entry into force of Law No. 20,529 (2001), *National System of Quality Assurance for ECEC, Primary and Secondary Education, and its Surveillance Mechanisms* (SAC Law), a concept of quality related with the fulfilment of standards is consolidated which contemplates mechanisms of accountability with high consequences (for more information see chapter 5).
81. Along with the latter, there is a context of low teaching professionalization¹⁴ which is expressed, on the one hand, by the low salaries received by teachers in comparison with the salaries received by other professionals with the same number of years of study, and on the other hand, by the low occupational prestige of the teaching profession among the community in general.
82. Regarding salaries, there are large differences between a teacher’s salary and the salary of professionals with similar years of study. For example, in the fifth year after graduation from college, a teacher receives on average half of the salary of other professionals (excluding engineering and medicine), a third of the salary received by engineering professionals and a

¹² In 1980 80% of the enrolment was public.

¹³ Specially the LGE and Law N° 20,845 (2015) about “Student inclusion regulating de admission of students, eliminating shared financing and forbidding profit making by schools that receive contributions from the State” (Inclusion Law).

¹⁴ Their causes can be attributed to diverse factors, such as the quality of the training received by teachers after the reform to Tertiary Education that took place in the 80’s or ministerial policies in place that put scarce emphasis on professionalization or teaching autonomy, among others.

fourth of the salary received by medical professionals (for more details see chapter 5). Lack of reputation is evidenced from surveys carried out about this issue. According to Cabezas & Claro (2011), only 47% of people declare that being a teacher is something to be proud of which coincides with a survey taken to students in their last years of Secondary Education, where 66% declare that teaching is the career with the least social reputation (Educar Chile-Adimark, 2010). This sense of discredit is found even among teachers themselves, because although they identify the importance of their profession, at the same time, 80% of them believe that social recognition is medium or low. (Ávalos & Sevilla, 2010).

The role of the media

83. As way of background, traditional media in Chile (written press, radio and television) is concentrated in a few consortiums. In many cases, these media are owned by economic groups with strong ties with the political world (Mönckeberg, 2009).
84. Education began to have more visibility and relevance in the traditional media, as an issue in the public agenda, after the student movements of 2006 and 2011, which has remained active in the context of the diverse educational reforms in this area.
85. However, when analysing the written press editorials within the period when the student movements took place (Santa Cruz & Olmedo, 2012; Cabalín, 2013), it is shown that they present a unified or hegemonic vision regarding the causes and eventual solutions to the conflict. The causes are attributed to the imperfect implementation of the model, therefore, avoiding the interpretation of the structural problem. Thus, coherent with this analysis, the solution should respond to refinements to the model, but not to deeper changes.
86. Alternative views, mainly structural questioning to the system, have become visible in non-traditional media, mainly linked to social networking websites and the Internet, whose importance has also encouraged a number of investigations related to the development and consequences of the Chilean student movement (Valderrama, 2013; Scherman, Arriagada & Valenzuela, 2013; Cabalín, 2014).

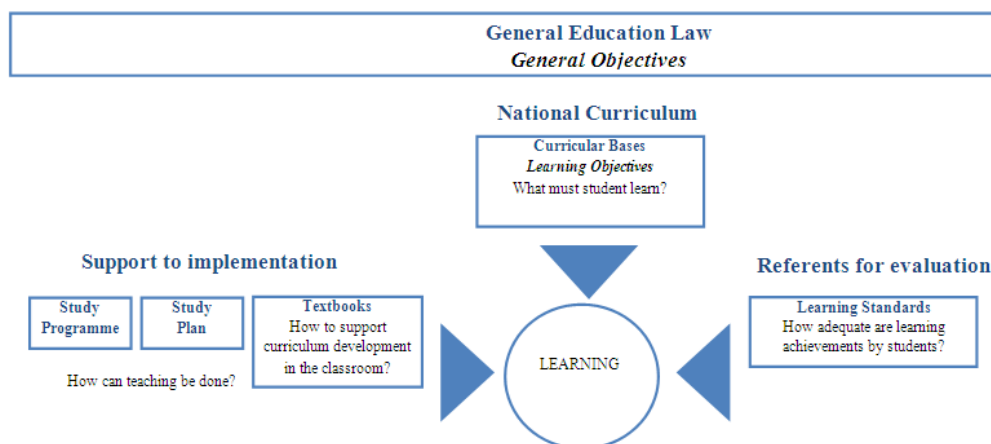
2.3 Objectives of the educational system and learning objectives of the student.

Objectives and purpose of the educational system

87. The Chilean educational system seeks to guarantee the rights contained in the Chilean Constitution (1980) and the international treaties ratified by Chile.
88. According to the LGE, education is understood as the process of continuous learning throughout life which seeks to achieve spiritual, ethic, affective, intellectual, artistic and physical development through the transmission and cultivation of values, knowledge and skills. This process should be driven by the respect of human rights, fundamental freedoms, multiculturalism, peace, and enable people, on the one hand, to coexist responsibly, tolerantly, cooperatively, democratically and actively and, on the other hand, to work and contribute to the development of the country, i.e., the current regulatory framework aims at an integral development of people (Law No. 20,370, Art. 2).

89. Additionally, education is inspired by the principles of universality and permanent education, quality of the education, equity of the educational system, autonomy, diversity, responsibility, participation, flexibility, transparency, integration, sustainability and intercultural relations (Law No. 20,370, Art. 3).
90. The LGE defines *General Objectives* for each educational level, which are the general guidelines that drive the curricular instruments for all the school system (as it is shown in the following figure) including the Curricular Bases, Programmes and Plans of Study, and the Learning Standards.

Figure 2.1. General objectives and curricular instruments



Source: Based on the 2009 Curricular Adjustment document.

Table 2.6. Summary of the general objectives for nursery, primary and Secondary Education

Educational Level	General Objectives
Nursery Education	This level seeks the comprehensive development of children by promoting learning, knowledge, skills and attitudes enabling them, among other things, to: stand on their own; develop self-care; relate harmoniously with other people; promote their curiosity, and develop attitudes and habits which will make learning easier in the following levels.
Primary Education	Students in this level are expected to develop the knowledge, skills and attitudes, both personally and socially as well as in the field of knowledge and culture, enabling them, among other things, to: act according to the values of a good citizen; recognise and respect cultural and social diversity; work individually and as a team; think in a reflective way; be able to communicate effectively in the Spanish language; understand and express simple messages in one or more foreign languages; access information and communicate by using information technologies; understand and use basic mathematical concepts and processes; know the main milestones and historical processes in Chilean history; know and value the natural environment and its resources; apply basic scientific research skills and attitudes, and know and value artistic expressions.
Secondary Education	Students in this level are expected to develop the knowledge, skills and attitudes, both personally and socially as well as in the field of knowledge and culture, enabling them, among other things, to: lead their own autonomous, fulfilling, free and responsible life; plan for their life and personal projects; interact in heterogeneous socio-cultural contexts; appreciate the fundamentals of democratic life and human rights; become aware of the power of language to construct meaning and interact with others; use information technologies in a reflective and efficient way; understand and express themselves in one or more foreign languages; understand and apply mathematical concepts, processes, theories and scientific reasoning; develop attitudes that benefit the conservation of the natural environment; know the main milestones and historical processes in the history of humanity, and have an informed aesthetic

sense and express it. In the case of vocational and artistic education, other general objectives include the graduation profile of each specialisation field.

Source: Based on information from the General Education Law.

Learning objectives and curricular instruments

91. To achieve the General Objectives described above, Mineduc has to generate *Curricular Bases* for each level of the Chilean educational system. Curricular Bases are the main instrument of the national curriculum ensuring that all students enjoy a similar educational experience, thus fulfilling the mission to offer a common cultural base for the entire country and favouring social cohesion and integration (Curricular Bases for Primary Education, 2013).
92. Curricular Bases set out *Learning Objectives* integrating skills, knowledge and attitudes considered relevant for students to achieve the General Objectives corresponding to the education level they are attending. Learning Objectives are divided in categories: *Transversal Learning Objectives* (*Objetivos de Aprendizaje Transversales*, OAT) related with the personal development and the moral and social behaviour of students which achievement does not depend on a specific subject but rather on a comprehensive school experience, both outside and inside the classroom, and the *Learning Objectives* (*Objetivos de Aprendizaje*, OA) that evidence in a clear and accurate way what is the level of learning that a student should achieve in each subject¹⁵, upon termination of the school year (Curricular Bases for Primary Education, 2013).
93. Implementation of the Curricular Bases is compulsory for all schools recognised by Mineduc; therefore, because of their nature and before coming into force, they must be approved by the National Council of Education (*Consejo Nacional de Educación*, CNED) (see section 2.4 for description).
94. There are two curricular instruments facilitating the implementation of the Curricular Bases leading to learning achievement: *Study Programmes* and *Study Plans*.
95. Study Programmes provide for a temporary organisation of the Learning Objectives for achievement during the school year. They make easier the work of teachers in the classroom, provide an approximate estimation of school timings, the suggested performance indicators, and give examples of activities and evaluation.
96. Study Plans set out the estimated minimum time required for their development in each subject so that they can achieve the Study Programme.
97. The Ministry of Education is required by law to prepare Study Programmes and Plans for each grade in primary and Secondary Education, which must be authorised by the National Council of Education (*Consejo Nacional de Educación* or CNED) with regard to their relevance with the Curricular Bases. Despite the foregoing, each school is free to design their own plans and programmes (taking into account their community's requirements and the educational project), provided that they contribute to the achievement of the Learning Objectives set out in the Curricular Bases. Should the school lack its own plans and programmes, it is bound to use the ones proposed by the Ministry of Education.
98. Currently, after publication of the General Education Law (LGE), school education is experiencing a curricular change aimed at a staged replacement of the curricular scheme

¹⁵ A set of knowledge, experiences and skills related with one or more specific disciplines or with any aspect of the student's development, which have been grouped and ordered within the context of the school curriculum with the purpose of organising and promoting the relevant learning (Curricular Bases for Primary Education, 2013).

existing before the 2009 law. The following table shows the situation as at 2015, when the curricular framework and the adjusted curricular framework correspond to the curricular scheme existing before 2009.

Table 2.7. Curricular referents in place in 2015

Level	Grades	Referent	Subjects
Primary Education	1 to 6	Curricular bases ¹⁶	All
	7 to 8	Adjusted curricular framework ¹⁷	Language and Communication; Mathematics; History, Geography and Social Science; Natural Science and English
	7 to 8	Curricular framework ¹⁸	Visual Arts; Music; Physical Education, Technological Education and French
Secondary Education	1 to 4	Adjusted curricular framework	Language and Communication; Mathematics; History, Geography and Social Science; Natural Science and English
	1 to 4	Marco curricular	Visual Arts; Music; Physical Education, Technological Education and French

Source: Based on Candia, E. & Claro, J. (2014) *Estudio comparado de los sistemas educativos: el caso de Chile (A compared study of educational systems: The Chilean case)*. Research Center, Mineduc.

Learning Standards

99. Learning Standards are referents describing what students should know and do in order to evidence certain levels of fulfilment of the Learning Achievements set out in the existing curriculum. They are tools allowing establishing how adequate is students' learning with regard to the objectives set out in the curriculum for each grade and subject. Learning Standards are based on curricular bases.
100. At present, learning is measured by means of the SIMCE¹⁹, a standardised test administered to students attending 2nd, 4th, 6th and 8th grades, as well as 10th and 11th grades, in all the country's public or private schools (whether subsidised or not). Subjects assessed are: Language and Communication (Reading Comprehension and Writing); Mathematics; Natural Science; History; Geography, and Social Science and English.
101. Learning Standards include three levels:
 - Insufficient: Students in this level are not able to show consistent evidence that they have reached the most basic knowledge and skills set out in the curriculum for the period assessed.
 - Elementary: Students in this learning level have partially achieved the requirements contained in the curriculum. For this, evidence should be shown that they have reached the most basic knowledge and skills set out in the curriculum for the period assessed.
 - Adequate: Students in this learning level have satisfactorily achieved the requirements contained in the curriculum. For this, evidence should be shown that they have reached the most basic knowledge and skills set out in the curriculum for the period assessed.
102. Each learning level sets out minimum knowledge and skills requirements associated simultaneously to cut-off scores in the SIMCE test. Eight standards were in place in 2015, with two of them going through an approval process.

¹⁶ Decree No. 439 and No. 433 of 2012.

¹⁷ Decree No. 256 and No. 254 of 2009.

¹⁸ Decree No. 240 of 1999 and Decree No. 220 of 1998.

¹⁹ System to Measure the Quality of Education.

Table 2.8. Learning Standards in the Chilean school system

Subject	Grade where the test was administered	Contents included	Cut-off scores by learning level		
			Insufficient	Elementary	Adequate
Natural Science History, Geography and Social Science	4 th Grade	1 st to 4 th Grade	< 247	≥ 247 y < 282	≥ 282
	8 th Grade	5 th to 8 th Grade	< 248	≥ 248 y < 297	≥ 297
	8 th Grade	5 th to 8 th Grade	< 243	≥ 243 y < 296	≥ 296
Reading	2 nd Grade	1 st to 2 nd Grade	< 215	≥ 215 y < 265	≥ 265
	4 th Grade	1 st to 4 th Grade	< 241	≥ 241 y < 284	≥ 284
	8 th Grade	5 th to 8 th Grade	< 244	≥ 244 y < 292	≥ 292
	10 th Grade*	7 th to 10 th Grade	< 250	≥ 250 y < 295	≥ 295
Mathematics	4 th Grade	1 st to 4 th Grade	< 245	≥ 245 y < 295	≥ 295
	8 th Grade	5 th to 8 th Grade	< 247	≥ 247 y < 297	≥ 297
	10 th Grade *	7 th to 10 th Grade	< 252	≥ 252 y < 319	≥ 319

* Decree in the process of approval.

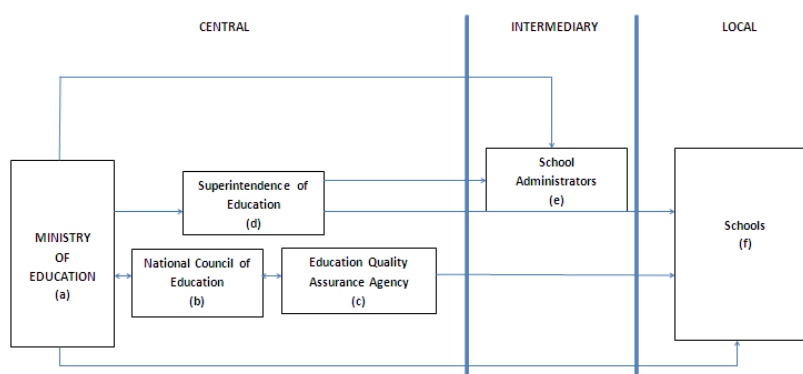
Source: Based on information from Learning Standards.

103. Learning Standards are used inform schools its learning results in a meaningful way by means of qualitative descriptions and pre-established criteria. Besides, it allows schools to diagnose their achievements and define goals and commitments. Learning Standards are also a key element for the Classification of schools in performance categories carried out by ACE at a national level (see section 5.7).

2.4 Distribution of duties within the school system

104. This section introduces the different levels of administration existing in the Chilean educational system, together with a description of the duties and responsibilities of the institutions and bodies composing the same.
105. The Chilean educational system is divided in three different administration levels: central, intermediary and local. The *central level* is composed of the institutions forming part of the *Quality Assurance System*, i.e. the Ministry of Education, as the system's leading organisation, and three specialised institutions that, in conjunction, see to the operation of the school system. Both the Ministry of Education as the other institutions, depending on their duties, may be administratively decentralised in all or some of the country's regions so as to ensure their presence at a national level. The *intermediary level* is composed of the entities that own and/or administer schools. Lastly, schools are considered the *local level* of the school system (see Figure 2.2.).

Figure 2.2. Levels and institutions of the Chilean educational system



Source: Author's own elaboration.

Central level: Quality Assurance System

(a) **Ministry of Education (Mineduc)**²⁰: Mineduc is the State office responsible for promoting the development of education at all levels (ECEC, Primary Education, Secondary Education and Tertiary Education) and modalities in place for assuring the quality and equity of the educational system (Law No. 18,956, Art. 1). It is the leading body of the Quality Assurance System that has the following purpose: “(a) Propose and evaluate the policies and plans for educational and cultural development; (b) Assign the necessary resources for the development of educational activities and cultural dissemination; (c) Keep a system to monitor the technical-pedagogical support provided to schools; (d) Study and propose the general rules applicable to the field and see to their compliance; (e) Grant Official Recognition to schools when relevant (open schools); (f) Control the activities of the units reporting to them; (g) Prepare instruments, design strategies and implement, by themselves or through third parties, programmes for schools support; and (h) Carry out the any other duty requested by law” (Law No. 18,956, Art. 2).

Additional responsibilities are as follows: (a) Approve and express any observations connected with the Curricular Bases and the programmes of study for approval by the National Council of Education; (b) Prepare the Learning Standards and performance indicator standards for schools and school administrators; (c) Design performance standards for teachers and school senior leadership staff; (d) Propose and evaluate policies, as well as designing and implementing programmes and technical-pedagogical support actions for teachers, senior leadership teams, education assistants, schools and school administrators; (e) Propose and evaluate policies connected with teacher initial and continuous education; (f) Establish, in conjunction with the Education Quality Assurance Agency (*Agencia de Calidad de la Educación*, ACE), the plan for national and international assessment of student learning; (g) Prepare statistics, indicators and studies about the educational system, within their scope, and make available to the public any relevant records as provided by law; (i) Execute the sanctions set out by the Education Superintendence o, as the case may require, apply the sanctions in the areas within its scope and as provided by law (Law No. 18,956, Art. 2). Additionally, the Ministry is responsible for reviewing and approving the plans and programmes of schools that decide not to use those provided by the Ministry of Education (Law No. 20,370, Art. 31).

Mineduc is linked to a series of institutions that relate with the Office of the President through its work, such as the National Board of ECEC Institutions (*Junta de Jardines Infantiles*, JUNJI), the National Commission for Scientific and Technological Research (*Comisión Nacional de Investigación Científica y Tecnológica*, Conicyt), among others (Law N° 20.370, Art. 31).

²⁰ See: <http://www.mineduc.cl/>

The Ministry's operational and territorial structure is organised in Regional Ministerial Secretariats (*Secretarías Regionales Ministeriales*, SEREMI). Currently, there is one Regional Ministerial Secretariat in each of the country's administrative regions (15) responsible for representing the Ministry in the region. Some of their duties involve: "Planning, regulating and supervising the pedagogical support provided, when relevant, in the schools located within their jurisdiction, seeking compliance with educational policies and objectives and their correct adjustment to regional needs and interests" (Law No. 18,956, Art. 15)

In operational terms, the SEREMI in each region is responsible for granting Official Recognition to a school administrator when requested; for revoking such Official Recognition when a school fails to comply with the necessary requirements for operation, and for developing the school calendar²¹ for all schools in the region (Law No. 20,370, Art. 36; Decree No. 289/2010).

Provincial Departments (*Departamentos Provinciales*, DEPROV) are bodies decentralised from the Regional Ministerial Secretariats, both operationally and territorially. The 42 DEPROVs existing throughout the country "are responsible for coordinating the technical-pedagogical support provided to subsidised schools governed by Decree Law No. 3,166 in their jurisdiction" (Law No. 18,956, Art. 16).

(b) National Council of Education (*Consejo Nacional de Educación*, CNED)²²: CNED is an autonomous financially independent legal entity which relates with the President's Office through MINEDUC. Its main role and priority is monitoring and promoting the quality of school and Tertiary Education.

Some of its duties include: (a) Approve or express observations to the Curricular Bases and programmes of study for all levels and modalities of the school system; (b) Approve or express observations to curricular adjustments focused on specific groups of the population (for example, indigenous peoples, talented individuals, or others); (c) Approve the plans and programmes for primary and Secondary Education, as well as adult education schemes developed by Mineduc; (d) Receive claims regarding the rejection of plans and programmes proposed by schools; (e) Report about performance appraisal plans set out in the Curricular Bases; (f) Report positively or with observations about learning quality standards, quality and performance (all of them proposed by the Ministry of Education), and (g) Report positively or with observations about the regulations on markings and promotion set out by the Ministry of Education. Additionally, CNED has to fulfil a series of duties in the field of Tertiary Education (Law No. 20,370, Art. 53 and 54). This body does not have a decentralised structure.

(c) Education Quality Assurance Agency²³ (*Agencia de Calidad de la Educación*, ACE): an autonomous and financially independent public service which relates with the President's Office through MINEDUC. Its role is to evaluate and drive the educational system towards the improvement of the quality and equity of educational opportunities, that is, provide all students the same opportunities to receive quality education.

Its duties include: (a) Assess the learning achievements of students pursuant to the national curriculum by means of standardised tests created by bodies external to the schools; (b) Assess the performance of schools and school administrators based on performance indicators and compliance with other indicators of education quality (see section 5.7 for a review of the "Other Standards of Education Quality"); (c) List schools according to their performance; (d)

²¹ The school year includes the length of the academic year, the date range for activities during the school year (organisation and planning, start, holidays and end), assessment periods depending on whether the schools has a trimester or semester scheme, authorisations to suspend classes and the relevant recovery period, among other things.

²² See: <http://www.cned.cl/>

²³ See <http://www.agenciaeducacion.cl/>

Validate assessment mechanisms for teachers and senior staff, and (e) Provide information regarding matters within its scope (Law No. 20,529, Art. 10).

ACE's current strategic goals include strengthening the guidance provided to schools in conjunction with the Ministry of Education aimed at developing improvements in the educational field; giving a new meaning to the implementation and use of cumulative assessments (SIMCE primarily) thus decreasing the focus on competition; enlarging the tools used to guide improvement (by generating new types of counselling visits and services to schools), and developing instruments for formative assessments.

The Agency is present throughout the country in five Macro-zones (MZ) which allows focusing the effort more effectively (www.agenciaeducacion.cl).

d) Superintendence of School Education²⁴ (Superintendencia de Educación Escolar, SIE): The SIE is an autonomous financially independent public service. It is a legal entity which relates with the President's Office through the Ministry of Education. Its main role is to make **sure that school administrators** (see letter (f) in this section) are abiding by the schools regulations (Law No. 20,529, Art. 48).

Some of its duties are: Supervise that resources are legally used in subsidised public schools; provide information to members of the school community and attend any claims or complaints submitted by them, and impose the relevant sanctions.

This body has regional offices aimed specially at attending any complaint submitted by citizens.

Intermediary level

(e) School Administrators: They are public law legal entities such as municipalities or other bodies created by law, as well as private law entities whose sole corporate purpose is education (Law No. 20,370, Art. 46)²⁵. These entities have the responsibility before the State to operate one or more schools without any limitation as to the number of schools they can manage.

Some of their duties are: (a) Comply with and fulfil the requirements in place to be granted legal recognition for the school or schools they manage (see item 4.3); (b) Have available and manage teaching staff, infrastructure, equipment and didactic material, and (c) Being accountable for academic results and the use of resources (when receiving public subsidies). They also have the right to develop and implement an educational project, create their own plans and programmes for their schools and, when relevant, receive State financing pursuant to the current regulation.

Closing schools is within their power.

There are 5,705 school administrators currently registered in the system. 347²⁶ are municipalities (municipal corporations or DAEM) and the rest are private administrators that manage schools with or without public financing.

Table 2.9. Number of school administrators according to their legal status

²⁴ See: <http://www.supereduc.cl/>

²⁶ Despite the fact that there are 346 municipalities in the country, the database has 347 school administrators registered in the system; the difference reported is in the Municipality of Quinta Normal, which has both a Municipal Corporation and a Department of Municipal Education Administration.

Legal status	No.	%
Municipal corporation	53	0.9
Municipal DAEM	294	5.2
Subsidised private school	4,934	86.5
Private paid school	445	7.8
School with delegated administration	17	0.3
Total	5,705	

Source: Summary of official data of school administrators in 2014. Statistics Unit, Research Center, Mineduc.

82.7% (4,720) of school administrators manage only one school; 8.5% (483) manage two schools; 1.8% (103) of them manages three schools, and 7%, i.e. 399 of school administrators manage four or more schools.

Public school administrators (corporations and DAEM) manage a median of 13 schools, generally a group of schools associated to a territory (commune). Private school publicly financed administrators may be partially considered as part of the intermediary level because only 584 of them, corresponding to 11% of the total, manage over one school, with only 157 managing three or more schools. Unlike public school administrators, private administrators receiving public financing are not necessarily associated to a territory.

Local level

- (f) **Schools:** Schools are educational establishments that take into practice the administrative and pedagogical management of an *Institutional Educational Project (PEI)*²⁷ aimed at providing educational experiences within the framework of education regulations.

There is an important area of responsibilities and scope for decision-making regarding schools that, pursuant to the existing regulations, are in hands of school administrators (as reviewed in the previous section). Nevertheless, there is another set of duties and rights defined by law that are under the responsibility of the school principal. Some of them include: Design, follow up and assess the school objectives, purposes, plans and programmes; organise and guide the technical-pedagogical work and professional training of teachers, and take measures to provide information to parents and guardians regarding the school's operation and their children's progress (Law No. 19,070). In the case of principals working in the municipal sector, they also have administrative powers such as the organisation, supervision and evaluation of teachers' work, with the capacity to propose to school administrators the termination of their labour relationship with up to 5% of teachers (provided that they receive a poor performance appraisal) (Law No. 20,501), and suggest replacement staff to the school principal. Regarding school finances, he/she may assign, administer and control the resources they have been granted.

To comply with the PEI, school principals also have powers such as deciding the size of the class, student groups, strategies to support students with learning difficulties, school leadership organisation, and the use of the school's premises.

Difference regarding autonomy between public and private schools receiving public financing

106. The two main differences regarding autonomy relate with the hiring and dismissal of staff and the purchase of goods and services.

²⁷ The PEI is an instrument designed by a school "containing explicit principles and purposes aimed at carrying out the educational action by providing a direction, meaning and integration (...); it is the main tool used for defining the educational aspects that are meant to be highlighted and worked out during the cycle of continuous improvement" (Mineduc, 2015).

107. In the case of municipal schools (DAEM or municipal corporations), teachers and senior leadership staff are subject to the *Teacher Statute* which sets out certain procedures for staff hiring, salaries and dismissal (see sections 4.6 and 5.4). Each school administrator is responsible for complying with these regulations. Support staff is hired under the terms and conditions of the Labour Law (Law No. 18,620), which regulates labour relations between workers and employers at a national level. On the other hand, the purchase of goods and services is regulated by Law No. 19,886 (2003) called the *Law Regulating the Terms and Conditions of Administrative Contracts for the Provision of Goods and Services* (Law on Purchases).
108. Staff working in subsidised private schools is hired exclusively under the Labour Code, whereas the purchase of goods and services is not subject to any regulation other than the restrictions imposed by the type of subsidy granted by the State.

Recent and future changes to the distribution of responsibilities

109. The current distribution of responsibilities at the central level is relatively new²⁸. The Education Quality Assurance System – composed by Mineduc, CNED, ACE and SIE – was created in 2011 pursuant to the Quality Assurance System Law. Before the creation of this law, the Mineduc and the CNED, the latter created by the General Education Law in 2009, were the only institutions existing in this area; therefore, the distribution of responsibilities is fairly recent.
110. There is a modification recently approved at the central level: Law No. 20,835 *Creating the New Under-Secretariat and the Intendence of Early Childhood Education and Care Education*. The bill reforming Tertiary Education is also being developed at this stage. Among other things, these initiatives are aimed at reorganising and increasing the efficiency of the entities forming part of the Quality Assurance System.
111. There is currently a bill intending to modify the intermediary level which proposes the creation of a *Public Education System*. This initiative seeks the creation of a body reporting to the Mineduc called *National Public Education Board* which will be responsible for coordinating the *Local Educational Services* that, in turn, will replace municipalities as public school administrators. The sole objective of these entities would be in the educational field with the responsibility to manage a series of schools grouped by geographic location and/or cultural background. In fact, this bill is proposing to transfer schools from the 345 municipal administrators to 76 local services reporting to the National Education Board.
112. There are no changes at the central level regarding their duties and responsibilities in the short or medium term.

2.5 Market mechanisms in the school system

113. This section analyses the market mechanisms in place for the provision of educational services such as competition between schools, the public financing of private schools, the possibility that families have to choose the school of their children, the mechanisms to inform

²⁸ These changes were originated in 2006 as part of the conclusions and recommendations of the President's Advisory Committee for Education Quality (a committee convened by President Michelle Bachelet on 7 June 2006 as a response to student demonstrations). This committee arrived at the conclusion that the Chilean educational system should be strengthened by actions leading to guaranteeing education quality and equity, with the relevant controls and increased high-quality support to schools. In this scenario, proposals are submitted to modify the structure of the educational system by incorporating the Quality Assurance System (García-Huidobro & Concha, 2009, Report of the President's Advisory Committee for Education Quality of 2006). These recommendations were eventually reflected on the General Education Law (LGE) and the Quality Assurance System (SAC) Law.

the community regarding school performance, and the selection criteria used by schools when the demand is greater than the offer.

Financing

114. One of the main market mechanisms for the provision of educational services since the 1980s has been the way education provision is financed. Education financing for municipal and subsidised private schools is carried out by using the same mechanism: subsidy according to demand (*voucher system*), which triggers competition among schools to get more students enrolled. Thus, schools receiving public resources must develop strategies to get more students enrolled and receive more financing (for more information about criteria for the subsidy amount, refer to section 4.2).
115. The existence of this system is possible because families have the right to choose the school for their children (Law No. 20,370, Article 4, paragraph four). The recently approved Inclusion Law is an attempt to give more freedom to the families to choose the school as it sets out the end of shared financing (compulsory contribution requested from families).

Student selection and admission requirements

116. Student selection and admission requirements by schools receiving private financing are regulated by the General Education law – which sets out that admission processes in place for schools receiving State subsidies (municipal or subsidised private schools) that offer education solutions between NT1 and 6th grade under no circumstances may take into account the applicant's past or potential performance level. Likewise, no socio-economic background of the student's family may be requested during the application process (Law No. 20,370, Art. 12). Private schools, i.e. schools that do not receive State financing are not subject to special regulations.
117. Nevertheless, despite the existence of such regulations, evidence shows that schools receiving State subsidies do apply some type of admission requirements to the families, which situation has not been successfully resolved through surveillance actions (Carrasco et al., 2014). This adds up to a diagnosis evidencing that “schools choose their students according to the social, economic and cultural capital of their families” (Message from the President of the Republic, 2014).
118. Therefore, with the purpose to ensure the constitutional right that families have to choose the school they want, the Inclusion Law – which will have a staged implementation from 2016 – regulates more precisely the student selection mechanisms applied by schools.
119. In the case of schools receiving State financing, the Inclusion Law sets out two stages for student selection: application and admission.
120. The application stage is a process carried out directly at schools, preferably by the families through a register that the Mineduc will make available to the community. Should the number of spaces available be enough with regard to the number of applications, all students applying to such school shall be admitted.
121. Should the number of spaces available not be enough with regard to the number of applications received, then: “The school shall apply a system of random selection of students among the mechanisms that the Ministry of Education makes available to schools, which mechanism shall be an objective and transparent one. Such admission procedure must take into account the following priority criteria, in successive order, for direct inclusion in the school's admission list:

- (a) The applicant has sisters or brothers applying to or enrolled in the same school.
- (b) The applicant is part of the 15% of priority students²⁹, *in accordance with article 6, letter (a).*
- (c) *The applicant is the son or daughter of a teacher, school assistant, food handler or any other person who works permanently in the school.*
- (d) *The applicant had been previously enrolled in the school he/she is applying to, except in the case that he/she had been previously expelled from the same school.*

If by applying the procedure described in the above paragraph the number of applicants fulfilling the criteria is higher than the number of spaces available at a school, the random admission system defined by the school shall be applied to such applicants (Law No. 20,945, Article 7).

122. Likewise, the Inclusion Law restricts the capacity of schools receiving State financing to take into account the student's past or potential performance, or the submission of the applicant's family's socio-economic condition, such as school level reached, marital status and patrimonial background of the families. This law does not include regulations for private schools without public financing regarding student selection.

Mechanisms to inform the community

123. A system based on competition and selection between schools requires that information mechanisms are in place to report school performance to the community. By 2015, the main mechanism to report school performance were the results of the SIMCE Test (see Section 2.3), which were made available to the community by subject, educational level and school. Nevertheless, based on the provisions set out in the Quality Assurance Law (Law No. 20,529), new instruments were created to learn about and report school performance.
124. In terms of education quality, all public and private schools officially recognised are bound to go through a performance appraisal measuring the learning results of students as well as the level of accomplishment of the other indicators of educational quality. According to the result reached, schools are assigned to performance categories, which process is called Listing³⁰ according to the Quality Assurance System (for further information about the "Other Indicators of Quality", see section 5.7).
125. The Quality Assurance Law also sets out that the results of this performance appraisal process should be widely disseminated within the school community. As far as families are concerned, they should receive relevant information from their school that is easily understood and comparable throughout time. Also, information about other schools in the same commune and in nearby communes is included in the report. This evaluation and dissemination process will be carried out by the Quality Assurance Agency (ACE).
126. In terms of management and use of resources, the SAC Law also sets out that schools receiving a subsidy should make their financial information publicly available (see section 6.3 for further information).

Other market mechanisms present in the school system

127. Until the Inclusion Law came in force, the Chilean school system allowed administrators of subsidised private schools to make a profit out of the resources granted through the subsidy or the share financing contributed by the families. This was explicitly set out in the President's

²⁹ Priority students are those whose household's socio-economic situation may make difficult for them to face the educational challenge.

³⁰ By 2015, this process was at a pilot implementation stage.

message supporting the Inclusion Law, namely: “...in the past two decades nearly 2,000 subsidised public schools have been open, over 85% of which have a legal structure allowing to make a profit” “Message from the President of the Republic, 2014).

128. Nevertheless, the Inclusion Law (2015) sets out that “all school administrators receiving subsidies or regular contributions from the State may not seek profit making, and shall assign fully and exclusively such contributions or any other incomes to educational purposes. Likewise, they shall be accountable regarding the use of such contributions and will be subject to surveillance and auditing from the Superintendence of Education” (Law No. 20,845, Art. 9, letter (b). This shall be applied progressively until 2017.
129. *Competition mechanisms among schools in addition to enrolment.* Schools are not only subject to compete for student enrolment to get financing under the current system, but there are also other economic incentives based on competition.
130. Such is the case of the National System for Assessing the Performance of Subsidised Private Schools (*Sistema Nacional de Evaluación del Desempeño de los Establecimientos Educacionales Subvencionados*, SNED), which is an assessment system aimed at seeking the continuous improvement of schools through an incentive and recognition granted to teachers and education assistants working in the best performing schools in the region. The SNED included the granting of an economic incentive called Allowance for Excellent Performance used specifically to increase the salaries of staff working in the school (SNED, 2012-2013, 2013).
131. The best schools are chosen by making a comparison among groups of schools with similar background, being the winning schools the ones that show the best scores representing in total up to 35% of the students enrolled in a given region. There’s no minimum score defined that would allow schools above that threshold to be eligible for this subsidy. It is worth noting that the results of this system are also reported to the school community.

2.6 Performance of the school system

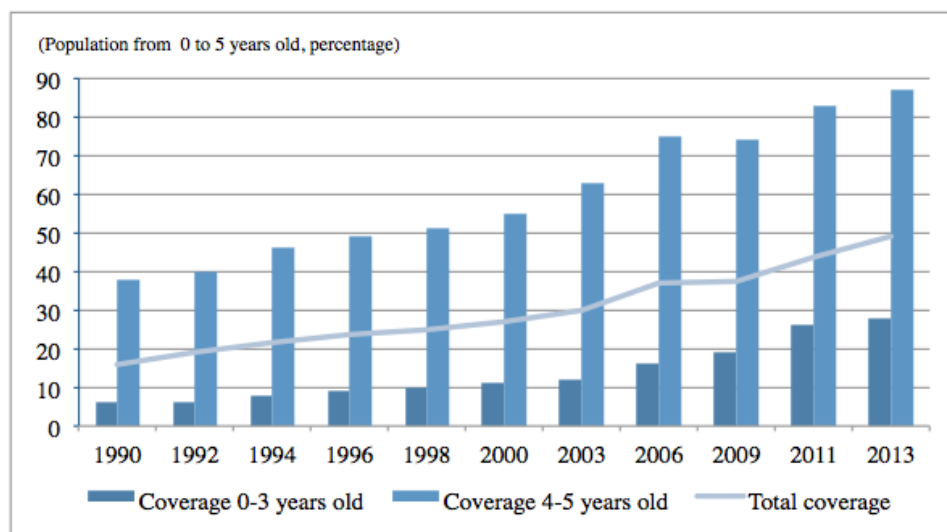
132. This section addresses information in terms of access, participation and completion rates in the different levels of the school system, the results achieved in standardised tests and the educational levels reached by the population.

Access, participation and completion

133. In 2013, the total³¹ net coverage of ECEC was 49.1%, which indicator has experienced a sustained increase since 1990. Nevertheless, the following table shows that there are important differences according to age groups (0-3 and 4-5).

³¹ Net rate in ECEC (0-5 year-olds): Total number of boys and girls in the 0-5 year-old range attending ECEC divided by the 0-5 year-old population.

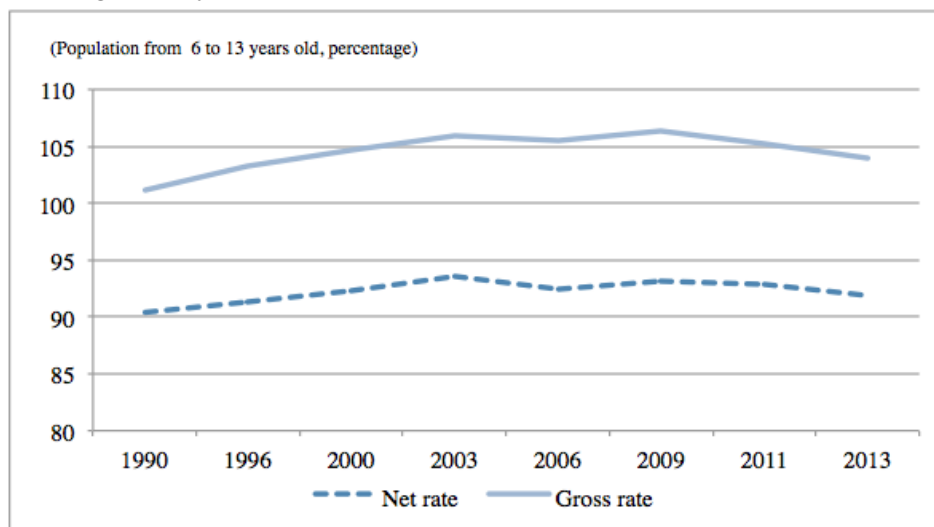
Graph 2.2. Total coverage, 0-3 year-old coverage, 4-5 year-old coverage in ECEC



Source: Casen Survey 2013, 2011, 2009, 2006, 2003, 2000, 1998, 1996, 1994, 1992, 1990.

134. In the Primary Education level, the gross³² and net³³ coverage reached 103.9% and 91.9% respectively, and has been stable since 1990.

Graph 2.3. Coverage (net and gross rates) of boys and girls between 6 and 13 years of age attending Primary Education (1990-2013)



Source: Casen Survey 2013, 2011, 2009, 2006, 2003, 2000, 1996, 1990.

135. In Secondary Education, gross³⁴ and net³⁵ rates reached 98.4% and 73.3% respectively, showing a sharp increase between 1990 and 2003. From 2003 onwards, the net rate has been relatively stable; nevertheless, the gross rate has experienced an increase of almost 4% with

³² Gross rate in primary education: Total number of boys and girls attending Primary Education, divided by the 6-13 year-old population. This indicator may exceed 100%.

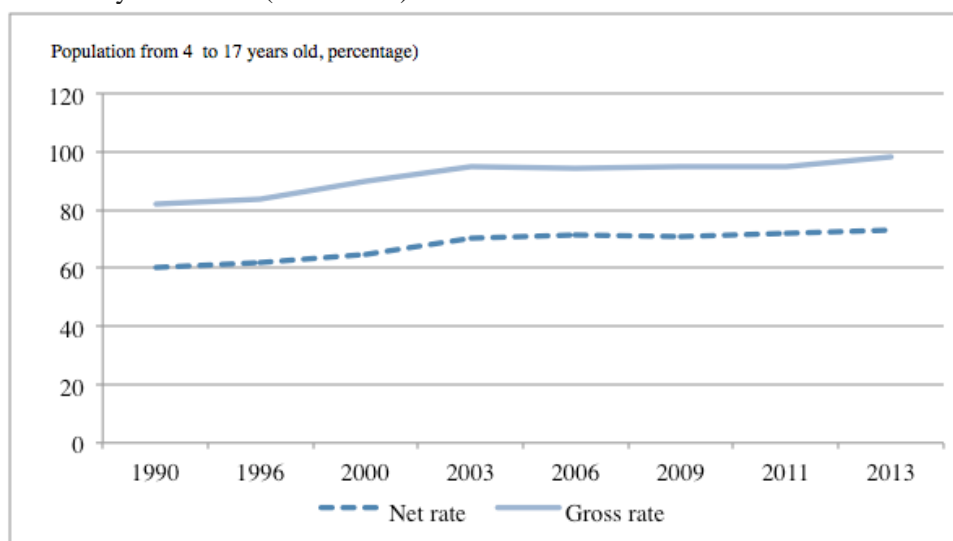
³³ Net rate in Primary Education: Total number of boys and girls in the 6-13 year-old range attending Primary Education, divided by the 6-13 year-old population.

³⁴ Gross rate in Secondary Education: Total number of children and youths attending Secondary Education, divided by the 14-17 year-old population. This indicator may exceed 100%.

³⁵ Net rate in Secondary Education: Total number of children and youths in the 14-17 year-old range attending Secondary Education, divided by the 14-17 year-old population.

regard to the previous period, meaning that more people are attending this education level despite their age.

Graph 2.4. Coverage (net and gross rates) of boys and girls in the 14-17 year-old range attending Secondary Education (1990-2013)



Source: Casen Survey 2013, 2011, 2009, 2006, 2003, 2000, 1996, 1990.

136. As far as completion indicators are concerned, the Chilean system calculates a set of indicators allowing monitoring the performance of a complete cohort. The following table shows that, when comparing performances between 2004 and 2014 and those reports in 1994, the time taken by students to finish each level has decreased, while retention rates in the school system have increased. Nevertheless, while Primary Education has shown a sustained improvement, Secondary Education has not been able to keep the values reported in the past decade.

Table 2.10. Cohort Indicators in Primary and Secondary Education, 1994, 1995, 2004 and 2014

Cohort indicators	Primary			Secondary		
	1994	2004	2014	1995	2004	2014
Timely exit rate ³⁶	40.9	64.6	63.7	43.8	66.9	58.6
Total exit rate ³⁷	72.5	87.2	87.7	66.1	82.3	78.9
Graduation time [years] ³⁸	8.5	8.3	8.3	4.4	4.2	4.3
Retention in the system ³⁹	78.6	89.4	92.7	70	84.2	80.9

Source: Ministry of Social Development, Casen Survey 2013.

Educational level and schooling years reported by the population

137. Based on data from the 2013 CASEN Survey, it is possible to know that, in average, the population aged 15 and older has 10.8 years of schooling, which is almost a year over the average schooling years reported in 2000 (9.9 years).

³⁶ Timely exit rate: Proportion of students graduating within the number of years corresponding to the educational level (8 years for Primary Education and 4 years for Secondary Education), with regard to the initial enrolment in first grade.

³⁷ Total exit rate: Proportion of students graduating within the ages defined for the relevant cohort (11 years for Primary Education and 6 years for Secondary Education); with regard to the initial enrolment in first grade.

³⁸ Graduation time: The average number of years taken by students to complete a certain level.

³⁹ Rate of retention within the system: Total number of students assessed in the last grade (8th grade and 12th grade) with regard to the initial enrolment of the relevant cohort.

138. Nevertheless, as shown in tables 2.11 and 2.12, this situation shows differences depending on the age groups or economic background – which, in turn, is a sign that the system continues to evidence inequalities.

Table 2.11. Average school years of people ages 15 years of age or older by per capita autonomous income quintile in the household and area (2013)

	I	II	III	IV	V
Urban	9.2	10	10.6	11.5	14.2
Rural	7.3	8.1	8.4	9.4	11.6

Source: Casen Survey 2013, Ministry of Social Development.

Table 2.12. Average years of schooling of people aged 19 or older according to age range, 1990-2013

	1990	1992	1994	1996	1998	2000	2003	2006	2009	2011	2013
19 to 29 years	10.5	10.6	11	11.3	11.5	11.7	12	12.4	12.5	12.7	12.9
30 to 44 years	9.6	9.7	10	10.3	10.5	10.7	11	11.1	11.3	11.5	12
45 to 59 years	7.7	7.8	7.9	8.2	8.6	9.1	9.5	9.5	10	10.1	10.4
60 years or older	6	6.1	6	6.1	6.3	6.4	6.6	6.5	7.2	7.2	7.6

Source: Casen Survey 2013, Ministry of Social Development.

139. In fact, evidence shows that the percentage of students completing Secondary Education and Tertiary Education (complete and incomplete) has increased since 1990.

Table 2.13. Percentage of population according to the last level of education completed (1990-2013)

	Without formal education	Incomplete Primary Education	Complete Primary Education	Incomplete Secondary Education	Complete Secondary Education	Incomplete Tertiary Education	Complete Tertiary Education	No data
1990	4.9	23	17.6	15.5	21.8	8.5	7.1	1.5
2000	3.5	18.2	12.2	17.6	27.1	8.3	12	1
2013	2.7	13.7	11.6	13.2	29.9	11.9	16.5	0.5

Source: Casen Survey 2013, Ministry of Social Development.

Performance of Chilean students

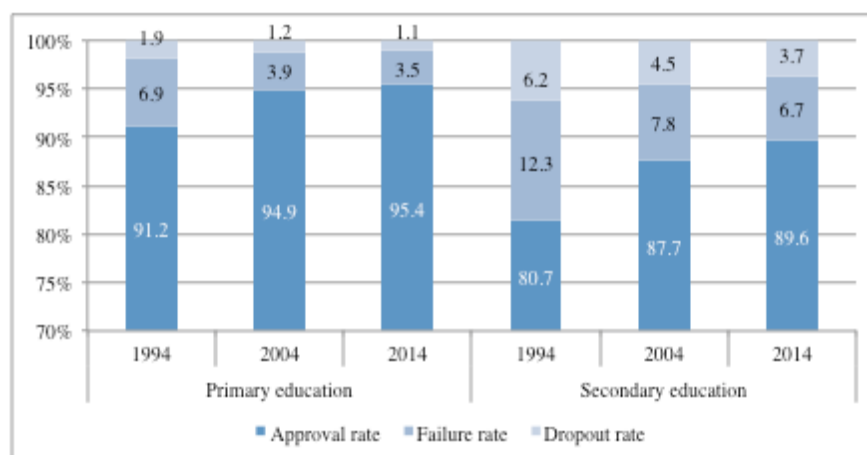
140. With regard to performance in Primary Education, the pass⁴⁰ rate is 95.4%, the failure⁴¹ rate is 3.5% and the dropout⁴² rate is 1.2%, which situation has stayed relatively stable since 2004. The failure and dropout rates in Secondary Education are higher than in Primary Education, but they keep decreasing.

⁴⁰ Pass rate: Proportion between the number of students who pass (students that perform satisfactorily in their tests according to the legislation in place for the school year) and the total number of students assessed.

⁴¹ Failure rate: Proportion between the number of students who fail (students that do not perform satisfactorily in their tests according to the legislation in place for the school year) and the total number of students assessed.

⁴² Dropout rate: Proportion between the total number of students who drop out of the school system throughout the year (that, due to formal or informal withdrawal, are not in a condition to be evaluated).

Graph 2.5. Pass, failure and dropout rates in Primary and Secondary Education, 1994, 2004 and 2014



Source: Performance data bases in 2004, 2009 y 2014, Research Center, Mineduc.

141. The Chilean school system uses several instruments to measure the academic performance of students and schools. While the standardised SIMCE⁴³ test is implemented at a national level (see item 2.5), Chile is also part of several international studies and tests such as, *inter alia*, PISA, ICILS, PIRLS, TERCE, TIMMS and ICCS.

142. Both national and international tests show that the performance of Chilean students has improved in the last years, especially in Primary Education.

143. In fact, the national SIMCE test administered to 4th graders evidences an increase of 10 points in Mathematics and 11 in Language throughout the last 10 years.

Table 2.14. National average score in SIMCE tests in Language⁴⁴ and Mathematics⁴⁵ for 4th grade, 2005- 2014

Subject	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Mathematics	248	248	246	247	253	253	259	262	256	256
Language	255	253	254	260	262	271	267	268	264	264

* A difference of 5 or more points is significant.

Source: Education Quality Assurance Agency, 2015.

144. Although there has been an increase of approximately 20 points in the Mathematics scores, Language scores have stayed relatively stable⁴⁶ in Secondary Education.

⁴³ The 2014 version of the SIMCE test administered to 4th grade students measured learning achieved in Mathematics, Reading, and History, Geography and Social Science.

⁴⁴ As a reference, Learning Standards for 4th grade in the subject of Language set out that a score lower than 241 points is insufficient; a score between 241 and 283 points is considered as elementary, and a score equal to or higher than 284 points is considered as adequate (Learning Standards for 4th grade in the subject of Language).

⁴⁵ As a reference, Learning Standards for 4th grade in the subject of Mathematics set out that a score lower than 245 points is insufficient; a score between 241 and 294 points is considered as elementary, and a score equal to or higher than 295 points is considered as adequate (Learning Standards for 4th grade in the subject of Mathematics).

⁴⁶ This increase and decrease is under investigation.

Table 2.15. National average percentages in Reading⁴⁷ and Mathematics⁴⁸ SIMCE tests for 10th grade, 2003-2014

	2003	2006	2008	2010	2012	2013	2014
Mathematics	246	252	250	256	265	267	265
Language	253	254	255	259	259	254	252

Source: Education Quality Assurance Agency, 2015.

145. International tests also evidence an improvement in the results reached by students in some subjects.

146. In PISA, progress is shown in the results of the Language test taken by 15 year-old students. When compared, test scores reached between 2000 and 2012 have increased by 41 points, which difference is statistically significant.

Table 2.16. Average score in PISA Language test, 2000-2012

2000	2006	2009	2012
410	442	449	441

Source: Education Quality Assurance Agency, 2015.

147. In the PISA 2012 Digital Reading test, it is also possible to see a significant improvement of 17 points between the 2009 test administration (435 points) and the 2012 application (452 points).

148. A significant increase is also evidenced in TERCE regarding scores reached by 6th grade students, with a reported increase of 11 points from the last measurement carried out by SERCE. There is also an important increase shown in Mathematics with 53 points in 3rd grade, and 6th grade also evidences a significant statistical increase of 64 points.

Table 2.17. Average scores reached in SERCE and TERCE tests in 3rd grade (Language), 3rd grade (Mathematics), and 6th grade (Mathematics), 2006-2013

	Reading 3rd Grade	Mathematics 3rd Grade	Mathematics 6th Grade
SERCE (2006)	546	529	517
TERCE (2013)	557	582	581

Source: Presentation of the Third Comparative and Explicative Regional Study, Education Quality Assurance Agency (2014).

149. In turn, the progress described above has positioned Chile as one of the countries with the best results in the region (14 participant countries)⁴⁹.

150. This is also evidenced by the results reached in the 2012 PISA test, where Chilean students rated above the Latin American average both in Mathematics (26 points) and in Language (28 points). Nevertheless, both tests are below OECD countries, with 71 points less in Mathematics and 55 points less in Language.

⁴⁷ As a reference, Learning Standards for 10th grade in the subject of Language set out that a score lower than 250 points is insufficient; a score between 241 and less than 295 points is considered as elementary, and a score equal to or higher than 295 points is considered as adequate (Learning Standards for 10th year in the subject of Language – Decree is being processed).

⁴⁸ As a reference, Learning Standards for 10th grade in the subject of Mathematics set out that a score lower than 252 points is insufficient; a score between 252 and less than 319 points is considered as elementary, and a score equal to or higher than 319 points is considered as adequate (Learning Standards for 10th year in the subject of Mathematics – Decree is being processed).

⁴⁹ See <http://www.agenciaeducacion.cl/estudios-e-investigaciones/estudios-internacionales/terce/>

Table 2.18. PISA 2012 average in Mathematics and Language. International comparison

	Mathematics	Language
Chile	423	441
Mexico	413	424
Uruguay	409	411
Costa Rica	407	441
Brazil	391	410
Argentina	388	396
Colombia	376	403
Peru	368	384
Bottom 5	376	391
Latin America	397	413
South East Asia	433	436
Eastern Europe	470	465
OECD average	494	496
Top 5	572	546

Source: PISA 2012 data base [Analysis carried out by the Education Quality Assurance Agency], OECD, 2013.

151. This analysis evidences that, despite the fact that progress has been achieved with regard to the academic performance of students, the average level reached by OECD's countries has not been achieved at this stage.

152. Moreover, at a national level, average SIMCE test scores do not reach the levels defined as acceptable by the Quality Assurance System.

Table 2.19. Cut-off scores of the 2014 SIMCE test for the learning level considered as Adequate in the subjects of History, Geography and Social Science

Subject ⁵⁰	Class	Adequate	2014 SIMCE test scores
History, Geography and Social Science	8 th grade	≥ 296	261
Reading	2 nd grade	≥ 265	255
	4 th grade	≥ 284	256
	8 th grade	≥ 292	240
Mathematics	4 th grade	≥ 295	264
	8 th grade	≥ 297	261

Source: Author's own elaboration.

Difference in performance according to the students' characteristics

153. Some performance gaps can also be identified according to the characteristics of the students, and differences have been found in scores reached by gender, socio-economic group and ethnic origin⁵¹.

154. Regarding gender, significant differences have been found in the SIMCE test for Reading in 4th grade, where women have performed 11 points above men. There are significant differences in 10th grade both in Mathematics and Language. In Mathematics, men achieve a better performance than women (5 points above), whereas in the Language test the result is inverted, i.e. women report an average of 13 points above men.

⁵⁰ Only the subjects with approved and currently applicable standards, as well as tests that have been administered in two or more opportunities have been taken into account.

⁵¹ The existing Chilean school system does not report the academic performance of students with Special Education Needs; therefore, it is not possible to report the academic results of these students.

Table 2.20. National average scores achieved by men and women in the SIMCE tests for 4th grade and 10th grade, 2014

	Subject	Women	Men
4th Grade	Mathematics	255	257
	Reading	270	259
10th Grade	Mathematics	262	267
	Reading	259	246

Source: Education Quality Assurance Agency, 2015.

155. These differences may also be found in international measurements such as PISA and TERCE. In PISA, while men achieve an average of 436 points in Mathematics, women score 25 points less, i.e. 411 points. This ratio is inverted in the Language test where women reach an average score of 452 points, i.e. 22 points above men. In TERCE, differences may be found in Language but not in Mathematics or Science. In Language, women perform significantly better than men both in 3rd grade (22 points more) and in 6th grade (27 points more).

156. When socio-economic groups are taken into account, differences may also be found in the results of the SIMCE test for 4th graders, especially between the lowest and highest socio-economic groups, with 50 and 60 points respectively. The same situation happens in 10th grade: while the Mathematics test shows a 117-point difference between the lowest and highest socio-economic groups, the Language test reports a difference of 67 points between both groups.

Table 2.21. National average scores achieved by socio-economic groups in Mathematics and Language in SIMCE tests for 4th grade and 10th grade, 2014

	Subject	Low	Medium Low	Medium	Medium High	High
4th Grade	Mathematics	234	243	257	274	296
	Language	245	251	265	281	298
10th Grade	Mathematics	217	243	281	308	334
	Language	223	240	264	278	290

Source: Education Quality Assurance Agency, 2015.

157. This same situation is confirmed at an international level; the PISA test shows a 111-point difference in the Mathematic test between the lowest and highest socio-economic groups (although the average score of students with higher socio-economic/cultural level is still lower than OECD's average). In Language, the difference is 101 points between both groups, where the higher socio-economic group reports the same percentage of OECD's average.

Table 2.22. Average in the Mathematics and Language scales according to socio-economic and cultural groups⁵² base on ESCS⁵³

Subject	Low	Medium Low	Medium	Medium High	High
Mathematics	374	402	419	436	485
Reading	395	424	439	457	496

Source: PISA 2012 Database [Analysis performed by the Education Quality Assurance Agency], OECD, (2013).

158. These results are consistent with TERCE results. The reported gap between the results in Reading achieved by students in the lowest and highest quintiles is 84 points in 3rd grade and 74 points in 6th grade. The gap in Mathematics is 88 points in 3rd grade and 93 points in 6th grade between students in the lowest and highest quintiles.

⁵² Each group corresponds to 20% of the population.

⁵³ Economic, Social and Cultural Status Index.

159. With regard to communities with indigenous background, differences also exist with regard to scores achieved in SIMCE tests. There is around a 10-point difference in the performance of students belonging to the *mapuche* ethnic group (the highest at a national level) as compared with students that do not belong to an ethnic community.

Table 2.23. Average scores achieved by ethnic groups¹ in Reading, Mathematics and Natural Science in the SIMCE test administered to 2nd grade

	Reading		Mathematics		Natural Science	
	Average score	No. of students	Average score	No. of students	Average score	No. of students
Does not belong to an ethnic group	264	229,367	256	229,367	256	229,367
<i>Aymara</i>	252	1,113	252	1,113	243	1,113
<i>Mapuche</i>	254	11,128	243	11,128	244	11,128

Source: Statistics Unit, Research Center, Mineduc. Database used: Simce test for 2nd grade 2013.

Remarks: ¹ Ethnic group corresponds to a category self-declared by the students' parents or guardians.

Academic performance of schools

160. Regarding the schools' characteristics, an analysis by Education Quality Assurance Agency, when comparing raw SIMCE tests scores by administration type, showed a lower performance of municipal schools with respect to subsidised private schools, however, when controlling the results by the socio-economic group of students, significant differences between types of administration disappear (Agencia de Calidad de la Educación, 2014a).
161. Similarly, a direct comparison, showed a variation of PISA test scores between schools' administration type that suggest a performance deficit in the public sector, however, I should be considered that in Chile's school system socio-economically disadvantaged students are concentrated in municipal schools whereas private sector has greater concentration of higher socio-economic level students (Agencia de Calidad de la Educación, 2014b).

Table 2.24. Average in the Mathematics scale according to the school's administration type

	Mathematics	Language
Municipal	391	412
Subsidised private school	430	449
Private paid school	518	522
Latin America	397	413
OECD average	494	496
Top 5	572	546

Source: Database PISA 2012 [Analysis performed by the Education Quality Assurance Agency], OECD (2013).

162. Finally, when comparing the results between the subsidised private schools and municipal schools achieved in TERCE, a significant advantage can be found of the former over the latter (in all tests); nevertheless, when controlling by socio-economic level, differences are not significant.

2.7 Policies to achieve education equity

163. There are specific policies in Chile to advance towards equity within the school system. Some of them are the Law on the Preferential Education Subsidy (*Subvención Educación Preferencial*, SEP), the Student Integration Programme (*Programa de Integración Escolar*, PIE), the Inclusion Law and the National Board of School Assistance and Scholarships (*Junta Nacional de Auxilio Escolar y Becas*, JUNAEB). Below there is a description of the objectives and recipients of each programme:

Preferential Education Subsidy (SEP) Law

164. One of the main policies focused on students from vulnerable families is Law No. 20,248 (2008), called the Preferential Education Subsidy (SEP). The purpose of this initiative is “improving education quality and equity in schools attending students, whose vulnerable socio-economic backgrounds may affect student performance, in order to achieve the best education opportunities for all” (sep.mineduc.cl).
165. This law acknowledges and bears the higher economic cost of providing education to vulnerable students (defined as priority students) by assigning a higher subsidy amount to schools enrolling boys and girls with socially and economically deprived backgrounds.
166. To receive these resources, the school administrator must sign an Agreement for Equal Opportunities and Educational Excellence where she/he commits to assign additional resources allowing compliance with the Educational Improvement Plan. This instrument contains initiatives focused mainly on supporting priority students, facilitating the relevant technical-pedagogical actions aimed at improving the performance of students with poor academic results.
167. There are currently over 8,000 schools that have voluntarily joined the SEP scheme (sep.mineduc.cl).

Student Integration Programme (PIE)

168. Created in 2009, the Student Integration Programme (PIE)⁵⁴ for students with special needs is aimed at “contributing to the continuous improvement of the quality of education provided by schools, thus favouring attendance to classes, student participation and achievement of Learning Objectives of each and every student, with special emphasis on students with Special Education Needs (hereinafter, SEN students), should they be permanent or transitional.”⁵⁵
169. Additional economic resources are granted under this programme to be used in the hiring of human resources, staff training, the provision of material means and resources, and the development of spaces of collaboration to attend these types of student needs.
170. At present, 41% of schools have reported to operate with the Student Integration Programme (School Directory, 2014, Mineduc).

The Inclusion Law

171. The Inclusion⁵⁶ Law was enacted more recently in 2015, with the purpose of strengthening education as a social right. This law has three strands: it regulates student admission; terminates shared financing, and forbids profit creation.
172. As seen in section 2.5, admission regulation is focused on terminating the selection process carried out by schools based on criteria, such as economic, social and/or cultural background, with the purpose of decreasing the segregation existing in the Chilean educational system.

⁵⁴ Supreme Decree No. 170 of 2009 and Decree No. 83 of 2015.

⁵⁵ See www.educacionespecial.mineduc.cl

⁵⁶ Law No. 20,845 “About student inclusion regulating student admission, terminating shared financing and forbidding profit creation in schools receiving State financing”.

173. The termination of shared financing is aimed at providing educational services that are generally free of payment. According to estimations by the Ministry of Education and the Budget Division of the Ministry of Finance, there were 977,520 students in schools with shared financing in 2014, this figure would drop to 249,643 in 2018 and to 108,893 in 2025 by action of the law (Mineduc, 2014i).

National Board of School Assistance and Scholarships (JUNAEB)

174. Lastly, the Chilean school system has available a support system, granted directly to students, administered by the National Board of School Assistance and Scholarships (JUNAEB)⁵⁷, a State body responsible for ensuring that all Chilean girls, boys and youths living under conditions of bio-psychosocial vulnerability may enter, stay and be successful within the educational system (www.junaeb.cl). This body has a series of scholarships and programmes focused on contributing to the equity of Chile's educational system (for further information about these scholarships and programmes, see section 4.8 of this Report).

2.8 Main challenges

175. The Chilean educational system is at the heart of the demands for better education – which evolution requires a change from the existing conception of a subsidiary State to a State actually offering guarantees and ensuring the provision of quality education to all people. Among the number of challenges faced by the school system are: first, developing an educational system supporting the effective achievement of the students' projects in life; second, a better regulation of market mechanisms; and, third, the need to redefine the role of the State in the provision of education and the institutional structure associated to such role.
176. The first strand relates with educational paths where the challenge is ensuring that both the educational progress and transition between the different levels (i.e. the transition from early education to Tertiary Education) contains a series of different experiences that may support or, on the contrary, undermine the effective realisation of the projects that students have in life.
177. With regard to the above, one of the strategies to be implemented is the modification of the years the students would attend to primary and Secondary Education. This modification involves a series of structural changes, namely: curricular changes (in all levels, specially redefining the meaning of specialised education); organisational changes (because more specialist will be needed to provide education to the new Secondary Education students), and changes in infrastructure (specially in the case of Secondary Education schools that will have to adapt to the incorporation of new students). In fact, curricular changes should be taken as an opportunity to define a long-term curricular development policy – less dependent of the changes of Government – allowing driving consistently the learning achieved by students throughout the full educational cycle.
178. Regarding the second strand, as already revised in this chapter, market mechanisms are very present in the Chilean educational system. Within this context, the challenge lies on decreasing the deregulation existing regarding these mechanisms, especially in connection with the freedom that schools enjoyed to select students. The possibility that school administrators have had to select students based on different reasons (economic, religious, and academic, among other things) has contributed to the high levels of segregation in the school system, thus becoming one of the main challenges to be faced by Chile's educational system.

⁵⁷ Created in 1964 by Law No. 15,720.

179. The recently enacted Inclusion Law is in the line of having a better regulation of the market mechanisms existing within the system, focusing on guaranteeing the existence of a system where families are the ones to choose the schools and not schools the ones to choose the families.
180. Nevertheless, the restriction imposed on school administrators regarding the possibility to choose students has generated different opinions. From the point of view of school administrators, restrictions imposed on selection may affect the progress of their educational projects. The Catholic Church, an institution that is also a provider of educational services, has said: “We agree that selection should be terminated as it is traditionally understood, but we think that a conversation with parents should be allowed during the admission process in order to find out if they adhere to the project, and it is not the case that families wanting their children to attend a Church school to ask later that they do not attend classes on religion” (Interview to Monsignor Vargas, March 2014) ⁵⁸. Some families who are against the termination of selection argue that the system is recognition to merit and effort”. They say: “We believe that the school system should recognise effort and merit, and we think it is unfair that there are no more schools of excellence⁵⁹, as they are the only hope we have for our children to compete in the future for a space at the university with youths who have studied in private paid schools” (CONFEPa).
181. In a context where the market rules have an important weight on the operation of the school system, the third challenge relates with the need to promote public education as a key guarantor of the right to education for all people – so that this does not exclusively depend on the market operation.
182. At present, public education is administered by municipalities, organisations fulfilling multiple social duties apart from the provision of education. A review of the model to provide public education administered by municipalities evidences a series of difficulties: the current model allows each municipal authority to assign – at its own discretion – the priority that education has among the myriad of issues that a municipality has to solve; also, there are very different resources and management capabilities available depending on the context of each municipality; and there is not enough professionalization and specialisation on the part of the staff responsible for administering the schools (Mineduc, 2015). As a whole, all of the above undermines the State’s capability to guarantee an equitable access to quality education to all people.
183. Regarding the above review, two initiatives are in place to promote public education: a policy aimed at strengthening this sector by assigning additional resources to municipal schools, and the development of a bill modifying the structure of public administration through the creation of Local Education Services. These are specialised autonomous educational entities that do not report to municipalities but to a National Board of Public Education which, in turn, reports to the Ministry of Education.
184. Both initiatives to strengthen public education do not get complete agreement. Regarding the plans to assign special resources to municipal schools, the administrators of public paid schools have demanded a non-discriminatory treatment from the State, aiming at receiving the same resources as municipal schools: “It is discriminatory that staff working in private paid schools have been excluded from matters such as the performance bonus granted to education assistants and the incentive for teacher retirement. We demand that all benefits and allowances granted to assistants and teachers working in the public education sector are made

⁵⁸ <http://www.lasegunda.com/Noticias/Nacional/2014/05/932409/el-peso-de-la-iglesia-catolica-en-la-educacion-subsencionada>.

⁵⁹ Schools authorised to select students according to their academic performance.

extensive to staff working in the private paid sector” (FIDE, 2015)⁶⁰. Indeed, this unequal treatment was considered as “unfair competition” by the president of the Private Paid Schools Association, CONACEP (www.conacep.cl).

185. Likewise, the initiative focused on reforming the intermediary administration structure of public education does not get full agreement. At present, a group of mayors who are members of the Chilean Association of Municipalities (AMUCH)⁶¹ express that the solution should only be applied to municipalities where education does not operate well; whereas, in the cases where education is operating well, the solution is not taking schools out of the municipalities but transferring larger amounts of economic resources from the State. Likewise, they also argue that there is the need to modernise the structure of municipalities by proposing the creation of Local Education Corporations, which are specialised autonomous entities led by the municipality’s mayor, who keeps being responsible for the management of public education (AMUCH, 2015). In this same line, the National Association of Workers of the Ministry of Education (ANDIME), although they agree with the review in the sense that schools should be taken out of municipalities, disagrees with the solution and propose that Mineduc’s Provincial Departments should take on the responsibility to administer the schools, showing their disagreement with the creation of a new structure (ANDIME, 2015).

⁶⁰ <http://www.fide.cl/fidenew1/wp-content/uploads/2015/01/LA-FALACIA-DEL-PESO-A-PESO-EN-EL-FINANCIAMIENTO-COMPARTIDO.pdf>

⁶¹ 47 of the total number of 345 municipalities existing throughout the country are members of this organisation.

Chapter 3: Governance of the use of school resources

186. The purpose of this chapter is to address the level of resources available for investing in student education, its evolution over time, sources of financing, and how they are administrated. The policies to improve the efficiency of their use are also analysed.

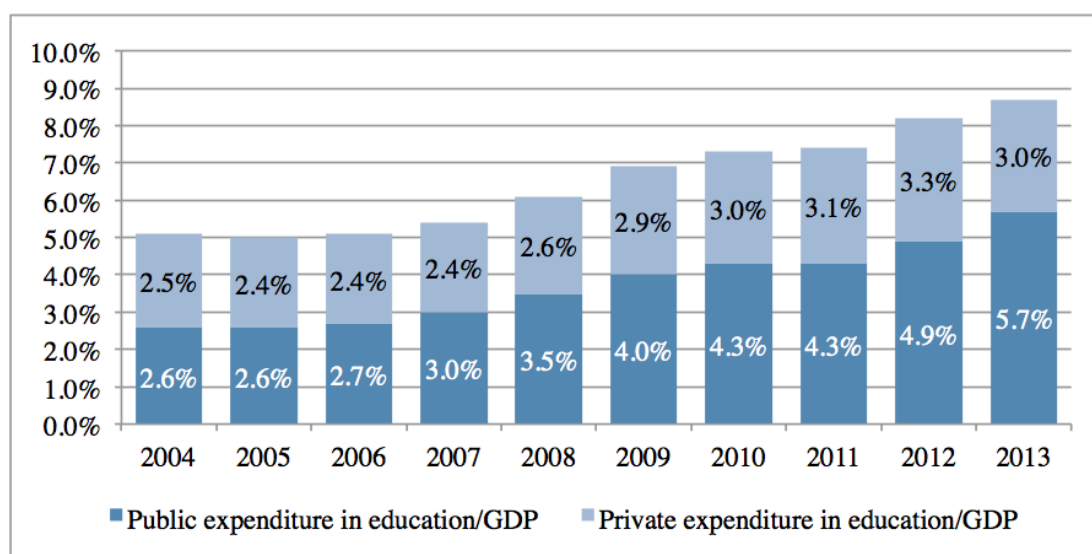
3.1 Level of resources and policy concerns

Budget for education

187. In 2013, the expenditure on education, including all levels, from early education to the tertiary and adult education, reached \$ 8,755,000 million, of which 62.6% were assigned to pre-tertiary levels, that is to say, \$ 5,482,000 million. With this level of expenditure, Chile is the second OECD country with the least expenditure per student (OECD, 2014).

188. However, Chile has considerably increased its level of expenditure in proportion to the size of its economy. While in 2004 the expenditure was 5.3 percentage points of the Gross Domestic Product (GDP), in 2013 this indicator rose to 8.7 points. 79% of this increase during 2004-2013 is explained by the increase of public expenditure, which rose from 3 to 5.7 points of the GDP. Meanwhile, private expenditure increased in 0.7 percentage points, going from 2.3 to 3 points of the GDP in 10 years.

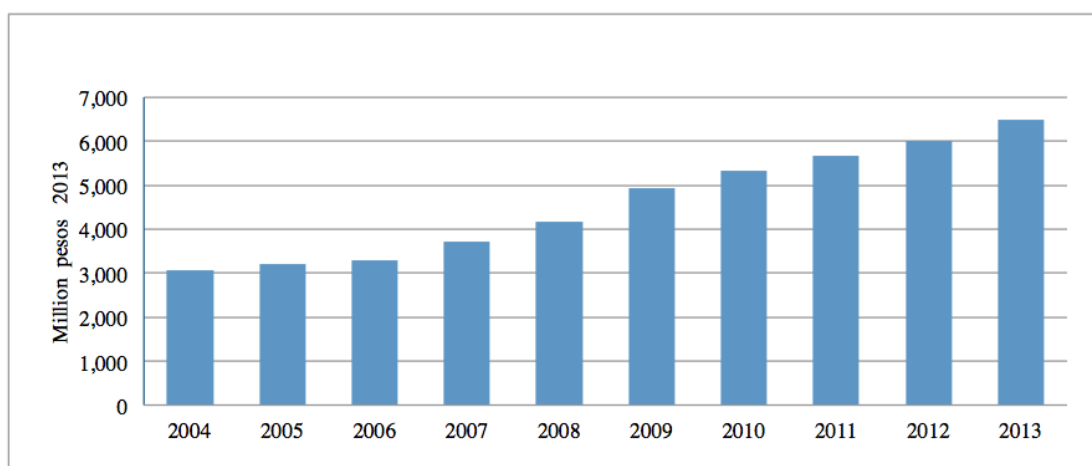
Graph 3.1. Evolution of public and private expenditure in education as a percentage of the GDP, 2004-2013



Source: Based on information from the National Accounts Report (Central Bank of Chile, 2015) and UOE Data Collection Process (Mineduc, 2014).

Public expenditure in education

189. Particularly, with regard to public expenditure in education, in 2013 this expenditure reached \$ 6,494,000 million – which represents, in real terms, 212% more than the country spend in 2004. The State has increasingly assigned resources to education by raising expenditure, on average, 8.9% each year during the last decade.

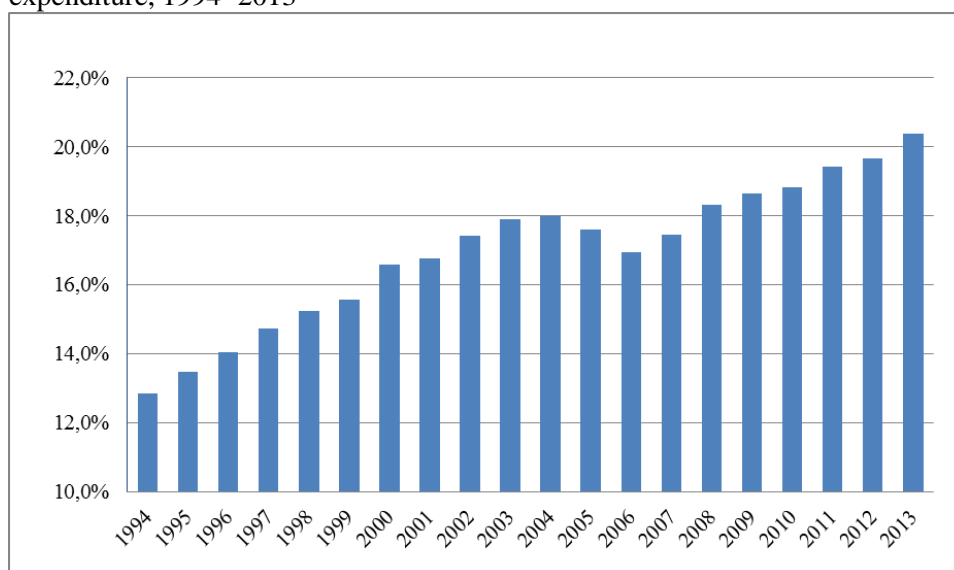
Graph 3.2. Evolution of public expenditure in education¹, 2004-2013

Source: Ministry of Education (2015).

¹In billions of pesos as at 2013.

190. This increase in expenditure evidences a particular concern for education. In fact, not only the expenditure relative to the GDP has grown, as well as the expenditure in absolute terms, but also its relative importance in comparison with other expenditures approved by the Government in general, such as health, welfare, defence, etc. 2013 was the first year that education reached over 20% of the total general expenditure approved by the Government.

Graph 3.3. Evolution of public expenditure in education as a proportion of the total public expenditure, 1994- 2013

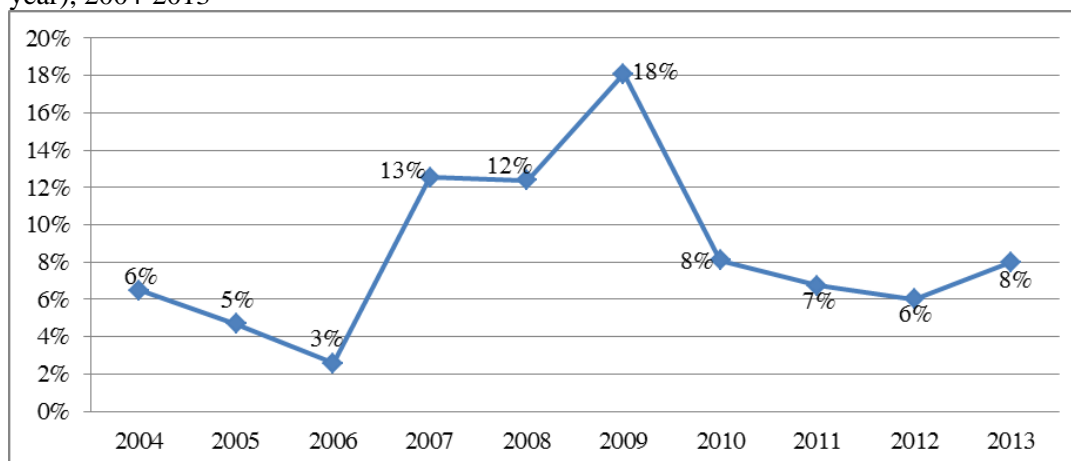


Source: Based on information from the Ministry of Education (2015) and the Budget Office (2015).

191. The years with the most important increases were registered between 2007-2009, with annual growth rates between 12% and 18%. In 2007, this increase was assigned, for the most part, to increase the coverage of ECEC from the nursery school levels; also, to make the grants universal for Transition Level 1 (NT 1) (Library of Congress, 2006). Since 2008, the increase was mainly generated by the introduction of the SEP Law, a system of financing per each individual student which differentiates by socioeconomic status and takes over the higher costs that imply providing more vulnerable students with quality education (Library of Congress, 2007; Budget Office, 2009).

192. The global financial crisis has a direct impact on the educational system through the fiscal policy. In Chile, the Government's expenditure is counter-cyclical; in other words, when facing a crisis, the expenditure is increased – which was explicitly evidenced in the *Budget Priorities* for 2009 and 2010 that emphasised the increases in the area of education (Budget Office, 2009 and 2010).

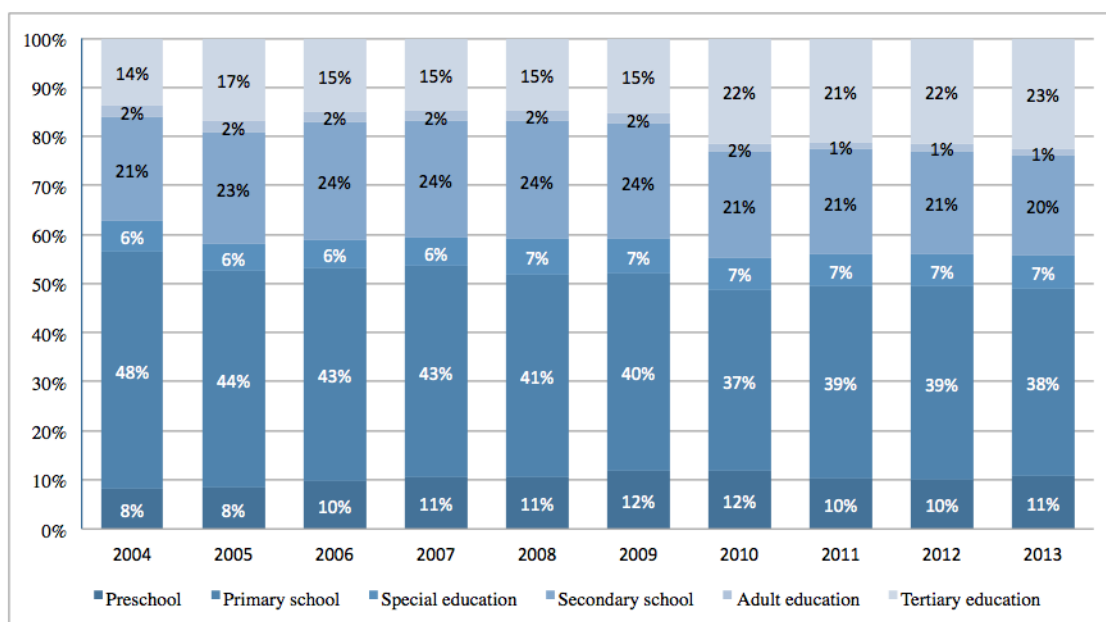
Graph 3.4. Annual budget increase in the education area (variation as compared to the previous year), 2004-2013



Source: Based on information from the Budget Office.

193. Along with the rise in expenditure in education, in absolute and relative terms, with regard to the public budget and the GDP, there was a change in the structure of expenditure. Between 2004 and 2013, the proportion of the total expenditure assigned to tertiary education was increased from 14% to 23%.
194. The most important change in the structure of expenditure relates with Tertiary Education. During 2010 the increase of scholarships and credits, as well as post-graduate scholarships to study abroad (*Becas Chile*) reported a sharp increase; however, the greatest increase related with the purchase of financial assets involved in State Guaranteed Loan System (portfolio purchase). In 2009, this item reached \$23,281 million, while in 2010 it represented a fiscal burden of \$277,312 million (an increase of 1,191%).
195. In the same period, the share of expenditure in Primary Education decreased by 10 percentage points. This topic will be revisited in item 3.3

Graph 3.5. Evolution of the composition of public expenditure in education per teaching level, 2004-2013

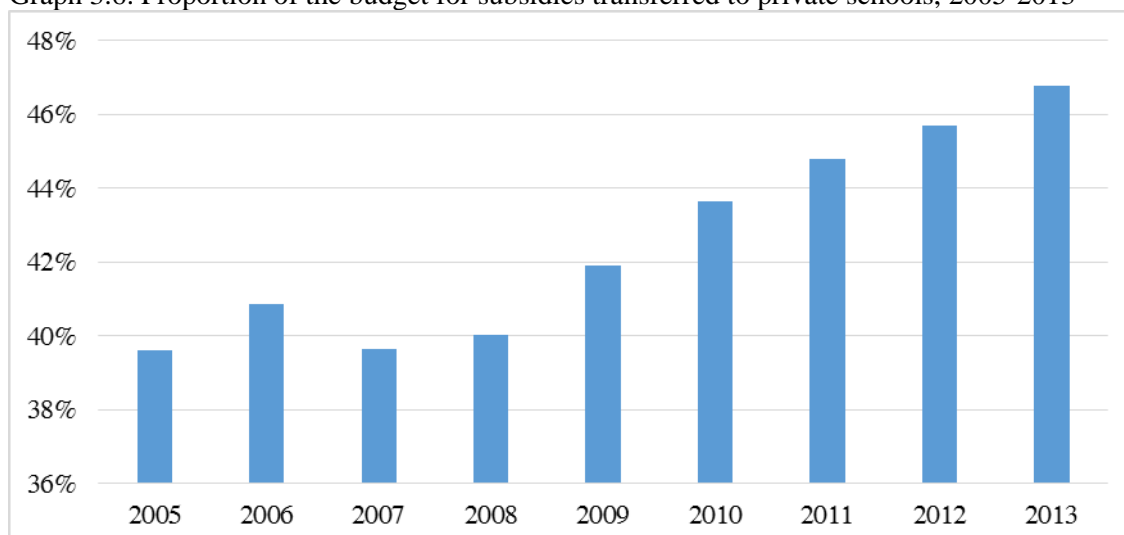


Source: Ministry of Education (2015).

Distribution of expenditure

196. The budget for school education assigned by the central Government is the main source of financing for most Chilean schools, and is transferred to them as a subsidy based on demand. As a consequence of a progressive decline of student enrolment in public education, together with an expansion of student enrolment in private education operating with State financing in the last thirty years (Elacqua, González, & Pacheco, 2008), a growing proportion of the budget for school education is transferred to schools privately administered, increasing from 39% to 46% between 2005 and 2013.

Graph 3.6. Proportion of the budget for subsidies transferred to private schools, 2005-2013



Source: Based on information from the report of Subsidy Payments 2005-2013 (Mineduc, 2014).

Expenditure per student

197. The growing expenditure of the last years has translated in an important increase in the expenditure per student. Table 3.1. shows how expenditure in the pre-tertiary levels has

experienced a real increase of 72% between 2005 and 2012. This increase is more evident in Primary Education (76%) because the Preferential School Subsidy (a policy that pays greater subsidies to vulnerable students) places more emphasis on these educational levels. It is worth noting that, as opposed to the majority and the average of OECD countries, expenditure per student attending secondary schools is lower than that of the previous levels (OECD, 2014). Additionally, a detailed analysis of the higher level of secondary education shows that there is barely a difference of 1% in the expenditure per student between vocational and general education.

Table 3.1. Annual expenditure¹ per student by educational level, 2005-2012

	Pre-primary education	Primary education	Lower level of secondary education ²	Higher level of secondary education ³	Pre-tertiary education
2005	1,048,939	914,852	916,380	977,495	947,435
2006	1,544,195	945,817	942,366	1,062,151	1,030,408
2007	1,331,746	1,017,623	1,040,161	1,089,998	1,076,075
2008	1,474,351	1,119,647	1,108,477	1,147,436	1,163,996
2009	1,748,454	1,272,988	1,216,719	1,229,718	1,304,962
2010	1,609,532	1,298,499	1,259,812	1,259,421	1,324,311
2011	1,486,547	1,392,207	1,304,044	1,315,312	1,370,612
2012	1,799,781	1,612,697	1,592,458	1,592,987	1,632,612

Source: Based on information from the UOE Data Collection Process (Mineduc, 2014).

¹ In pesos as at 2013.

² In Chile, the equivalent to 7th and 8th grades of Primary Education.

³ In Chile, the equivalent to 9th to 12th grades of Secondary Education.

198. There is an important variation in the average of expenditure per student in school education given mainly to the sources of financing that supplement the school subsidy of the public and private sectors (with public financing) described in section 3.2.

199. When taking into account the concentration of expenditure per student, a greater expenditure in the public sector is observed, as well as a positive association between the socioeconomic level of the schools and expenditure⁶².

Table 3.2. Annual¹ expenditure per student and number of students by socioeconomic level; schools included in SIMCE and type of school, 2012

		Low	Medium-Low	Medium	Medium-High	High
Municipal	\$	1,146,612	1,056,284	1,067,241	1,225,096	0
	N°	399,016	758,064	295,406	26,647	0
Subsidised Private	\$	1,021,881	880,961	850,407	1,013,538	1,299,153
	N°	113,015	336,045	732,483	485,747	32,958

Source: Based on information from statistics.

¹Expenditure in the municipal sector includes contributions from subsidies, direct contributions from Mineduc, and municipal contributions. In the subsidised private sector, contributions include both the subsidies and the families' co-payments.

200. Behind these average differences between the public and private sectors, there are also important differences throughout the country. For example, in the private sector, regions II (Antofagasta) and XII (Magallanes) stand out for receiving amounts of Shared Financing⁶³ remarkably higher than the average.

⁶² It is worth noting that there is a "specialisation" of the public sector in the student population affected by greater disadvantages.

⁶³ At the closing of the writing of this report there was not equivalent information available validated for the public sector.

Table 3.3. Monthly average charged per student in the subsidised private sector, in pesos and by region, 2014

Region	Number of schools	Average	Median
I	52	26,989	20,480
II	40	37,482	36,009
III	20	31,147	31,238
IV	102	25,679	18,551
V	363	17,457	12,311
VI	123	19,822	13,947
VII	96	16,956	9,128
VIII	187	21,878	15,114
IX	50	20,328	12,223
X	70	22,465	12,908
XI	8	17,096	9,623
XII	16	48,320	52,460
XIII	994	17,659	10,483
XIV	29	19,254	12,816
XV	10	18,083	15,900
Total	2160	19,644	12,555

Source: Reassessment Report FICOM 2014.

201. Similarly, a variation in the expenditure per student is observed between urban and rural areas. Among the schools considered by SIMCE, it was observed that during 2012 in the public sector, expenditure per student in rural schools was between 31% and 56% higher than in schools located in urban areas. Likewise, in the subsidised private sector it was observed that expenditure in rural areas rose between 29% and 58%.

Challenges at the level of school resources

202. The reforms to the school system driven by the current administration will generate a considerable increase in the level of resources invested in the educational system in the years to come. Even though it is not currently possible to set specific dates for the implementation of these transformations, it is expected that by 2025 Chile will increase its expenditure in education by approximately 3 percentage points of the GDP. This increase will focus on the decrease of the share of private expenditure in the school system, the improvement of teacher working conditions with a more attractive career, and the change to the system of administration of public education.
203. This increase of resources in the school system is in line with reforms applied to other levels of formal education, with important implications in terms of resources. Regarding the ECEC agenda, the creation of a new institution for the conduction and quality assurance of early education (new Under-Secretariat and Intendence of ECEC), and the opening of around 500 additional nurseries throughout the country to attend toddlers from 0 to 2 years old is under way. Regarding Tertiary Education, the reform agenda includes the creation of 2 state universities, 15 technical training centres, and free access to Tertiary Education.

Strategies to improve efficiency

204. There is concern regarding educational policies to improve the efficiency of the use of resources by schools. This is reflected in three strategies implemented respectively by institutions that are a part of the Quality Assurance System:

- **Education Quality Assurance Agency (ACE) (2015):** It drives school management processes through *Indicative Performance Standards for Schools and their*

*Administrators*⁶⁴, which include a *Resource Management* dimension with 9 standards of *Personal Management*, 6 of *Finance Resource Management* and 5 of *Educational Resource Management* (which are detailed in the following table). These define four levels of development (weak, incipient, satisfactory and advanced) for practices or processes. The said standards are assessed by the ACE through evaluation visits, which serve as a guide⁶⁵ for schools to elaborate plans for improving and strengthening their institutional abilities. In sum, this strategy consists in guiding schools to rationalise or professionalise their operation, and in the administration of their staff, finances and teaching resources. This necessarily implies the promotion of efficiency.

Table 3.4. Indicative performance standards in resource management

Staff management standards	10.1 The school defines the positions and duties of staff and that they meet the requirements for obtaining and maintaining official recognition.
	10.2 The school effectively manages the administration of staff.
	10.3 The school implements effective strategies to attract, select and retain competent staff.
	10.4 The school has a system of evaluation and feedback of staff performance.
	10.5 The school has competent staff according to the results of teacher evaluation and manages teacher training to improve their performance.
	10.6 The school manages the professional and technical development of staff according to pedagogical and administrative needs.
	10.7 The school implements measures to acknowledge the work of staff and encourage good performance.
	10.8 The school has in place fair processes to make staff redundant.
	10.9 The school enjoys a positive working environment.
Finance resources management standards	11.1 The school manages the enrolment and attendance of students.
	11.2 The school prepares its budget based on needs identified in the planning process, controls expenses and cooperates with the institution's sustainability.
	11.3 The school keeps an orderly record of income and expenses and, where appropriate, is accountable for the use of resources.
	11.4 The school ensures compliance with current educational regulations.
	11.5 The school manages its participation in the programmes of technical assistance and support available, which are selected according to institutional needs.
	11.6 The school knows and uses existing networks to promote the Institutional Educational Project.
Educational resources management standards	12.1 The school has the infrastructure and equipment required by current regulations, and they are in a condition that facilitates student learning and the well-being of the school community.
	12.2 The school has sufficient teaching resources and supplies available to enhance student learning and promote their use.
	12.3 The school has a Learning Resource Centre (<i>Centro de Recursos de Aprendizaje</i> , CRA) library to support student learning and encourage reading habits.
	12.4 The school has ITC resources in operation for educational and administrative use.
	12.5 The school has a current inventory of its equipment and teaching material to manage the maintenance, acquisition and reposition of the same.

Source: Education Quality Assurance Agency.

- **Mineduc:** In performing its role to support schools, specifically regarding school improvements with regard to SEP implementation –which is both a compensatory financing and a school improvement policy–, this ministry provides educational centres with guidance and supplies (formats) for the development of Educational Improvement Plans (PME). They promote the comprehensive improvement of school processes and

⁶⁴ See http://archivos.agenciaeducacion.cl/documentos-web/Estandares_Indicativos_de_Desempeno.pdf

⁶⁵ The implementation of such guidance has a voluntary character for the school. There are no sanctions associated with the indicative performance standards.

urge them to diagnose their strengths and weaknesses, and to define objectives and strategic goals with regard to the dimension of *Resource Management* (staff, financial, administrative, and educational management), among other aspects. Even more, schools are encouraged to define annual objectives, indicators and associated tasks identifying elements such as dates, responsible persons, resources, means of verification, and financial sources (Mineduc - Educarchile, 2015).

- **Superintendence of School Education:** Regarding the role of monitoring and auditing the school network vested upon this body, there is a new regulation to be enforced since 2015. The Inclusion Law (No. 20,845), which prohibits profit making by schools that receive contributions from the State, sets out that the resources managed by school administrators for the development of their educational projects shall be used only for acts and contracts that have educational goals as direct and exclusive objectives, defining “educational goals” as the operations described in the Table below. This regulation requires schools to be efficient with their resources in different ways by e.g.: avoiding the “diversion of resources” to goals different from education; forcing to define roles, working hours and proportionate remuneration of staff; prohibiting businesses with related parties (for example, close relatives); forcing to abide by market prices in the awarding of contracts; prohibiting investments in risky financial assets; and, in general, safeguarding the school’s assets.

Table 3.5. Educational purposes of the Inclusion Law

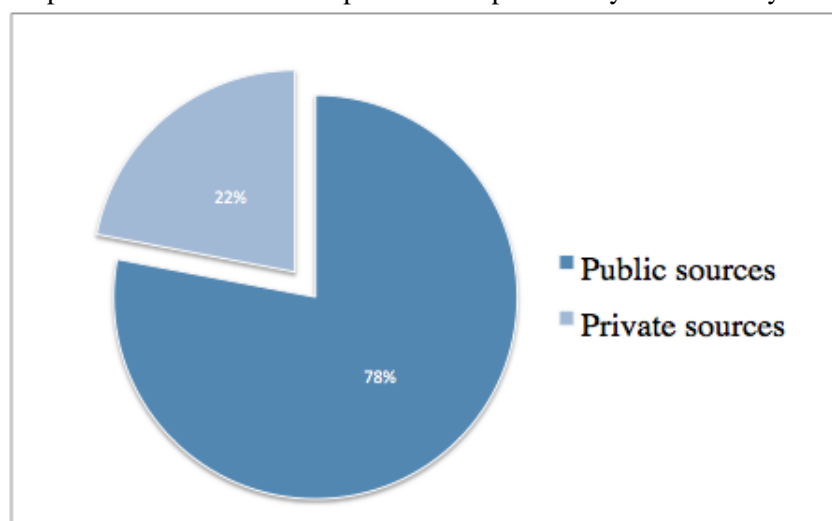
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- (i) Payment of a salary to natural persons that carry out management duties permanently and effectively.
 - (ii) Payment of salaries, fees and benefits to teaching staff carrying out leading, technical-pedagogical or classroom roles, and to education assistants working in the relevant school or schools.
 - (iii) Expenditures related with the management facilities of the school or schools.
 - (iv) Costs of the services associated with the operation and management of the school or schools.
 - (v) Purchase of any type of services, material and inputs for the good management of the educational role, as well as of supplementary didactic resources and input that may be useful for the comprehensive process of teaching and student learning.
 - (vi) Investment in non-financial assets required for the provision of educational services. Investment in fixed rate financial assets; provided that any interest or profit yielded are used for the educational purposes set out in this article and the provision of educational services is not affected in any way whatsoever.
 - (vii) Expenditures associated to the maintenance and repair of goods and property referred to previously.
 - (viii) Payment of liabilities guaranteed by mortgages with the sole purpose of acquiring the real property or properties where the school is operating, in accordance with letter (a) c, article 6 of this Law.
 - (ix) Payment of bank credits or loans which sole and exclusive goal is investing the money from such credit or loan in any required or useful improvements, whether in terms of infrastructure, equipment or other items serving to the purposes of the school’s educational project. Should the school administrator be the owner of such infrastructure, such credits or loans may be guaranteed by means of mortgages.
 - x) Expenditures directly related with the improvement of the quality of the educational service of the school or schools.
 - (xi) Expenditures consistent with the educational project of the school or schools.
-

Source: Law No. 20,845, Article 2.

3.2 Sources of financing

205. In pre-tertiary education⁶⁶, the main source of income is public funds. In 2013, 78% of the resources were granted by the State, mainly from the school subsidy assigned by the central Government, and secondly through subsidies to the offer with direct transfers. The remaining 22% corresponds to expenditure incurred by privates, particularly ⁶⁷ the households by means of the Shared Financing system⁶⁸.

Graph 3.7. Distribution of expenditure in pre-tertiary education by source of financing, 2013



Source: UOE Data Collection Process (Mineduc, 2014).

206. The subsidy budget in 2012 was \$2,436,514 million. The table below shows the relevance of this source of income for schools as compared with other sources.

Table 3.6. Average transfers made to schools per student according to school type, 2012

Type of contribution	Municipal Schools		Subsidised Private Schools	
	\$	%	\$	%
Subsidies	865,504	82	799,459	80
Mineduc Contribution	73,563	7	-	-
Municipal Contribution	114,709	11	-	-
Shared Financing	1,184	0	139,765	14
Other income¹	-	0	65.760	7
Total	1,054,960	100	1,004,984	100

Source: Based on information from Mineduc's budget information.

¹ It takes into account a series of income received exclusively by subsidised private schools: donations, rentals, sale of supplementary goods and services, enrolment fees, among others.

207. Shared financing –which will be progressively eliminated once the Inclusion Law comes into force- allows families to contribute resources to schools (through enrolment fees or monthly

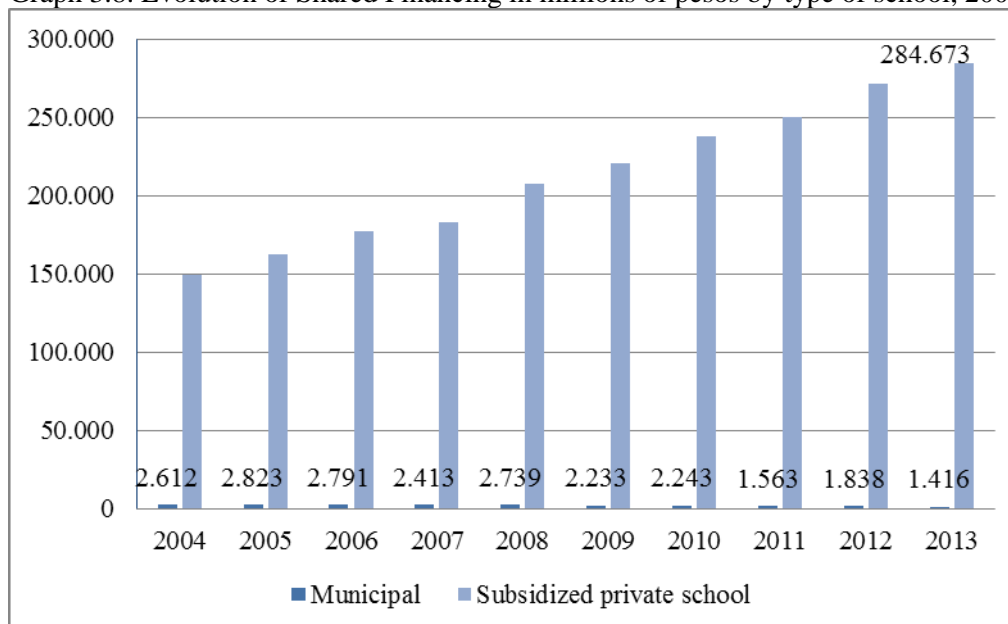
⁶⁶ ISCED 0-3 according to the 2011 classification. In practical terms, for the Chilean case it includes from Nursery School to all programmes lasting at least two hours a day, for two days.

⁶⁷ From the 2013 Income Tax Statement Operation carried out by the Internal Revenue Service (SII), a tax exemption that enables lower income population to deduct school education expenses from the income tax statement was implemented. This “fiscal waiver” is projected to reach \$15,460 million in 2015.

⁶⁸ There are no official records of private contributions to the school system apart from the contribution made by households.

charges). Shared financing showed a sustained increase in subsidised private schools until 2013, when reached over \$284,000 million.

Graph 3.8. Evolution of Shared Financing in millions of pesos by type of school, 2004-2013

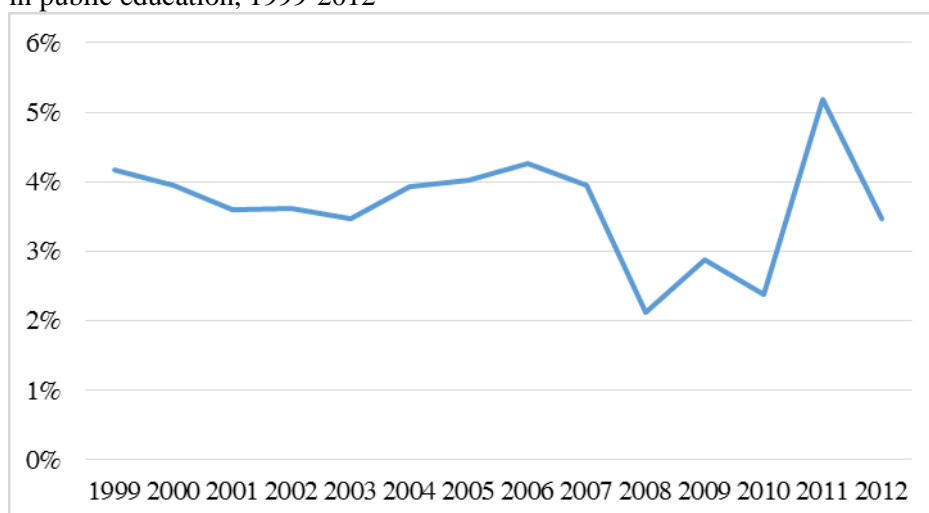


Source: Based on information from databases of Shared Financing, 2004-2013 (Mineduc, 2014).

208. In 2012, Shared Financing in the area of subsidised public schools represented an average monthly income per student of \$11,291, representing 14% of their income.
209. In the public sector, which is focused on more socially vulnerable students, Shared Financing is practically inexistent (it is only allowed in Secondary Education). Nevertheless, administrators of municipal schools have their own income and assets⁶⁹ allowing them to contribute financially to schools under their management in equivalent average amounts as those of the Shared Financing of the private sector. In 2012, public schools had an average monthly income per student of \$11,448 (13% of their income) in terms of municipal contributions.
210. Financing coming from municipalities is relatively stable, i.e. around 3.5% of the total public expenditure in public education. There are slight fluctuations explained mainly by extraordinary increases in the expenditure of the central government in specific years.

⁶⁹ Decree No. 2,385 (<http://bcn.cl/1lzo9>) regulates municipal income. The main source of income received by municipalities comes from what they charge in Cleaning Services, an annual tax levied on vehicles for the right to circulate on the streets, a share in territorial taxes, and payments for concessions, permits and services. Municipalities are not entitled to charge local taxes to be assigned to education. Likewise, the use of municipal resources for education is not regulated.

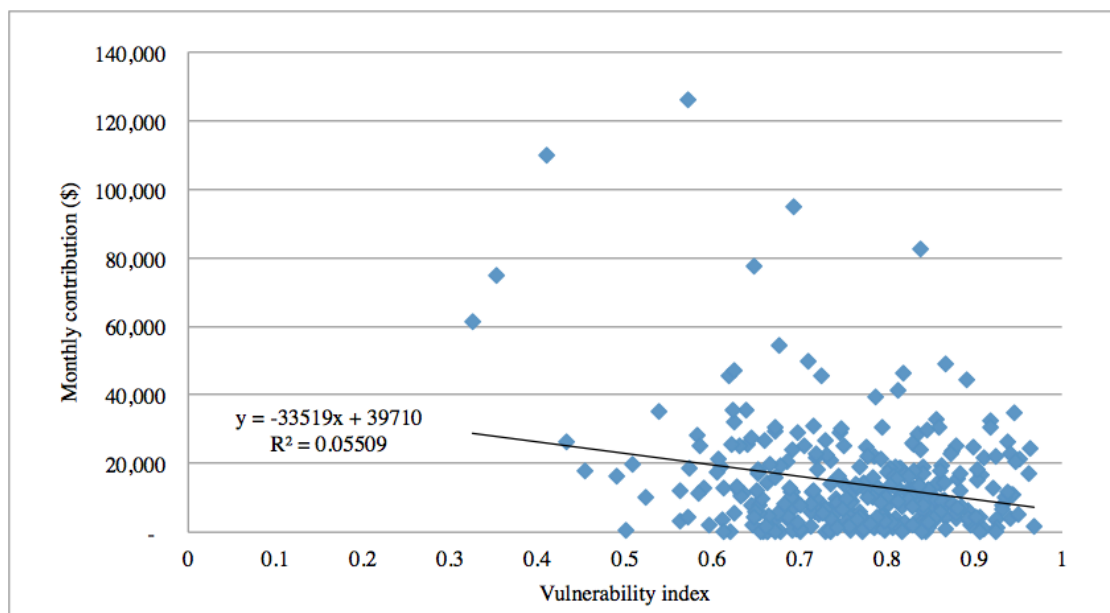
Graph 3.9. Evolution of the municipal contribution as a percentage of the total public expenditure in public education, 1999-2012



Source: "Table 3114-5: Public expenditure in Education", Department of Financial Resources, Mineduc, (2014).

211. However, beneath the average of municipal contributions and Shared Financing relatively even between years, lies a high level of heterogeneity in terms of expenditure per student. This happens particularly in municipalities with a higher number of students enrolled or with higher municipal income generated by activities not connected to education (restaurant licenses, municipal permits, fines, etc.). The graph below shows the correlation between municipal contributions to education and the high level of vulnerability affecting students. There is not just a low relationship, but it is also a regressive one. Therefore, any compensatory policy is in the hands of the central government.

Graph 3.10. Municipal contribution with regard to the vulnerability index, 2013



Source: Based on information provided by the National Board of School Assistance and Scholarships (2015) and the National System of Municipal Information (2015).

212. As OECD (2004) warned, important issues in municipal management relate with the size of communes. The scale and geographical design of communes according to different studies

(Irrarrázaval, 2001), do not seem to be the optimal delimitation to ensure adequate conditions in terms of staff, network activation, infrastructure and financial capacity, for education management. Communes having an intermediary and low number of students, which represent most of the country's communes, have serious scale disadvantages for this purpose (Raczynski & Salinas, 2008).

213. This situation is especially evident in the case of communes located in rural areas (communes with less than 800 students) where a high number of schools have one or two teachers and a low number of students enrolled, who are physically isolated and have low attendance rates, and do not finance themselves neither with the educational subsidy granted at a central level nor with rural subsidies (Raczynski & Salinas, 2008). This basic lack of financing is in line with the private offer that may choose not to “compete” in a market: for example, out of the 346 communes existing in Chile, 51 of them have no subsidised private schools; also, in 51, there are only one or two schools.
214. By contrast, communes with larger population and a higher number of schools under their responsibility find it difficult to generate common strategies and closer management, undermining the potential development of each school unit.
215. Table 3.7. shows how evident is this diversity: for example, in the case of student enrolment, the difference is over 11 thousand times between the commune with the lower number of students and the one with the highest number; in the case of the number of schools, this difference may be up to 81 times.

Table 3.7. Statistics of municipal schools and student enrolment, 2014

Statistics	No. of Schools	Enrolment
Mean deviation	16	3,843
Standard deviation	12	5,069
Minimum	1	3
Percentile 5	2	276
Percentile 25	8	1,082
Percentile 50	13	2,033
Percentile 75	20	4,388
Percentile 95	41	13,758
Maximum	81	34,253

Source: Official enrolment in 2014, Mineduc.

216. Finally, the subsidy per student received by schools is calculated according to student attendance. This is especially detrimental for schools that depend on municipalities attending a more socially vulnerable population or geographically isolated –which also report higher student absence rates. For this reason, most municipalities receive financing from the financial system only thanks to the contributions from ministerial subsidies, and municipal contributions. They have increased in the last decade (Raczynski & Salinas, 2008), particularly from 2008 onwards through the FAGEM (Strengthening of Municipal Management) programme, which became the FAEP (Strengthening of Public Education) programme currently in place –and manages approximately \$185 billion.

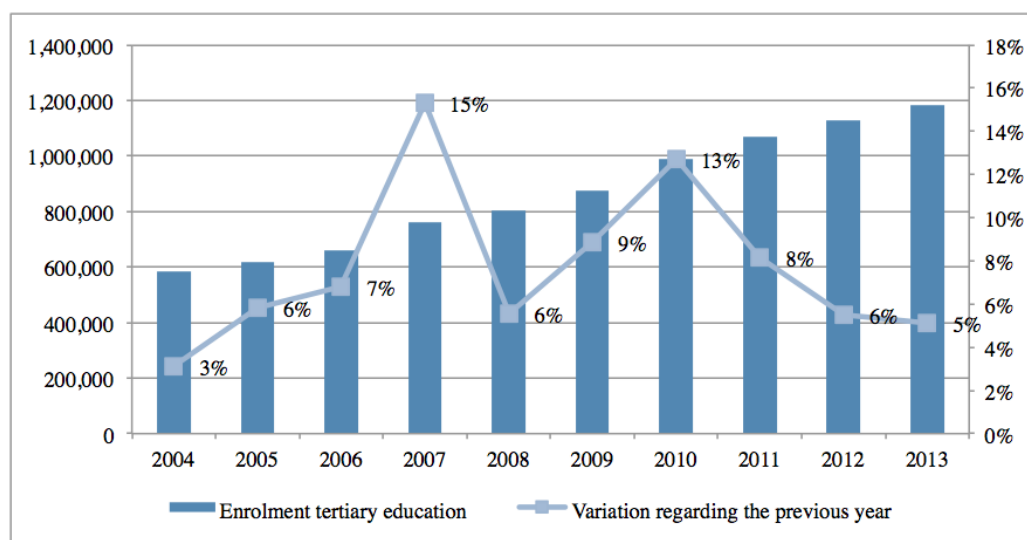
3.3 Planning for the use of resources

217. It could be said that, in the last decade, expenditure events are closely linked with the demands for educational services. In this regard, there are two external factors that may have an impact on expenditure:

Increased demand for tertiary education

218. The last decade has seen an increase in tertiary education enrolment, growing from 584,000 students in 2004 to 1.1 million students in 2013, i.e. there was duplication in the number of students. This increase was made possible thanks to a substantive increment in scholarships and loans available for tertiary education studies. In fact, the highest number of students enrolled observed in 2007 and 2010 coincided with the maximum expenditure taking place at the launch of the State Guaranteed Loan System in 2006 and with the increase reported in the education budget in 2010 of 361 billion pesos in comparison with the previous year (a 57% increase).

Graph 3.11. Evolution of students enrolled in Tertiary Education (growth level and rate), 2002-2013



Source: Based on information from the Tertiary Education Information Service (2015).

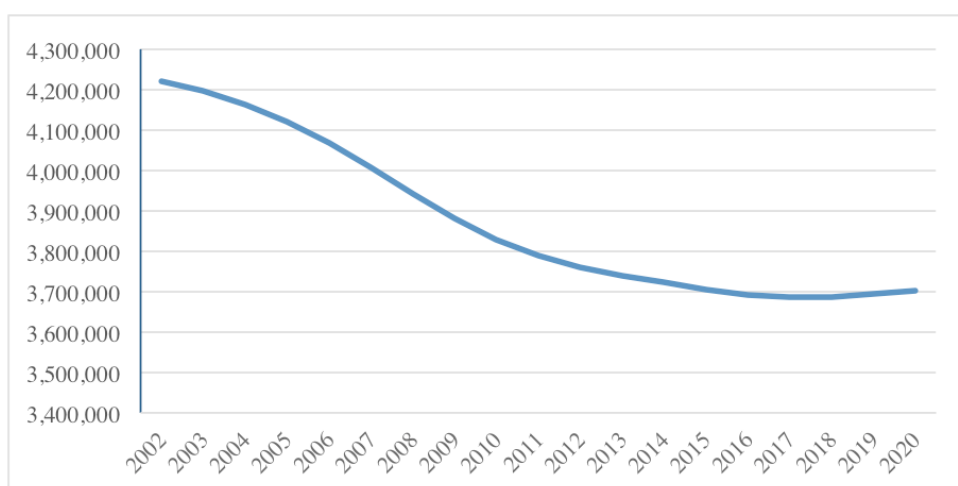
219. Priorities demanded by citizens are also present. The Adimark-Elige Educar⁷⁰ (2015) Survey, that measures the value assigned to the teaching profession and citizen priorities in the educational area, reports that the existence of “free education” is the first or second priority in terms of the most wanted reforms. Also, other political surveys reported that the most rejected areas of the previous administration became widely known in 2011 during the demonstrations and strikes organised by tertiary education students around demands connected with the increase of Government expenditure in this area. Therefore, despite the existence of technical priorities or those contained in the Government’s programme, public opinion most certainly has an impact on and shapes public policy priorities.

Decrease in student enrolment due to demographic factors

220. During the last decade in Chile, the population entitled to receive ECEC and school education (3-17 years old) has decreased sharply from 4.2 million in 2002, to 3.7 million in 2013.

Graph 3.12. Projection including the 3-17 year-old population, 2002-2020

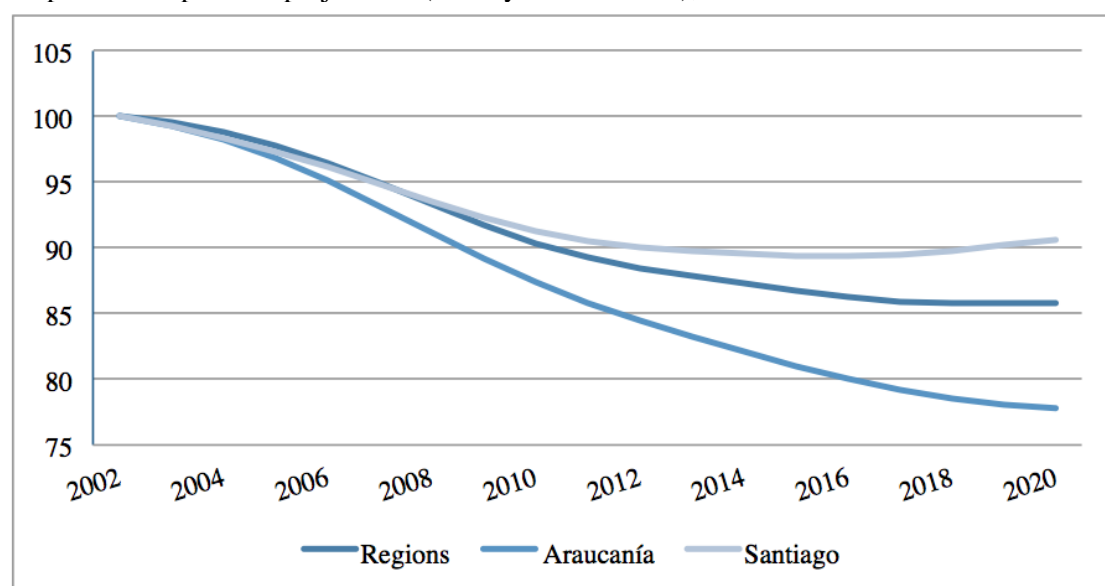
⁷⁰ Survey that reflects the opinion of the country’s main urban areas for a population older than 18 years old. Further information in <http://www.eligeeducar.cl/ee/wp-content/uploads/2015/08/Resultados-Índice-Elige-Educar-GfK-Adimark-diciembre-2014.pdf>



Source: Based on information from the National Statistics Institute (2014).

221. The decrease in population rates has not been homogeneous throughout the country. In fact, great part of the decrease of the population attending to school happens in regions other than the Metropolitan Region, particularly in the areas with higher poverty indexes such the Araucanía Region (IX). Estimations state that, by 2020, this region will have decreased its potential enrolment in approximately 28 percentage points as compared with 2002, while the average decrease in other regions will be 15 points, with the Metropolitan Region reporting 10 points.

Graph 3.13. Population projections (index year 2002=100), 2002-2020



Source: Based on information from the National Statistics Institute (2014)).

222. Demographic decrease, and particularly its uneven distribution, has had an indirect impact on the public sector. Municipalities administering public education have been forced to close 144 schools in the last 3 years because of their financial failure due to a decrease in student enrolment (with the subsequent fall in their income) and to the difficulty to adjust their costs mainly due to the requirements of the Teacher Statute for managing staff. Likewise, additional regulations applied by the central Government, such as the incentives offered for teacher retirement, are an extra burden in the financial structures of municipalities.

Distribution of responsibilities in the use of resources

223. Different components of the school system have diverse responsibilities regarding the use of school resources.

- Mineduc: The Ministry's role is assigning resources to educational policy priorities and distributing them to school administrators.

The priorities defined reflect on the composition of subsidies per student. They vary according to a number of conditions such as the educational level (primary, secondary education) and type of differentiated education in Secondary Education (Scientific-Humanistic or Vocational studies with the relevant specialisation), the type or modality of education (Adult, Special), the student social vulnerability and the concentration of vulnerable students, maintenance needs, and the school's performance of excellence, among other factors.

Resources are supplied via direct transfers from Mineduc to school administrators by means of a Subsidy Office. Chapter 4 gives a description of the transfer mechanisms.

The Ministry also makes transfers to school administrators related with performance bonuses based on the teacher evaluation system (further details are given in Chapter 5).

- School administrators: They have the autonomy to administer the resources received. Most part of these resources may be freely used; nevertheless, as described below, some subsidies are ring-fenced (Preferential School Subsidy or Special Additional Subsidy, among others), and may only be used for such purposes.

Pursuant to the Quality Assurance Law, school administrators are accountable for the resources granted to them, and they are bound to submit a financial statement once a year. This Law and related regulations (Supreme Decree No. 469 of 2014) are quite recent; therefore, the relevant procedures and instruments are now at a stage of early development.

The policy to hire and manage staff, including the teacher community at schools, is decided by the school administrator who, in turn, abides by the regulations of the Teacher Statute setting out the labour terms and conditions of teachers in Chile, as described in Chapter 5.

School administrators are also responsible for maintaining the school's infrastructure and, in general, for capital investment. In the private sector, this greater expense is carried out through bank loans or by applying to challenge funds or infrastructure programmes financed by the central Government (or a mix of both). In the public sector (municipalities), the type of debt with the banking system is less frequent (municipalities are not allowed by regulation to incur in long-term debts) but more funds are added from the central level. In this regard, the National Fund for Regional Development (*Fondo Nacional de Desarrollo Regional*, FNDR) is particularly important.

- Superintendence of Education: This office is responsible for supervising the use of resources transferred to schools, especially in terms of their legality. They have a platform to enter data to a centralised system, and review the consistency of the data entered with administrative data. The use of resources and accountability are addressed in Chapter 6.

Effectivity and efficiency

224. The Chilean school system has not created specific instruments to assess the effectiveness and efficiency of resource use; therefore, no measures have been designed to monitor efficiency at the different levels of the school system.
225. Efficiency and effectiveness may be defined as the achievement of Learning Standards and Other Quality Indicators measured by the Education Quality Assurance Agency.
226. In terms of efficiency (achievement of objectives at a minimum cost), apart from the strategies promoting efficiency in the area of school management described in item 3.1, there is no specific definition. School administrators are widely autonomous to define the management of their internal processes, including the use of financial resources, and the SAC does not have a regulation in place with regard to the use of resources (Law No. 20,529, Article 54).
227. Despite the foregoing, it is worth mentioning that the school system makes an effort to be transparent and ensure the legal use of resources, which reflects, among other things, on the requirement for schools to carry out comprehensive accounts processes and report them to the Superintendence of Education.

Dissemination of information and experiences

228. Within the Chilean school system, collaboration among schools for sharing knowledge and experiences regarding the use and management of resources usually takes place in the private sector within a network belonging to the same school administrator, as they have economies of scale to do so. For example, some networks of private schools (administrators of several schools) share didactic material, induction activities for new teachers, continuous training of senior leading staff, etc. However, because most school administrators only have one school, these experiences are limited. By definition, this dynamics does not take place in the municipal sector (Raczynski et al., 2009) but in a few municipalities. Some rural schools not necessarily belonging to the same administrator collaborate in networks called Microcentres, which have successfully shared knowledge and experiences in the technical-pedagogical area. Section 4.5 describes this experience in more detail.
229. The Chilean educational system also includes a modality called Educational Technical Advisory Services (*Asesorías Técnicas Educativas*, ATE). These “advisory services” are provided by institutions/bodies/companies specialising in areas such as Resource Management, and help schools to implement school improvement plans. These institutions are a common denominator among different schools acting as disseminators of best practice and links between different educational communities. There is no evidence regarding ATE’s effectiveness, although there is some evidence about the correlation existing between ATE expenditure and academic results in general terms (Perticara, Román, & Selman, 2013).

3.4 Implementation of policies to improve the effective use of resources

Policy development

230. Educational policies in Chile are usually developed by Mineduc, which is defined as the “Ministry responsible for promoting the development of education in all levels and modalities” and the “leading body of the National System for Education Quality Assurance” (Law No. 18,956).
231. With regard to the development of educational policies nowadays, it could be said that this is a highly technical activity. Below there are some relevant characteristics of this process.

232. On the one hand, both in the origin and later implementation of the policies, a key aspect is the demands submitted to the State by diverse social actors (students, teachers, families, service providers, experts, etc.)
233. On the other hand, the development of social policies is known to rely rather systematically on the “opinion of experts”, who inform and validate proposals at different stages in the creation of public policies (diagnosis, design, implementation, evaluation). This is evidenced in aspects such as:
- The Advisory Board convened on special occasions by Mineduc or the President of the Republic. During the last decade, the following groups have been convened: Commission for the Evaluation and Recommendations on Sexual Education (Mineduc, 2005); the President’s Advisory Committee for Education Quality (Mineduc, 2006); the External Commission for Vocational Education (Mineduc, 2009 a); the Commission for Financing Students attending Tertiary Education (Mineduc, 2012); and the Workforce for the Review of the National System of Learning Assessment (Mineduc, 2014 b).
 - Outstanding local academics that usually advise Mineduc regarding specific subjects of the educational policy.
 - The operation of the National Education Council within the framework of the National System for Education Quality Assurance is a source of expert advice in specific subjects (curriculum and evaluation) formally existing.
234. Supplementary to the above, the development of the educational policy usually relies on processes of analysis, study and research. A relevant input for such processes is the Student Recording System (SIGE) and other management systems centralised by Mineduc; the results of educational achievement gathered by SIMCE and other international tests (PISA, ICILS, PIRLS, TERCE, TIMSS, ICCS) managed by the Education Quality Assurance Agency; a series of national statistics featuring demographic and territorial information generated by the National Statistics Institute (INE) and social statistics gathered by the Ministry of Social Development (e.g. household surveys); a number of administrative registers on taxes and employment, and multiple opinion polls e.g. CIDE’s survey on Educational Actors, and the National Study of Public Opinion prepared by CEP. Some relevant initiatives in this regard are:
- CONICYT. In an effort to develop scientific research, this organisation implements diverse initiatives related with educational policies. Through its Programme of Associative Research (*Programa de Investigación Asociativa*, PIA), from 2008 it provides financing to two education research centres⁷¹, namely the Centre for the Study of Education Practice and Policy (*Centro de Estudios de Políticas y Prácticas en Educación*, CEPPE) and the Centre for Advance Studies in Education (*Centro de Estudios Avanzados en Educación*, CIAE), led by the Catholic University and the University of Chile respectively. These initiatives are at the top of local research in the area of education by coordinating the efforts of multiple universities and researches from different disciplines that are working in coordination with international experts to improve the quality of Chile’s education. Likewise, FONDECYT and FONDECYT Start-Ups have financed research in the field of education with 31 projects in 2015 and 17 in 2014.
 - Since 2006, the Ministry manages a Research and Development Fund for Education (*Fondo de Investigación y Desarrollo en Educación*⁷², FONIDE) where Tertiary Education institutions and research centres apply each year to finance their projects. 106 pieces of research have been financed so far. In 2014, 12 projects were awarded with a total investment of \$359 million.

⁷¹ Further information in <http://www.conicyt.cl/pia/2007/09/12/centros-investigacion-educacion-2007/>

⁷² Further information in <http://centroestudios.mineduc.cl/index.php?t=96&i=2&cc=2062&tm=2>

- Mineduc, usually through the Research Center, carries out specific analyses and studies⁷³ applied to the multiple public policies existing in the school system, whether through the direct execution of projects or through the total or partial externalisation of them. Such initiatives allow getting a diagnosis of educational issues which, in turn, helps to make policies, give feedback regarding existing actions or evaluate programmes that have already been executed. The working agenda for 2015 included around 50 projects with an approximate budget of around US\$1.5 million. An important part of the analytical effort in the area of educational policy-making is carried out by or through international organisations such as the World Bank, the UNDP and the OECD.
- The non-Governmental sector has also had an active and influential role in the development of educational policy analysis throughout the last decade. The work carried out by Fundación 2020⁷⁴, the Centro de Estudios Espacio Público⁷⁵, the Elige Educar⁷⁶ initiative and the citizens' initiative Plan Maestro (2015) are worth mentioning.

235. At procedural level, educational policies, or the educational reform, are originated as bills submitted by the Executive Power to Parliament through the so-called presidential messages. Faced with a scenario where far-reaching social transformations are taking place, Chile's educational system is challenged to adapt, upgrade and transform itself in all levels of formal education throughout the different stages of life (early education, school education, tertiary education, etc.); therefore, disagreements over national priorities in education are common among the different stakeholders. Today, the prioritisation of the policies to be debated is decided by the bills that the Executive Power submits for parliamentary discussion and by the presidential power to define the urgency of a bill in terms of *simple urgency* (30 days), *extreme urgency* (10 days) or *immediate discussion* (3 days). In general, bills start the legislative process with the first reading in the Chamber of Deputies (Lower Chamber) carried out by special commissions (for example, the Education Commission) composed of different actors interested in matters of law. If the bill passes the first reading in this Chamber, it then goes through a second reading in the Senate –where the bill is approved, modified or rejected. The last two options generate a third reading carried out by the Chamber of origin or by a mixed commission (Deputies and Senators). A bill that has been passed may be analysed by the Constitutional Tribunal and enacted by the Executive Power (SEGPRES, 2015). In this case, the Executive Power, through its different bodies, prepares the regulations that make bills operational. Educational policies defined by law generate programmes or actions to be implemented according to the institutional specialisation of the Quality Assurance System described in Chapter 2.

Consultation with relevant stakeholders

236. The process of formal consultation with stakeholders within the school system is a rather new practice in the development of the educational policy; however, some exceptions are identified. Since late 1990s, there is a tradition to carry out public consultation exercises about proposals contained in the national curriculum. Four consultations have been carried out: 1997 (Curricular Framework for Secondary Education); 1998 and 2008 (Curricular Adjustment for Primary and Secondary Education in 5 areas of learning and 21 specialised areas in vocational education), and 2011 and 2012 (Curricular Bases for Primary Education). More recently, the current presidential administration, with the purpose of strengthening its agenda of educational reforms, has implemented a National Plan for Citizen Involvement⁷⁷ (Mineduc, 2015), both formal and circumstantial, that includes initiatives such as:
- Themed dialogues based on conversation groups composed of political stakeholders.

⁷³ Including programme evaluation, as discussed later

⁷⁴ Further information in <http://www.educacion2020.cl/>

⁷⁵ Further information in <http://espaciopublico.cl/>

⁷⁶ Further information in <http://www.eligeeducar.cl>

⁷⁷ Further information in <http://reformaeducacional.mineduc.cl/participacion/>

- Citizens' Dialogues about the Educational Reform with citizens and the wider school community.
- Gatherings for a New Teacher National Policy including teachers, senior school managers and representatives from the Students' Councils.
- A Civil Society Council representing a variety of institutions seeking to influence educational policies from the citizens' side.
- National Assembly "I have an opinion, it is my right" (*Yo opino, tengo derecho*) organised by a series of entities (both at a State and international level) to learn about the views of children and youth as an input for policy-making.

Pilots and experimentation in policy-making

237. By contrast, pilot programmes or policy experiments are not common practice in the process of policy implementation carried out by Mineduc; nevertheless, almost all educational policies implemented are evaluated. This process is led by the Evaluation System for Programmes and Institutions of the Budget Department⁷⁸ (DIPRES, Ministry of Finance) that evaluates the development, management and results of public programmes by providing information that supports programme management and the process of resource allotment through the logical framework methodology. There are also other evaluations, but these are carried out by Mineduc itself. A compendium containing the evaluations of Educational Programmes between 2000-2010, prepared by Mineduc's Research Center, has identified 83 evaluations, with 26 of them corresponding to DIPRES' evaluations (Mineduc, 2011). Additionally, at the start of the process, Government programmes are submitted to ex-ante evaluations to ensure the social effectiveness of investment made under the framework of the National Investment System (*Sistema Nacional de Inversiones*, SNI) managed by the Ministry of Social Development (MDS).
238. The evaluation results of the Education Programmes led by Mineduc are forwarded to the relevant authorities responsible for those programmes and used by them according to their needs. On the other hand, evaluations developed by DIPRES generate a programme classification regarding their effectiveness and budgeted impact. Apart from being informed to the relevant authorities, these evaluations generate recommendations by the programme evaluation panel which, in turn, generate management commitments for the improvement of the programme to be implemented within 2-3 years. DIPRES carries out a systematic follow-up of such commitments and prepared 2 reports each year.

3.5 Main challenges

239. The following changes may be identified with regard to the governance of school resources in Chile:
240. Chile has swiftly expanded its expenditure in education in the last 10 years, achieving a high degree of investment at an international level. However, the country's level of expenditure as compared with the average expenditure of OECD's countries or other better performing educational systems is still low; therefore, the challenge still exist to increment its investment in education in order to achieve the equity and quality objectives committed.

⁷⁸ DIPRES takes into account four evaluation strands: Evaluation of Government Programmes (EPG); Evaluation of Programme Impact (EI); Evaluation of New Programmes (ENP) and Comprehensive Expending Review (ECG).

241. In fact, the resources assigned by the central Government to school education are currently under strong pressure. On the one hand, there are pressures endemic to the school system, namely:
- The change to a six-year secondary education system set out in the LGE has strong implications in the school's infrastructure and the demand for teachers specialised in different subjects.
 - The Inclusion Law re-defines the sources of financing of school education by assigning a greater responsibility to the State⁷⁹. Its annual cost would be around \$546,000 million of 2015 (US\$835 million).
 - The New Teacher Career project is estimated to have an additional annual cost of \$1,475,000 million of 2015 (US\$2,255 million), i.e. around 1% of the GDP (2014).
 - The process of transferring public education management from municipalities through Local Education Services is estimated to generate an additional annual cost of \$200,516 million of 2015 (US\$307 million).
242. On the other hand, there are also pressures external to the school system. In fact, the current Tertiary Education agenda includes the creation of state institutions and free access to students, which will demand additional investment by the central Government. Also, the lower price of copper in the world markets and an economic growth lower than expected are affecting tax collection.
243. To address this challenge, the current administration has carried out a gradual Tax Reform enabling the State to receive an additional collection of 3.02% of the GDP by 2018. Likewise, during the implementation of the reform, the school system has also adopted a progressive strategy. For example, in three years, the contribution to free education set out in the Inclusion Law to replace Shared Financing will incorporate schools with lower monthly co-payment, with other schools being added progressively. The bill on Local Education Services sets out a phased implementation lasting around ten years; and the New Teacher Career bill includes a progressive entry of the private sector after two years of having been implemented in the public sector.
244. As expected, there is strong debate about the mechanisms to address the challenge of increasing resources for education. In the case of the tax reform, business associations affiliated to the CPC⁸⁰ have expressed their concern about the negative impact on the economy of this measure and, more recently, their doubts about the application of the same. By contrast, students affiliated to the Confederation of Chilean Students (*Confederación de Estudiantes de Chile*, CONFECH, 2015)⁸¹ state that the tax reform has been insufficient; therefore, it should be supplemented with measures such as the State's exploitation of natural resources and the reduction of defence expenditure.
245. A second key challenge is that sources of financing the school system strengthen the exercise of educational rights by the families and help to avoid phenomena that may undermine the quality of education, e.g. the high segregation that defines the Chilean school system. Based on the Inclusion Law, the current administration has chosen to put an end to Shared Financing at schools financed by the State⁸². This alternative was promoted from Education Research and Development Centre of Universidad Alberto Hurtado (García-Huidobro, 2013)⁸³ and from Fundación Educación 2020 (Waissbluth, 2013)⁸⁴. However, during the discussion of the

⁷⁹ This measure is discussed below.

⁸⁰ Production and Trade Confederation (*Confederación de la Producción y el Comercio*), see <http://www.cpc.cl/>

⁸¹ Specifically, this relates with the financing of public education.

⁸² It is worth noting that the Inclusion Law allows schools not to charge for education, and families are not strictly forbidden to contribute voluntarily to the school of their preference.

⁸³ See <http://www.latercera.com/noticia/opinion/ideas-y-debates/2013/07/895-531898-9-fin-al-financiamiento-compartido.shtml>

⁸⁴ See <http://voces.latercera.com/2013/07/15/mario-waissbluth/terminar-el-financiamiento-compartido/>

Inclusion Law, proposals were in place to continue with Shared Financing. For example, Matte (2014)⁸⁵ from the private sector argued that replacing co-payment for public financing would undermine the flexibility to develop educational projects. Moreover, parents affiliated to the Confederation of Parents and Tutors (*Confederación de Padres y Apoderados*, CONFEPa) argued that the elimination of Shared Financing would set a quality limitation to their children's education because the proposed transfers from the State would not reflect the costs of a proper educational service⁸⁶.

246. A third challenge in terms of governance of the school resources is to have a more appropriate financing mechanism for public education managed at a local level, that is, able to overcome the current deficit described in this chapter. The alternative under discussion includes the definition of a basic financing to the local education services additional to the student subsidy (which finances the school operation) that acknowledges the cost of the intermediary local management of education. Such alternative is in some extent shared by the Chilean Association of Municipalities and the Teacher Association, who agree on the need for central Government financing which is specially assigned to the intermediary level. By contrast, a bill creating the public agencies of local education sent to Parliament in 2011⁸⁷ by the previous right-wing administration –which partially agrees with the need to take education out of the municipalities–, sets out that the local management of education should be financed from the student subsidy, with additional resources that do not necessarily include core financing via the Budget Law.

⁸⁵ See <http://www.latercera.com/noticia/opinion/ideas-y-debates/2014/03/895-570754-9-un-mecanismo-que-debe-continuar.shtml>

⁸⁶ See http://www.confepa.cl/como-nos-afecta-la-reforma-educacional/#.VbJtuPl_NHy

⁸⁷ Bill, Bulletin No. 8082-04, Message No. 397-359.

Chapter 4: Distribution of resources

247. This chapter focuses on the way resources are distributed within the school system, resource distribution among the different levels of administration (central, intermediary and local levels), between the different educational levels (ECEC, primary and secondary education, and the type of resources involved (human and physical resources, and targeted programmes). The distribution of school premises, the organisation of teacher and senior staff members, and resources focused on specific groups of students is also taken into account.

4.1 Distribution of financial resources in education between administration levels

Centralisation of the public budget in education by administration level

248. The Chilean school system is decentralised both from a budgetary and administrative point of view (Almonacid, 2004, 2008; Morduchowicz, 2010; Rcazcinzky, 2008). The Government provides financial resources at an intermediary level, i.e. to administrators (private and public) who are responsible for managing such resources. Based on data from 2015, from the total budget allocated to the central level⁸⁸ (\$5,167,107 million) 80% is allocated to public and private administrators (intermediary level) by way of subsidies (75%) or other transfers (5%).

249. The decentralisation level is similar in all levels of the school system (ECEC, primary and secondary education).

Assignment of resources to different administration levels

250. The main mechanism used since the 1980s for assigning resources between the different administrative levels and units was the school subsidy (further information is provided in section 4.4), a system that was created with the idea that financial resources were allotted according to the actual attendance of students to schools (González, Mizala & Romaguera, 2002; Almonacid, 2008; Mizala, 2007)⁸⁹.

251. Therefore, the assignment of resources to intermediary levels (school administrators) depends mainly on the number of students enrolled in their schools and student attendance in the group of schools administered by them (this mechanism is explained in section 4.4). This situation generates a great dispersion of resources received in terms of student subsidies – which, in the case of municipal school administrators and according to data gathered by the National System of Municipal Indicators (*Sistema Nacional de Indicadores Municipales*, SINIM) for 2014, range between \$24 million for administrators that receive less resources to \$28,663 million a year for administrators receiving the highest amount of resources (with a reported median of \$3,854 million).

252. Additionally, the municipal intermediary level receives resources via transfers, usually in the way of challenge funds. Today, the most important fund in place is the one to Support Public Education, which purpose is cooperating with the operation of the educational service provided by municipalities (actions proper to the provision of such services) and with their improvement. By 2015, this fund had budgeted for \$185,400 million, representing 4.8% of the total subsidy budget for that year.

⁸⁸ The budget associated to the school budget includes resources of the Education Under-Secretariat (excluding the budget for Tertiary Education, the Integra Agreement, *Fundación Tiempos Nuevos*, *Instituto de Chile*, National Prizes, Luis Cruz Martínez Prize and the National Council for Movie Qualification (Consejo de Calificación Cinematográfica), the Quality Assurance Agency, the Superintendence of Education, the National Education Board and JUNAEB (excluding food allowances for Tertiary Education students and JUNJI transfers).

⁸⁹ Modifications have been incorporated to the subsidy in terms of financial compensations for such environments where educational work is more difficult, an issue which is addressed in more detail in section 4.4 of this Chapter.

253. The provision of these supplementary resources is based mainly on the budget deficit faced by municipal school administrators. At its origin, this deficit is explained, among other factors⁹⁰, by an assignment logic based on student attendance, which is detrimental for school administrators providing education in areas with difficult access or where students, due to socio-economic factors, show lower indexes of school attendance. According to information provided by SINIM in 2014, this deficit is translated into a debt for this sector of \$79,570 million, 42% of which relate with social insurance of school workers not being paid.
254. Lastly, resource distribution to local levels (schools) is based on the actual attendance to school by students enrolled (these criteria are reviewed in section 4.4). Nevertheless, although there is a clear mechanism in place, financial resources are not directly received by schools. School administrators receive the resources and assign them locally to the schools administered and/or owned by them.
255. The bill creating the Public Education System –which was under discussion in 2015, proposes that Local Education Services (administering public schools) have a proprietary budget additional to the student subsidy, i.e. a specific budget for the intermediary level.

Expenditure rules for central Government's transfers to decentralised entities

256. From the total amount of resources allocated, there are certain resources transferred from the central level that, by regulation, must be spent on specific items. They can be divided in two types: (i) subsidies focused on a target population, and (ii) subsidies and/or allowances that must be directly transferred to teaching staff.
257. The first group is composed of the SEP Law and the Student Integration Project (PIE), which are focused on the economically vulnerable population and students with educational needs, respectively. According to data provided by the 2015 Budget Law, SEP Law resources represent 16% of the total subsidies transferred to schools⁹¹. According to information from 2013 provided the Superintendence of Education, resources allocated to PIE represented 6% of the total subsidies allocated⁹².

Table 4.1. Expenditure regulations for the SEP Law and PIE Project in 2015

Law	Expenditure regulations
SEP	(i) Use all resources to implement the commitments made by the school at the time of applying for the subsidy, with the option to use 10% of expenditures in the intermediary level of the school's administration. (ii) In general, expenditures under this subsidy may not exceed 50% in staff expenses. (iii) It is forbidden to pay special bonuses and allowances...
PIE	(i) Hire specialised human resources defined in terms of the students' special education needs (SEN), e.g. special education teachers, psychologists, speech therapists, etc. (ii) Hours available for coordination, collaborative work and PIE evaluation. (iii) Continuous training and development opportunities for teachers and school education assistants. Training activities must have as a goal the building of capacities and skills within the school community as well as the development of a school culture including student diversity and special needs. (iv) Availability of educational means and material resources.

Source: Author's own elaboration.

⁹⁰ Other causes spotted by the Chilean Association of Municipalities (AMUCH) are management capability and over-population of teachers, education assistants and administration staff (*La Tercera* Newspaper, 2 November 2015).

⁹¹ They are considered as values added to the total subsidy transferred to school administrators. Depending on the schools' characteristics, the subsidy proportion corresponding to SEP from the total subsidy received may vary for each school administrator.

⁹² This calculation was prepared based on expenditure declared in the 2013 accountability process.

258. Resources to be transferred directly to education staff represent 8% of the total subsidy (Budget Law 2015).

Table 4.2. Subsidies that may be transferred directly to education staff

Professional Recognition Allowance (BRP)
Allowance for Head Teachers (Law No. 19.715 y Supreme Decree No. 117, of 2001)
Proportional Bonus (Law No. 19,410 and No. 19,933)
Special Bonus (Law No. 19,410 and No. 19,933)
Allowance for Working in Difficult Environments
Allowance to Reward Academic Excellence (SNED, Law No. 19,410)
Allowance to Reward Pedagogical Excellence (AEP)
Variable Allowance to Reward Individual Performance (AVDI)
Allowance to Reward Collective Performance (ADECO)
Special Additional Subsidy (SAE) (Law No. 19,410)
Compensatory Bonus (Law No. 19,200)
Professional Improvement Unit (UMP)

Mechanisms used to assign resources to regions or localities with (more) specific needs

259. As mentioned earlier in this Chapter, the main mechanism used to assign resources to administrative and local units is student subsidy (See section 4.4.). However, this subsidy is supplemented with the provision of additional resources based on where the school is located. As at 2015, there were three additional assignments, namely: *by zone, rural-based, and difficult environment*.
260. The assignment *based on the zone* where the school is located, in place since 1993, implements an increase to school subsidy depending on how far is the school.
261. The subsidy *based on the rural condition* of the school assigns resources to rural schools (defined in terms of the distance from urban centres, population density and number of inhabitants); it is supplemented by another subsidy called *Rural Floor* given to rural schools with 17 or less students (Mineduc, 1997; Decree having Force of Law No. 5, 1993).
262. The *assignment for working in a difficult environment* provides additional resources to increase teachers' salaries working in difficult zones. Schools may be tagged as difficult for several reasons, namely: (i) schools are geographically isolated or effectively rural (adverse climate, distance, transport problems and communication issues with urban centres), which implies that teachers must live actually in a rural environment; (ii) schools provide education to a population living in poor conditions, with bilingual or bi-cultural background, and (iii) schools are deemed to perform in especially harsh conditions as determined by difficult access and the lack of safety of the urban environment. Therefore, the subsidy enlarges the scope of the term working in a difficult environment to embrace not only the rural nature of the school but also to include vulnerability factors affecting the student of their social background (Decree having Force of Law No. 2, 2003).

4.2 Distribution of financial resources by type of resources

263. Two sources are used to identify how resources are allocated according to their type: the budget allocated each year and the statement of expenditures reported in accountability processes submitted by school administrators –which process will be explained in detail in Chapter 6).
264. Based on data from budgets allocated on 2015, it is possible to note at a central level that most part of the budget is allocated to customary transfers.

Table 4.3. Budget allocation at a central level, 2015

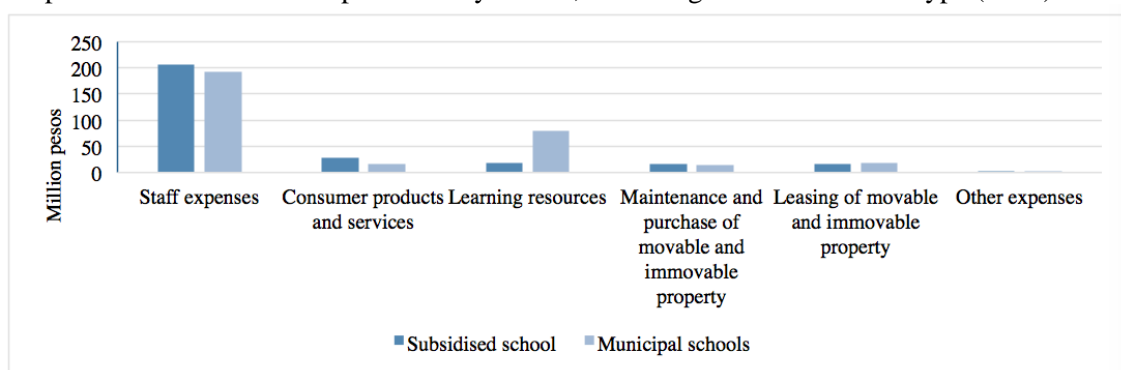
Type of resources	%
Staff	2,07%
Consumer goods and services	0,46%
Social security services	0,01%
Customary transfers	92,21%
Devolved to the state	0,00%
Purchase of non-financial assets	0,16%
Purchase of financial assets	0,00%
Investment initiatives	0,16%
Transfers of capital	4,93%
Debt servicing	0,00%
Final balance	0,00%

Source: Prepared by the Agency from data reported in DIPRES 2015.

265. It is not possible at the intermediary level to know precisely the amount of resources to be exclusively allocated to school administration.

266. At a local (school) level, it is possible to identify how subsidy resources are allocated when the accountability process takes place^{93 94}. As shown in Graph 4.1, resources are used mainly to pay staff's salaries. When the type of administration is taken into account, it evidenced in 2013 that resource distribution was generally very similar between both types of schools, except in the case of expenditures related with learning resources – an item where municipal schools spend around 4 more times than subsidised private schools.

Graph 4.1. Distribution of expenditure by school, according to administration type (2013)



Source: Prepared by the Agency from data available at the Superintendence of Education 2013.

4.3 Distribution of resources according to levels and sectors in the educational system

267. The distribution of financial resources between different levels in the system has been addressed in Chapter 3.

4.4 Distribution of resources at schools

Mechanisms for school public financing

268. The main mechanism for public financing of schools is the demand-based subsidy, also known as the voucher⁹⁵ system given to school administrators for each student attending to

⁹³ The general subsidy, the preferential school subsidy, the food allowance and the subsidy related with student integration projects are taken into account.

⁹⁴ These indicators are only calculated based on operational expenditures.

⁹⁵ Also known as *quasi-voucher*, this benefit, although related to the student, he/she cannot make use of it because school administrators are the ones who receive it.

the school they manage and/or own. This mechanism is the same both for municipal and subsidised public schools.

269. The formula used to set the amount of financing is calculated pursuant to Decree having Force of Law No. 2 of 1996, about the *State Subsidy given to Schools* (Subsidy Law); therefore, this is a centralised and highly regulated mechanism.
270. This financing is composed of a *Student Subsidy* or *Basic Subsidy* and a set of *Other Subsidies, Bonuses and Allowances* supplementing the Basic Subsidy. According to data from 2015, \$2,757,624 million (71%) are allocated through the Basic Subsidy and \$1,138,164 million (29%) are allocated through other subsidies and allowances.
271. Three elements make up the Basic Subsidy: (i) Average monthly attendance; (ii) Educational Subsidy Unit (USE), and (iii) a factor by level and teaching modality (Decree having Force of Law No. 2, 1998, Mineduc 2007).

Figure 4.1. Formula to calculate the Basic Subsidy

$$\text{Basic Subsidy} = \text{Average Monthly Attendance} * \text{USE} * \text{Factor by Level}$$

272. The Average Monthly Attendance is the sum of student attendance to school each day divided by the number of working days in a month⁹⁶. The Educational Subsidy Unit is a measurement unit which value is adjusted in December each year and serves as a reference for the Basic Subsidy and other subsidies (in 2015, the USE value was \$22,321.769). Lastly, the factor based on level and modality is a weighting element that takes into account the educational level (ECEC, primary education, scientific-humanistic secondary education and technical-professional or vocational secondary education, and the education modality (special and adult education). This factor also takes into account if the school provides Full Day Education (*Jornada Escolar Completa*, JEC)⁹⁷.
273. At its origin, financing via subsidies did not make a difference in terms of population characteristics (Mizala, 2007). However, awareness rose during the 1990s of the fact that there was the need for special financing, for which purpose a series of additional subsidies and allocations associated to the different characteristics of students and their educational context were created.
274. From the complete set of subsidies and allocations, the SEP was one of the main additions – which recognised that the cost of education increases along with the students' socio-economic vulnerability. SEP subsidy provides resources per each student attending school, as well as in terms of concentration of vulnerable students attending school. The aggregate of both components of the SEP (\$599,496 million) subsidy exceeds the aggregate sum of other supplementary subsidies (\$538,567 million).

⁹⁶ Average attendance during the last three months preceding payment is considered to make the calculation. For this purpose, school administrators are bound to declare before the Ministry of Education, within the first days of each month, the students who have attended school the previous month (Mineduc 2007). In the case of months that are not a part of the school year, the subsidy is calculated by including the average actual attendance recorded during the immediately previous month.

⁹⁷ For subsidies' amounts see http://www.comunidadescolar.cl/2_subvencion_informes_2.html

Table 4.4. Other subsidies and allowances

Subsidies, bonuses and/or allowances	Budget 2015 (million)
Subsidies related with the characteristics of the student population and their context	
Preferential School Subsidy (SEP), Law No. 20,248	\$474,794
Concentration Subsidy (SEP), Art. 16 of Law No. 20,248	\$124,701
Rural Zones Subsidy	\$67,371
Fulfilment of Agreement pursuant to Decree Law No. 3.166/80	\$46,565
Annual Subsidy for Maintenance Support, Art. 37, Decree having Force of Law (Ed) No. 2, of 1998	\$36,517
Subsidy related with Sub-Paragraph 1, Transitional Art. 5, Decree having Force of Law (Ed) No. 2, of 1998	\$30,271
Pro-Retention Educational Subsidy, Law No. 19,873	\$27,557
Internship Subsidy	\$23,556
Educational Reinforcement Subsidy, Art. 39, Decree having Force of Law (Ed) No. 2, of 1998	\$723
Subsidy related with Sub-Paragraph 3, Transitional Art. 5, Decree having Force of Law (Ed) No. 2, of 1998	\$482
Subsidies or allowances for teaching staff	
Special Additional Subsidy, Art. 41, Decree having Force of Law (Ed) No. 2, of 1998	\$92,329
Professional Recognition Bonus, Law No. 20,158	\$85,403
Excellent Performance Subsidy, Art. 40, Decree having Force of Law (Ed) No. 2, of 1998	\$51,423
Allowance for Working in Difficult Environments	\$36,098
Variable Allowance for Individual Performance Art.17, Law No. 19,933	\$12,895
Pedagogical Excellence Subsidy, Law No. 19,715	\$6,812
Additional Bonus for years worked, Art. 6, Law No. 20,652	\$4,963
Compensation Bonus, Art. 3, Law No. 19,200	3,861
Subsidy to Reward Excellent Performance, Education Assistants, Law No. 20,244	3,697
Bonus for Head Teachers, Law No. 19,715, Art. 13	3,338
Subsidy for Collective Performance, Art. 18, Law No. 19,933	2,129
External Consultancy Fund, Art. 3, Law No. 20,501	1,186
Compliance with Sub-Paragraph 2, Art. 10, Law No. 19,278	1,147
Special Bonus for Retired Teachers, Art. 4, Law No. 20,501	231

Source: Information prepared by the Agency from data contained in the Budget Law 2015.

Variables in place to allocate state financing

275. Changes applied to the original subsidy have meant, as a general criterion, that society in general has accepted the need to allocate higher resources to such educational units carrying out their duties in more difficult environments, thus generating higher costs for a proper educational function.
276. When taking a brief look at legal bodies developed in the past two decades, it is possible to observe that the increase in subsidy amounts has been driven by the following criteria:
- (i) Length of the school day: All types of subsidies include differentiated amounts according to the length of the school days; the Full School Day increases to 38 hours of school work between 3rd and 8th grades, and to 42 hours between 9th and 12th grades.
 - (ii) Vulnerability factors affecting the school population: This criterion is related with the allowance for working in difficult environments and the SEP Law. There are also additional subsidies such as the pro-retention subsidy aimed at the population tagged as very poor or homeless and the subsidy to support educational reinforcement actions, which related with student at social risk.

- (iii) Subsidy for rural areas: This criterion includes subsidies for schools located in rural areas, the so-called rural floor, the subsidy for working in difficult environments and the increase of subsidies according to zone. Likewise, the internship subsidy includes an accommodation and meal allowance for schools attending students with access problems, whether because of the distances involved or transport issues.
- (iv) Special Education Needs: This criterion includes an increment of the special education subsidy created in connection with Student Integration Programmes.
- (v) Premise maintenance: A specific subsidy has been created to ensure the maintenance, repair and reposition required to keep the physical condition of the premises, equipment and furniture.

277. Apart from these criteria, there is a difference in subsidy calculation according to educational levels. This way, when observing the Basic Salary, it is possible to observe that the order of importance of the amounts is as follows (from the highest to the lowest amount): (1) Technical-Professional or Vocational Secondary Education; (2) Scientific-Humanistic Secondary Education; (3) Primary Education and ECEC, and (4) Adult Education.

Requirements in place of subsidised public schools

278. Requirements for subsidised public schools are described in Section 4.5.

4.5. Distribution of premises and school material

School network: Organisation of the school network

279. All schools willing to provide educational services from Transition Level 1 (NT1) to 12th grade must have an *Official Recognition* granted by Mineduc. According to the current regulations (Decree No. 315, 2011), schools must comply with the following technical-pedagogical, legal and infrastructure requirements to be granted that official recognition:

- Have an administrator responsible for the school's operation. This administrator must have a professional qualification or degree given after at least eight semesters of study at a State University or professional institute, or recognised by the State; also, he/she should not have been sanctioned for serious incapacity to act as a school administrator or have been condemned for a crime or misdemeanour.
- Have an educational project in place.
- Abide by Mineduc's plans and programmes or have their own plans and programmes.
- To have in place, and execute, regulations for student evaluation and promotion.
- Commit to comply with national learning standards required from the entire school system pursuant to the SAC Law.
- Have in place an Internal Regulation setting out the relationship between the school and the various stakeholders within the school community, and ensuring a fair process based on disciplinary measures.
- Have available the suitable teaching/managing professionals, technical-pedagogical and classroom staff, by taking into account the educational level and modality, as well the right number of education assistants to provide for the school's needs according to the levels, modality and number of students.
- Give evidence of having a minimum capital paid in proportion to the enrolment projected for the following year.
- Ensure that the premises where the school operates comply with Mineduc's current regulations with regard to the existing infrastructure.
- Have the minimum suitable furniture, equipment, teaching elements and didactic material for the educational level and modality being taught, and taking into account the staff required and number of students that is allowed to enrol.

280. Likewise, to receive public financing, school administrators must fulfil additional requirements allowing them to receive the subsidy, namely:

- At least 15% of students live under vulnerable socio-economic conditions, unless there were not sufficient applications to reach such percentage.
- Classes respect the minimum and maximum number of students set out in the regulation.
- The school has the classes or educational cycles corresponding to the level of teaching provided.
- The school has an internal regulation governing relations between the school and students, including the causes for suspensions and enrolment cancellation. Enrolments may not be cancelled, and students may not be suspended or expelled only by reason of socio-economic status or performance.
- There is a news board, at a visible spot, containing the main principles of the General Education Law and the Subsidy Law.
- Requirements to enter or stay at a school do not include charges or economic contributions exceeding school and enrolment fees authorised by law.
- Staff salaries and pension payments are paid in time.

281. Additionally, if schools receive resources via the SEP Law, they should also:

- Exempt priority students from charges paid under Shared Financing.
- Accept students applying between Transition Level 1 and 6th grade, in accordance with admission processes that must not take into account the past or potential performance of student. Families should not be required to submit their socio-economic information.
- Keep school applicants, parents and guardians informed about the school's educational project and internal regulations.
- Keep students from Transition Level 1 to 6th grade without taking into account the student's performance to renew their enrolment in the school.
- Use the subsidy to implement actions contained in the Educational Improvement Plan, with special emphasis on priority students, encouraging special technical-pedagogical assistance to improve the performance of students with low academic achievement.

282. Recently, with the entry into force of the Student Inclusion Law, additional requirements were set out for subsidised public schools. It is worth noting that these conditions will be progressively applied to the system, namely:

- Free education⁹⁸, which, in other, puts an end to Shared Financing.
- A new student admission procedure to be implemented including the fact that they will be selected neither in terms of their past or potential performance nor according to their parents' socio-economic information⁹⁹.
- There will be no profit-making.
- Be the owner of the educational premises or have them in commodatum for at least 8 years, with automatic renewal¹⁰⁰.

⁹⁸ Pursuant to the regulations, the complete process of free-education in subsidised private schools will be reached when the maximum average amount charged per student is equal to or lower than the contribution related with free education introduced by law. This contribution will be allocated to free, non profit-making schools in all teaching levels, and will be implemented at the start of the 2016 school year, with a subsidy amounting to 0.25 subsidy units, and an annual increase of 0.1 units until reaching 0.45 subsidy units.

⁹⁹ Pursuant to the regulations, the date for the entry into force of the new admission process –which includes the prohibition to select students under the criteria mentioned above, will be set according to the enactment of one or more decrees with force of law. As from the date set in these legal texts, gradual implementation throughout the country will take place within a 4-year term.

¹⁰⁰ Pursuant to the regulations, schools have until December 2017 to change their legal capacity to become administrators of non-for-profit schools. In these cases, there is also a deadline of 3 years to make the relevant changes

283. With regard to the territorial organisation of the school network, the Student Inclusion Law is a milestone in terms of the free opening of schools. According to the provisions of this recent legislation, the schools that require the subsidy benefit for the first time will only be approved by Mineduc in case there is an unfulfilled demand for student enrolment that may be not be covered by other schools receiving state financing, or when there is no similar educational project in the area where the school will be established. Under the new regulations, the Education Ministry's approval must be ratified by the majority of the members of the National Council of Education. This new provision, due to enter into force in March 2016, will be preceded by the enactment of a regulation setting out the limits of the territorial area referred to.

School network: Size of schools

284. According to Mineduc's statistics from 2014, schools have an average of 294 students; however, it should be noted that there is a great difference in the number of students attending each school. Schools with one student and up to 4,000 students may be found at schools.

285. According to the educational level taught, ECEC (NT1 and NT2) has in average the lowest number of students per education level. It is important to note in this case that the Chilean system has other institutions (kindergartens) that may also provide education in this level.

286. In the past decade, this indicator has shown that ECEC provided in state-recognised schools, the mean of students per educational units has increased by 17%. Also, the mean percentage of student attending regular and special Primary Education has decreased by 10% and 6% comparatively. Lastly, Secondary Education has evidenced a decrease in the average number of students in scientific-humanistic educational units (26%) and technical professional or vocational units (43%).

Table 4.5. Student average in educational units according to level and teaching type (2004-2014)

Level and type of teaching		2004	2006	2008	2010	2012	2014	Variation
ECEC	Regular	53	56	55	57	58	62	17%
Primary Education	Regular	253	245	238	231	226	228	-10%
	Special	84	77	77	74	76	79	-6%
Secondary Education	Scientific-Humanistic	321	313	293	273	247	239	-26%
	Technical-Professional or Vocational	321	285	253	225	198	182	-43%

Source: Enrolment database by educational unit between 2004 and 2014. Ministry of Education.

Note: Schools may provide more than one teaching level at a time and teach more than one grade per level. This table shows data according to educational level and not regarding schools as a whole.

287. When breaking down the figures according to the location of schools evidence shows that, in levels, educational units located in rural areas have an average number of students remarkable lower than the ones located in urban zones. Likewise, municipal schools generally receive a lower average of students as compared with subsidised private schools – especially at the regular Primary Education level, with the only exception of scientific-humanistic education.

Table 4.6. Average number of students in educational units according to location and type of administration (2014)

Total	Location	Type of administration
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for becoming the property's owner. In the case of administrators of non-for-profit schools, a term of 3 years since the law entered into force (in March 2016) for the same purpose.

Level and type of administration			Urban	Rural	Municipal	Subsidised Private	Paid Private	Delegated Administration Corporation
ECEC	Schools	62	71	27	48	70	93	-
Primary Education	Regular	228	356	56	165	300	351	142
	Special	79	79	62	67	80	23	79
Secondary Education	SH	239	245	111	304	219	196	377
	TP	182	190	108	166	184	7	312

Source: Enrolment database by educational unit between 2004 and 2014. Ministry of Education.

Note 1: ECEC establishments from JUNJI and Integra are not included as information about their location is not available.

Note 2: Schools may provide more than one teaching level at a time and teach more than one grade per level. This table shows data according to educational level and not regarding schools as a whole.

School networks: The issue of rural and smaller schools covered in educational policies

288. Since 1992 the Ministry of Education has implemented the Rural Primary Education Programme (formerly called Programme for the Improvement of Quality and Equity of Rural Primary Education, MECE/Rural Primary Education) aimed –as the name so describes, at promoting technical-pedagogical support in rural schools. Initially, the programme combined two different lines of action in areas such as availability of educational resources, adaptation of the curriculum to the local culture, promotion of activities aimed at teacher professional development, and creation of rural micro-centres where teachers would meet to reflect, plan and assess their work.

289. Currently, the programme's actions are focused on *multi-grade rural schools*¹⁰¹, both in municipal and subsidised private establishments, with the purpose of attending the complexity of this type of schools with regard to the cultural, social and ethnic diversity of their students; the different learning experiences of girls and boys according to their age and the grades they have to attend; the personal and professional isolation of teachers, and the weak articulation of schools with ministerial, municipal and other institutional networks. The programme's action strands are diverse, with a strong emphasis on school networking.

290. The longest standing initiative in this area relates with the implementation and operation of micro-centres –local professional networks for continuous learning of teachers working in rural multi-grade schools according to geographical proximity. As at 2015, there are 374 micro-centres grouping over 2,400 multi-grade rural schools. The meetings of these groups are regulated by Decree No.968 of 2012 authorising monthly micro-centres gatherings equivalent to two hours a week dedicated to technical meetings attended by school teachers. Under the above-mentioned regulation, the purpose of these meetings are: (i) evaluate the learning conditions at schools; (ii) reflect on the pedagogical work carried out by teachers to decide on the necessary innovations to improve students' learning; (iii) exchange pedagogical experiences; (iv) programme the most relevant type of classroom learning; (v) agree on criteria to design improvement plans according to the students' needs, and (vi) receive support from Mineduc or from private technical consultancy institutions (ATE) when relevant.

291. In addition to the above networks, the current guidelines contained in the Rural Education Programme include the organisation of three regional meetings a year for the coordination of micro-centres. These are two-day meetings aimed, among at other things, at following up on actions and supporting the policy contextualisation and pedagogical initiatives; creating a best practice database for teaching at multi-grade schools based on the application to regional challenge funds; calling and selecting regional projects to support multi-grade teaching with

¹⁰¹ This is a type of school with combined grades, i.e. a group of students belonging to different grades that receive education in the same classroom. For example, students from 1st, 2nd and 3rd grade may be studying in the same classroom.

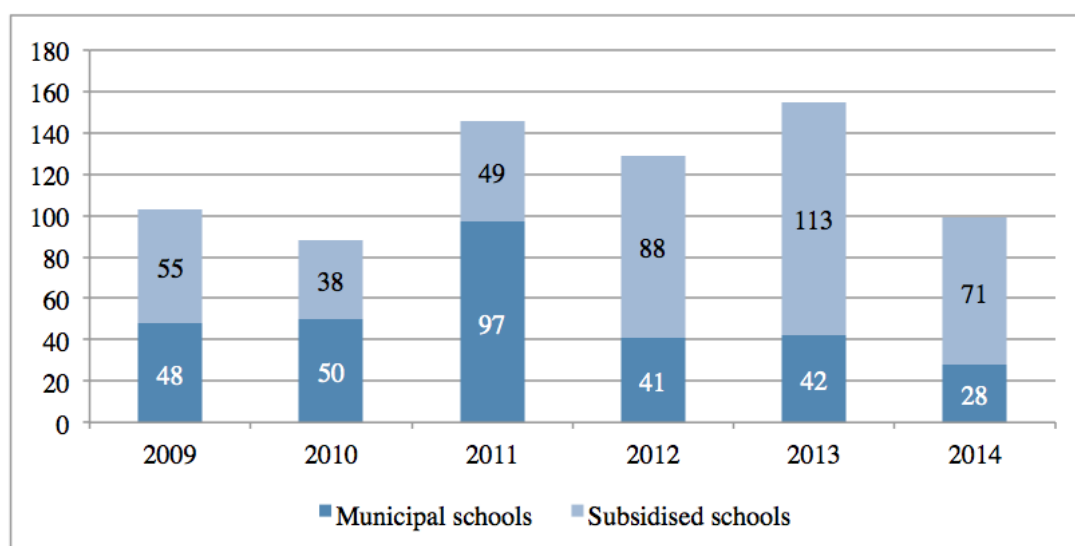
the participation of the universities network for rural education; developing an educational television programme for rural multi-grade schools (*Escuela Plus*); supporting the dissemination, follow up and selection of stories written by rural students in coordination with the Ministry of Agriculture, and supporting programmes promoting Internet access and connectivity executed by the Education and Technology Centre of the Ministry of Education or the *Enlaces* programme –which is addressed in more detail in another section of this report. As noted, the Rural Education Programme has generated several partnerships with other Government bodies to reach its objectives, including, *inter alia*, the *Enlaces* programme, the Ministry of Agriculture, the Open Doors English Programme (Inglés Abre Puertas), and the universities network for rural education.

292. The Rural Education Programme has coexisted with other initiatives aimed at this type of schools, teachers and students, such as the adjustment of the subsidy given to schools located in rural areas for all subsidised schools; the allowance for working in difficult environments granted to teachers who perform their duties in municipal schools geographically isolated or located in rural areas –as a supplement to their regular salary; and the Programme to Support the Rural School Transport System, which finances the transport of students attending all school levels in municipal schools located in communes with a rural index equal to or higher than 25% as a way to ensure continuity of their education.
293. Notwithstanding the prevailing support given by the Ministry of Education to this type of schools, researchers have highlighted that rural education has been excluded from current policy discussions on education, despite the evident lack of human and material resources and the educational gap and low rate of completion of studies when compared with schools located in urban areas (Leyton, 2013; Solís & Núñez, 2014; Hernández & Raczynski, 2014). The above is consistent with the fact that some of the most recent initiatives focused on strengthening education quality have not taken into account multi-grade schools with one, two or three teachers (for example, the introduction of performance indicators or the new processes to choose schools senior staff, which will be reviewed later in this study). There are different challenges to address, such as the impact of the future restructuring of educational levels (6+6), the strengthening of ECEC and Special Education, the status of rural high-schools and the location of this type of schools within the context of the current and future education reforms.

School networks: Rationalisation of school networks

294. Decision regarding the rationalisation of school networks –such as the closure or merger of schools by reasons such as drop in student enrolment– is left at the discretion of school administrators. Regulations in this field states that schools may request to the Education SEREMI to end their official accreditation within the two last months of the previous year, during which period the school will inform this decision to the parents (Decree No.315, 2011).
295. Evidence available about school closures in the country show that 2,922 schools were closed between 1994 and 2012, with an annual destruction rate of 1.1%. 52% of them were municipal schools; 33%, subsidised private schools, and 15%, paid private schools. Findings show that schools that stop operating have a significantly lower student enrolment than the system's average are concentrated in rural areas and provide education to students from lower socio-economic background (Grau, Hojman, Labra & Mizala, 2015).
296. In 2014, 102 schools were closed, with a share of 70% of subsidised public schools and only 3% of paid private schools.

Graph 4.2. Evolution of closure of subsidised schools, 2009-2014



Source: Mineduc's Research Center with data for the General Student Information System (SIGE).

Note: Since a different methodology was used in 2014, there is limited comparability between these periods.

297. There is no research explaining the reasons behind municipal school closures; however, some hypotheses have been formulated based on the analysis of statistic information.
298. The first hypothesis arises when comparing closure information with the financial risk indicator created by the Municipal Support Unit (UNAM) at Mineduc. This analysis showed that 33% of schools closed during 2009-2014 belonged to high financial risk communes. This may evidence that school closures are related with school administrator's financial solvency (Mineduc's Research Center, 2015).
299. The second hypothesis states that school closures may be the result of a drop in the number of students enrolled. When enrolment drop is analysed for 2009-2014, findings showed that administrators of municipal schools that did not close their schools reported a lower average enrolment variation than administrators that closed schools. However, data does not allow establishing the cause or a meaning for this relation, i.e. available information is not clear enough to decide whether schools are closed as the result of a drop in student enrolment, or if the enrolment in municipal schools decreases by reason of a lower educational offer in a given commune (Mineduc's Research Center, 2015).
300. At the same time, research carried out regarding management of municipal education has reported that, despite the fact that school idle capacity is an issue under permanent discussion and scrutiny within municipalities due to the drop of enrolment against subsidised private education, the application of rationalisation criteria, such as school closure or merger, causes profound resistance and raises important issues at a socio-community level (Solís & Nuñez, 2014), as well as a loss of political credibility issues difficult to bear by local authorities (Raczynski, 2010). Following the interview carried out by the education area coordinator of the country's of Chilean Municipalities (ACHM), decisions regarding this issue are different depending on the administrator, with cases where they decide to close the school in order to optimise resources, prefer to keep operating despite student deficit, or carry out reflection processes with the community to arrive at a consensual position about this issue.
301. However, once school administrators decide to close the schools administered by them under the model of financing based on the valid number of students enrolled in the school system, they stop receiving the funds granted by Mineduc for their operation. Apart from the foregoing, there is no systematised evidence at a national level about the transfer of human resources and material carried out by school administrators once the school closure takes

place, or data about the costs and impact of student relocation. Nevertheless, the Ministry of Education has certain regulations in this area regarding the use of infrastructure and student relocation.

302. On the one hand, in terms of school infrastructure, municipal and subsidised private schools with a Full School Day (analysed in Chapter 5) that have received a supplementary contribution in terms of additional capital cost by Mineduc (as provided in Law No.19,532) that *Creates the Full School Day scheme and enacts regulations for application thereof*, are bound to ensure the school's operation for a 30-year term. This prohibition may be dismissed by the Ministry of Education under the condition that the property is used for other educational purpose during the term set out. This way, according to the interview carried out to the officer in charge of the education area in the ACHM, the infrastructure of schools that close, and have received State capital contributions, are usually used to open public libraries, kindergartens and places offering other levels of education, or for the placement and operation of the commune's teams of an educational area.
303. On the other hand, regarding student relocation, regulations in this area introduced in 2014 within the framework of Law No.20,800 (2014), which *Creates the figure of the provisional administrator and the closure administrator of higher education institutions and sets out regulations in the area of provisional management of educational administrators*, and the SAC Law set out that, should the case be that a municipal school request a waiver of official accreditation, which may have an impact on the right to education of the students enrolled, the Superintendence of Education may appoint a provisional administrator to coordinate, in conjunction with the Regional Ministerial Secretariat of Education, the relocation of students in other schools. Generally, according to the interview with the officer in charge of education at the Association of Chilean Municipalities, the administrators themselves many times take on the responsibility of relocating the students in other schools of the area.

School premises and material: School infrastructure

304. Mineduc manages diverse programmes to support the development of school infrastructure which, when including regular transfers and assets, reach a total amount of \$234,186 million¹⁰², equating a 6% of the budget for subsidies (Budget Law, 2015).
305. On the one side, these initiatives include the allotment of financial resources to school administrators through subsidies and, on the other side, also include initiatives – via public tenders – that allow school administrators to have resources available to finance school infrastructure, equipment and furniture projects.

¹⁰² This amount includes centralised and decentralised budget, where the latter is made available through transfers or subsidies.

Table 4.7. Main initiatives in place and budget allotment for 2015

Initiatives linked to Mineduc's infrastructure projects	Million Pesos
Maintenance Support Subsidy This subsidy is granted to support the proper physical conservation of subsidised (public and private) schools, as well as their equipment, furniture and similar assets. The programme includes an annual grant of resources additional to the school subsidy paid to the school administrator once a year.	36,517
Funds given to areas affected by a catastrophe/emergency Transfer of funds through agreements between Mineduc and the administrators of subsidised public and private schools for the construction, repair and/or regularisation of schools located in areas affected by a catastrophe (including equipment and furniture).	17,210
Educational Infrastructure Fund (<i>Fondo de Infraestructura Educacional</i>) - National Fund for Regional Development (<i>Fondo Nacional de Desarrollo Regional</i>) (FIE-FNDR) Administered by the National Fund for Regional Development, this Fund is used to finance the required infrastructure, purchase equipment and furniture for municipal schools.	50,705
Educational Infrastructure Fund, Municipal (<i>Fondo de Infraestructura Educacional, Municipal</i>) (FIE-MU) This Fund is administered by SUBDERE's Urban Improvement Programme (<i>Programa de Mejoramiento Urbano</i>) to improve the infrastructure of municipal schools.	34,505
Plan to Improve Bicentenary High Schools of Excellence (<i>Plan de Mejoramiento de Liceos Bicentenarios de Excelencia</i>) Administered by Mineduc with the purpose of improving municipal schools called <i>Bicentenarios de Excelencia</i> , this plan finances the development of infrastructure, and the purchase of equipment, furniture and real estate for school premises.	2,060
Plan to Purchase Equipment for Municipal Vocational Schools (<i>Plan de equipamiento de establecimientos municipales de Educación TP</i>) Administered by Mineduc for the purpose of acquiring or purchasing movable assets for municipal technical-professional or vocational schools, this plan provides funds for purchasing instruments, tools, utensils and implements, machinery and equipment, interactive and audiovisual material, texts, and other material needed to teach the special educational fields offered.	24,434
Infrastructure for Traditional Municipal High Schools This plan is administered by Mineduc to acquire or purchase movable assets for municipal schools.	13,851
Strategic School Infrastructure Plan for 2014-2018 ¹⁰³ A part of the Plan for Strengthening Public Education, this initiative has been designed to incorporate higher standards for infrastructure in the educational field, and improve the poor condition and shortages of schools providing ECEC, primary and secondary education.	50,779

Source: Prepared by the Agency based on data from the Budget Law 2015.

School premises and material: Introduction and impact of ICTs at schools

306. The policy to introduce Communication and Information Technology (ICT) at schools has been implemented by Mineduc's Education and Technology Centre¹⁰⁴, with the purpose of integrating ICT in the school system and improving learning and development of digital skills among the different stakeholders involved.

¹⁰³ This plan was devised based on data gathered by the first infrastructure survey carried out by Mineduc between 2012 and 2014. Information collected in such study evidenced that 56% of school premises in this area showed some degree of deterioration lower than 20%; 34% a damage rate between 20% and 39.9%; and 10% evidenced a rate of deterioration higher than 40%. Likewise, from a total of 5,509 schools surveyed, 1,146 showed poor drinking water systems, and 1,129 had evidenced poor construction conditions.

¹⁰⁴ Enlaces is a programme created by the Ministry of Education in 1992 with the purpose of contributing to the improvement of education quality through computer-related education and the development of a digital culture.

307. Enlaces works with all subsidised schools in the country by providing teaching strategies including the use of technology, training teachers, offering workshops for students, and promoting the availability of digital educational resources and technological infrastructure in educational centres. The programme's actions include initiatives aimed at the different levels and types of education, from ECEC to Secondary Education, and including projects that have been specifically designed for special education, which are described in detail in Chapter 5.
308. As a way to measure the programme's impact, Enlaces has carried out Computer-Related Education Censuses in 2009 and 2012. These surveys have been applied to all the primary and secondary education subsidised schools, and to a sample of non-subsidised private schools. These censuses have gathered information about technological infrastructure, technology management, competence development, and use of resources at a school level.
309. When compared, findings between 2009 and 2012 have shown important progress in the availability of technological infrastructure at the country's schools, which has helped to close the gap between subsidised and private paid schools.

Table 4.8. Technological infrastructure at schools according to administration type (2009-2012)

Indicators	Type of Administration	2009	2012
Average number of computers in each school	Municipal school	18	42
	Subsidised private school	22	42
	Private paid school	39	69
	Total	20	43
Student rate per computer	Municipal school	16	6
	Subsidised private school	31	14
	Private paid school	15	11
	Total	22	9
Percentage of schools with Internet connection	Municipal school	55	74
	Subsidised private school	78	84
	Private paid school	96	99
	Total	64	80

Source: Adimark, IIE (2012).

School premises and material: Innovative uses of ICTs in rural schools

310. The Enlaces Programme has focused its work in rural and urban schools. In 2000, the Enlaces Rural initiative was implemented to extend coverage to rural and multi-grade schools and introduce information and communication technologies as a resource to be used in the teaching and learning process in rural schools (Carrasco, Stingo & Laval, 2004). The programme's strategy was translated into a three-year pedagogical model – called Accompanying – that included direct support to classroom teachers, training and the provision of technological equipment to each multi-grade classroom (Muñoz & Sanhueza, 2006).
311. In addition to this pioneer initiative, Enlaces has implemented in the past years diverse projects focused specifically on multi-grade rural education – such as the project to provide technological infrastructure, the supply of digital educational resources (2013), and the wireless Internet project implemented in this type of schools (2013). In 2014, the '*Integrando la Ruralidad*' project was launched with the purpose of providing offline digital educational resources, offering teacher training and supplying equipment for networking at multi-grade schools with poor or no connectivity, and facilitating students' access to digital resources selected by the programme. 2,043 schools have participated in this project. There was no initiative focused on the rural sector in 2015.
312. As shown in the table below, diverse initiatives implemented in the past ten years with the purpose of integrating ICT in multi-grade rural schools have reached important progress –

according to the findings of computer-related education surveys. Nevertheless, the figures shown –collected before the implementation of the new initiatives mentioned in the previous paragraph- show a persistent gap between schools having all elements required –especially in terms of connectivity- which is the main objective of the most recent projects in this area.

Table 4.9. Technological infrastructure at multi-grade and non multi-grade schools (2009-2012)

Indicators	Type	2009	2012
Average number of computers per school	Non multi-grade	28	59
	Multi-grade	5	7
	Total	20	43
Student rate per computer	Non multi-grade	22	9
	Multi-grade	8	5
	Total	22	9
Percentage of schools with Internet connection	Non multi-grade	90	95
	Multi-grade	19	46
	Total	64	80

Source: Adimark, IIE (2012).

School premises and material: Textbooks

313. Mineduc, through the Curriculum and Evaluation Unit (*Unidad de Currículo y Evaluación*, UCE) provides educational resources to schools and their students. One of the main resources is the provision of textbooks. This policy provides for the free grant of textbooks to students attending municipal and subsidised private schools throughout the country in all school levels, including from Transition Level 1 to 12th grade, for all subjects covered by the national curriculum. Apart from the provision of books, didactic handbooks and other supplementary books for teachers are included in the grant. The budget in 2015 for this purpose reached \$33,732 million, representing 0.8% of the subsidy budget.

314. 17,500,000 textbooks were delivered in 2015, with an average of 6 books per student. The table below shows the progress in this area since 1990 up until the present date.

Table 4.10. Number of texts and coverage provided by Mineduc (1990-2015)

	1990	2000	2010	2015
Number of texts	1,920,000	7,500,000	15,253,396	17,500,000
Coverage level	Primary Education 85%	Primary and Secondary Education 100%	100% ECEC, Primary and Secondary Education	100% ECEC, Primary and Secondary Education

Source: Textbook website, Ministry of Education.

School premises and material: School libraries

315. In addition to textbooks, Decree No.393 of 2010 required that all schools should have a school library. In this regard, to support the availability of this type of resources, UCE has implemented –since 1995 for Secondary Education and since 2004 for Primary Education- the CRA School Libraries (Learning Resource Centre). The main focus of this initiative is promoting the interest for information, reading and knowledge through the implementation of creative and inclusive learning spaces for the education community. According to budget information available for 2015, this programme has received \$8,176 million for its development.

316. Each year, administrators of municipal and subsidised private schools that do not have a school library may apply to the CRA Programme, with the relevant commitment regarding space, furniture and staff to manage the library. On their part, the Ministry provides a collection of resources containing printed, audiovisual and instrumental material, and regular

publications with annual subscription. Staff responsible for the library receives distance training of 120 pedagogical hours and 4 in-person sessions.

317. According to figures managed by the Programme, 10,781 CRA libraries were implemented as at 2014, with 8,456 of them being at Primary Education schools and 2,325 at Secondary Education schools, covering both municipal and subsidised private schools. Findings from data collected regarding the evaluation of the CRA Programme created in 2008, show that primary education students have systematically and increasingly used resources offered by the Programme; thus, while in 2006 over 60% of students requested resources from CRA libraries, 70% of them did the same in 2008 (Mineduc, 2013).
318. Nevertheless, despite the high number of school libraries implemented throughout the country's schools, a census-type survey administered to all schools in 2011 about the equipment and staff responsible for these units showed that important challenges need to be faced in this area. Some of these challenges are: increase the number of libraries at schools located in rural areas, poor neighbourhoods and low number of students enrolled; increase the number and strengthen the competences and technical skills of human resources responsible for these libraries; improve technological support provided to these units, and seek to a greater diversification and number of books per student, as well as the material available for teachers (Statcom, 2011).
319. Finally, in addition to the foregoing, within the framework of the National Plan for Promoting Reading, in 2010 Mineduc started a process –still in place today– to implement classroom libraries at ECEC premises in all State subsidised schools in the country.

School premises and material: Sports and artistic equipment

320. Focused on municipal schools, in 2014 Mineduc promoted two initiatives aimed at providing more resources supporting the implementation of the school curriculum. They are the National Physical Activity Plan and the National Arts Plan for 2014-2018. Among other things, these strategies include the provision of sports and artistic equipment to 1,000 municipal schools each year, with all municipal schools having received the equipment by the end of the period. In 2015, this initiative received \$4,495 million in financing.

4.6 Number of teachers in the school system

321. This section describes the characteristics of teachers currently working in the school system. There is also a description of the mechanisms used to become a teacher, as well the selection and hiring processes.
322. According to information available, there were 183,705 *Classroom Teachers*¹⁰⁵ in 2015, with 45.6% of them working in subsidised private schools, 43.3% in municipal schools, 10% in non-subsidised private schools, and 1% in corporations with delegated administration. The number of classroom teachers was 140,106 in 2014, with 51% of teachers working in municipal schools, 35.5% in subsidised private schools, 12% in non-subsidised private schools, and 1.5% in corporations with delegated administration.
323. From the total number of teachers, 26% of teachers are men and 74% are women, with a clear participation of women in the classroom education process. There is an exception in the case of schools with delegated administration. Being these schools more vocational in nature, the presence of male teachers is proportionally higher than in other types of schools. The average

¹⁰⁵ Classroom teaching is associated to the direct action or personal continuous and systematic exposition of teachers embedded within the educational process (Law No. 19,070 Art. 6).

age of classroom teachers is 40 years old, although the average age of subsidised private schools is slightly lower than in types of school.

Table 4.11. Characteristics of classroom teachers in the school system according to type of administration, 2015

Administration type	Total	Sex (%)		Age range (%)						Average age
		Men	Women	Between 18-29	Between 30-39	Between 40-49	Between 50-59	Between 60-65	Older than 65	
Total	183,705	26	74	24	32	19	18	6	1	40
Municipal	79,565	28	72	21	27	18	24	9	1	42
Subsidised private	83,790	24	76	29	36	18	13	3	2	38
Non-subsidised private	18,456	23	77	18	34	24	19	4	2	41
Corp. of del. admin.	1,894	51	49	19	27	19	18	12	6	44

Source: Database of teacher positions, Ministry of Education (2015).

Note: The figures above only include classroom teachers working in operational schools.

324. With regard to geographical location, 88.7% of teachers work in urban schools and 11.3% in rural schools.

325. Of all classroom teachers working in the school system today, 94.3% graduated as teachers, 3.7% graduated in other profession, and 2% has not graduated from university.

326. From the total of graduated teachers, most of them have graduated as Primary Education teachers, followed by Secondary Education, ECEC and Special Education teachers. Less than 7% of teachers have specialised in areas covering two levels.

Table 4.12 Percentage of classroom teachers according to specialisation, 2014

ECEC	Special Education	Primary Education	Secondary Education	ECEC and Primary Education	Primary and Secondary Education
10.4	9.1	43.2	30.6	0.5	6.2

Source: Prepared by the Agency from the 2014 Teacher database, Research Center, Mineduc.

327. In the case of educational levels taught, the following table shows that most teachers work in the Primary Education field with children and youth.

Table 4.13. Percentage of classroom teachers according to the level taught, 2014, 2014

ECEC	Primary for Children and Youth	Special Educ.	HS Educ. for Children and Youth	Secondary Vocational Educ. (Voc. and Artistic) for Children and Youth	Primary Educ. for Adults	Secondary Vocational Educ. for Adults	Secondary Vocational Educ. (Voc. and Artistic) Adults
9.2	56.4	5.6	18.6	8.1	0.3	1.6	0.2

Source: Prepared by the Agency from the 2014 Teacher database, Research Center, Mineduc.

Teacher training: Early education

328. In Chile, the training of education professionals is carried out by Higher Education institutions. From 2014, pursuant to Decree No. 43,184 enacted by the Office of the Comptroller, universities are the only institutions that have this authority.
329. The past 15 years have witnessed an explosive increase in the number of programmes for pedagogy teaching. While in 1999 there were 229 teaching programmes, in 2015 there were 1,213 programmes taught by 16 public universities and 8 private universities members of CRUCH¹⁰⁶, 15 professional institutes¹⁰⁷ and 32 non- CRUCH private universities.
330. According to the Higher Education Assurance Law¹⁰⁸, accreditation for teaching programmes (Primary Education Teacher, Secondary Education Teacher, Special Education Teacher and ECECTeacher) is compulsory. Should a programme not receive the proper accreditation, it will not receive any State resources; nevertheless, the teaching programme will have the authorization to keep operating (according to SIES¹⁰⁹ data for 2015, 51% of the programmes have received accreditation).
331. For a teaching programme to receive authorisation, four areas should be taken into account among other evaluation criteria: General, Specialisation, Professional, and Internship.

Table 4.14. Compulsory areas for the teaching programme of study (CNA 2007)

Teaching area	Description
General	Personal development elements and knowledge of the social bases for education and the teaching profession: <ol style="list-style-type: none"> Social and cultural factors affecting the education process. The education system, how it is operated, issues, demands and historic dimensions. Attitude and willingness required from education professionals (ethics and responsibilities).
Specialisation	Content areas relevant for the programme level; subjects and curricular activities allowing student teachers to get the necessary knowledge and skills to acquire new knowledge, with the purpose of been able to teach contents efficiently.
Professional	It involves knowing: <ol style="list-style-type: none"> the people who will receive the teaching (learning and development processes, learning styles and types of intelligence, as well as diversity); the teaching process (curriculum and teaching organisation, meaning and purpose of diverse teaching and evaluation strategies, teaching knowledge and practice in the relevant subject or specialised area, creation and management of learning environment, children and youth counselling, understanding and management of social behaviour); instrumental aspects for teaching (information and communication technology, research methods of the school work, development of values such as school coexistence, the environment, democratic participation, etc.).
Internship	It includes activities related with leaning to teach and reflect on certain learning, which are progressively organised through teacher education. Practical experiences should include field work, get the involvement from the key people responsible for education areas (regarding the discipline and from a professional point of view) and involve partnerships with schools and

¹⁰⁶ The Deans Council of Chilean Universities is an autonomous public law legal person created by law on 14 August 1954 as a body responsible for the coordination of the role of universities within the country.

¹⁰⁷ Despite the decree in place to restrict teaching education only in universities, professional institutes may still provide the teaching programme to students that have entered before the date of enactment; therefore, these programmes have been discontinued and are undergoing a process of closure. .

¹⁰⁸ Law No. 20,129 created the National Quality Assurance System for Higher Education.

¹⁰⁹ Higher Education Information System.

teacher mentors at the same. This internship finishes with a practical experience of at least one semester.

Source: Prepares by the Agency based on the *Evaluation Criteria for Education Programmes of Study*, National Accreditation Commission (2007).

332. At the same time, Mineduc, through the Centre for Pedagogical Training, Experimentation and Research (*Centro de Perfeccionamiento, Experimentación e Investigaciones Pedagógicas*, CPEIP), the Programme to Promote the Quality of Initial Teacher Education created in 2008 includes actions leading to the development of referential frameworks professionals graduated from the teaching programme of study. The 2015 budget for carrying out this strategy includes financing amounting to \$4,120 million.
333. Reference frameworks for professionals graduated from the teaching programme of study area guidelines defining what graduated professionals should know and be able to do. These refer to the key aspects of any disciplinary and teaching knowledge which is expected from teachers once they have finished the initial stage of their development, by setting minimum common goals which they should satisfy after graduating (CPEIP, 2014). As at today, these standards are not compulsory for institutions as they only serve as a reference or guidance.

Table 4.15. Reference framework for initial development

Initial Development Standards

- Guiding standards for professionals graduated from Primary Education Teaching.
 - Guiding standards for ECEC Teaching.
 - Guiding standards for Secondary Education Teaching in the areas of Language and Communication; Mathematics; History, Geography and Social Science; Biology; Physics and Chemistry.
 - Guiding Standards for Primary and Secondary Education Teaching in the areas of Visual Arts, Music, English and Physical Education.
 - Standards for Special Education.
-

334. Currently there are no cross-cutting requirements for students to enter the teaching career because each educational centre and study programme defines their own entry requirements. As at 2015, 21% of the study programme demands a minimum rating or cut-score in the Selection Test to enter Chilean Universities (PSU)¹¹⁰.
335. In average, the length if the study programme is 9 semesters.
336. Teaching students must pass satisfactorily the requirements of the relevant study programme to be granted a professional diploma. This includes professional internships allowing them to show they have developed the general skills required from a graduate student. To be granted the Bachelor's Degree in Education, the student teacher is required to show, through a research paper and oral defence of the same, that he/she is fully acquainted with the basis of the Education Science and manages the strategies relevant to research in the field of education (CNA, 2007).
337. Apart from initial education, the Chilean educational system has education programmes for professionals in fields relevant to the subjects included in the school curriculum –which allow them to be granted the teacher diploma and work in that capacity. The length of this type of programme is 3 semesters in average.
338. To supplement the education process taking place at universities, CPEIP has developed the *National Induction System for Beginner Teachers*, which was created as a right in the teacher

¹¹⁰ The Selection Test to enter Chilean Universities is a battery of standardised tests which purpose is selecting applicants to continue with university education. These tests are prepared based on the contents of the Secondary Education curriculum (www.demre.cl).

professional development system. Entrance to this programme is voluntary, i.e. it is not a process enabling the exercise of the teaching profession. Its aim is supporting and carrying out the initial stage of the teacher professional development within a period of 10 months.

Mechanisms to attract good students to the teaching career

339. The main programme in place to attract good students to the teaching career is the *Vocación de Profesor Scholarship* (BVP). The purpose of this scholarship is encouraging students reaching good scores in the PSU so that they decide to enter the different levels of the Teaching career, including ECEC or Special Education, in accredited eligible programmes allowing access to this benefit. There are currently 262 teaching programmes in the system, with a total of 9,413 scholarships granted as at 2015.

Table 4. Benefits granted according to the score reached by students in the PSU

PSU scores	Benefits
From 600	The student may study the teaching career completely free of charge.
From 700	The student may study the teaching career completely free of charge and receives a monthly allowance (Ch\$80,000 equivalent approximately to US\$130).
From 720	The student may study the teaching career completely free of charge and receives, a monthly allowance (Ch\$80,000 equivalent approximately to US\$130), and may get financing to study a semester abroad).

Source: Prepared by the Agency based on information from the *Vocación de Profesor Scholarship*.

340. The condition for this benefit is that, once the student has been granted his/her professional diploma, the student receiving the BVP will have to work at least 3 years in a municipal, subsidised or delegated administration school, where he/she will have to work at 30 class hours a week. The maximum term allowed to comply with this commitment is 12 years counted from the date the scholarship was granted.

Requirements to exercise the teaching profession

341. Decree No. 404 of 2014 *Regulating the Exercise of the Teaching Profession* sets out a set of requirements relevant to the exercise of the teaching profession. People who are in any of the following situations may exercise the teaching profession in the fields of ECEC, Primary Education, and Secondary Education (according to the specification of their diploma, authorisation or registration):

- To hold a degree as a teacher or ‘*normalista*’ teacher awarded by a university, professional institute or state teacher training college that have been officially accredited.
- To be entitled to work as a teacher registered with the Teacher Association.
- To have obtained the corresponding degree in a foreign country, according to the agreements and treaties subscribed and ratified by Chile, with the corresponding legalisation of the documents accrediting such capacity.

342. Nevertheless, there are some exceptions as to the requirements mentioned above when the following situations arise:

-
- When there is not the right number of teachers in a locality who have been awarded a teaching degree or are qualified to fulfil the educational needs in such place; people who have not been awarded a teaching degree may act as teachers.
- There is no need to have a teaching degree or professional degree when teaching is about certain subjects, such as training activities, handicraft or similar lessons.
- Also, there is no need to have a teaching degree in the following cases and under the following circumstances: (a) the subject to be taught relates with vocational learning

linked to the working life, in Humanistic-Scientific Secondary Education, or are proper to technical-professional or vocational development in Secondary Education; and (b) such subjects are taught by people who have been granted a professional or technical degree in a related area, whether in a public or private institutions officially accredited, or at schools.

- In the case of the religion class.

343. Additionally, to enter the municipal educational field, teachers must fulfil the following requirements (Law No. 19,070, of 1991, *Code for Education Professionals*, Art. 24):

- To be a citizen.
- To have fulfilled the requirements of the Recruitment and Deployment Law, when relevant.
- To be physically fit to fulfil the position (Art. 5).
- Not to be disqualified to fulfil his/her role or public position, and not having being condemned by a crime or misdemeanour, or by a crime falling under the Domestic Violence Law¹¹¹.

Teacher selection and hiring

344. The Quality Assurance System has set out a series of performance indicator standards associated to people management which includes specific guidelines about personnel selection. These guidelines are indicative and not compulsory in nature; therefore, school administrators are relatively autonomous to define the processes associated to the selection and hiring of staff.

345. However, despite the foregoing, selection and hiring mechanisms are different depending on the type of school.

346. At municipal schools, selection and hiring processes is regulated by the Education Professionals Code (the Teachers Code). These processes are connected with a definition of the number of teachers including the positions and hours of the school's staff. When a school requires introducing additional teachers, this addition needs to be duly justified¹¹².

347. The teacher selection and hiring process is carried out through an open call which has to be published in at least one national circulation newspaper. Calls are held at least once a year, and when it is essential to fill a vacancy, which process shall be carried out before the 15th of December of the year the position was vacant. Calls will be at a national level (Law No. 19,070, Articles 27 and 28).

348. A Qualification Commission shall be created to carry out the selection process, which includes the following people:

- The director of the relevant Municipal Education Administration Department or the Municipal Corporation, or his/her replacement.
- The principal of the school where the vacancy has arisen.
- A teacher selected at random among his/her peers in the area where the vacancy has arisen.

¹¹¹ Foreign teachers fulfilling requirements Nos. 3 and 4 may be authorised to fulfill their position by the school principal and the school administrator.

¹¹² According to Law No.19,070, some reasons are: 1. Change in the number of students in a municipal school of a given commune; 2. Change in the curriculum; 3. Change in the type of education provided; 4. School merger, and 5. Reorganisation of the body responsible for education management.

The municipal secretary in the relevant commune will act as certifying officer (Law No. 19,070, Art. 31). Teachers hired under this process join the school as permanent member of staff (*professor titular*). There is also the option at the municipal sector of hiring teachers at a *contrata* modality –whereby teachers are hired to carry out transitional, experimental, optional or special duties, or to replace teachers hired on a permanent basis. The same application process is used in this case, and hiring under this modality only needs the agreement of both contracting parties to take place.

349. Regarding private schools (subsidised or non-subsidised), in addition to the indicator standards, there is no binding regulation setting out the basis for selection processes. Teachers are subject to the same law as the rest of the Chilean workers in terms hiring, i.e. the Labour Code.

Mechanisms to attract good teachers to underprivileged areas

350. One of the main mechanisms used to attract good teachers is the Allowance for Performance under Difficult Conditions, an allowance given directly to teachers working at schools where conditions for performance are considered as particularly difficult in terms of geographical location, urban marginalisation, extreme poverty and access difficulties. Subsidised (municipal and private) schools apply for this allowance, which they receive for a 2-year term. The benefit amounts to 30% of the National Minimum Basic Salary¹¹³.

Bill regarding the teacher career

351. The Teacher Career Bill introduces elements that may modify teacher education and the entrance to the teacher career. These elements are:
- It proposes requirements that will increase progressively for students that want to study a teaching career, setting out that such students should score at least 550 points in the Selection Test to enter Chilean Universities (PSU)¹¹⁴ or be at least in the higher 30% of the student's graduation cohort.
 - It proposes to make the accreditation process compulsory for all education programmes. Specific requirements to accredit the programmes of study are not covered by the Bill drafted to reform higher education.
 - It proposes a diagnostic evaluation scheme for students at the start of the programme and in the semester before the last semester of the teaching programme which helps to set out educational support systems.
 - It proposes that graduated students have guaranteed access to induction programmes during the first two years of their working experience. The induction pack includes the participation of mentors (experienced good performing teachers) that may accompany graduates at the start of their career.

4.7 Provision of school senior management staff

Description of school senior management staff

352. The Teacher's Code in place for school teachers and senior management staff sets out that the teacher-management role is the one responsible for leading, managing, supervising and coordinating the education function, entailing monitoring and additional responsibilities over the school's staff (Decree having Force of Law No.1). Schools with a higher number of

¹¹³ The National Minimum Basic Salary is the product resulting from multiplying the minimum value of a chronological hour set out by law for each level in the educational system, by the number of the weekly chronological hours for which the education professional has been hired (Labour Directorate).

¹¹⁴ The results of all tests included in the test battery are expressed in the same scale of average 500 points and a standard deviation of 110 points, with a minimum score of 150 points and a maximum score of 850 points, named standard score scale (www.demre.cl).

students enrolled, the senior leaders or management team is usually composed of the Principal, an Assistant Principal, the Head of the Technical-Pedagogical Unit¹¹⁵ and the Discipline Manager. It is usual to have a Counsellor at schools providing Secondary Education.

353. An analysis of the characteristics of the management staff in the school system shows that there are more women in these positions, which situation replicated in all the roles with the exception of the Discipline Manager. Nevertheless, when the analysis focuses on the type of administration, it can be observed that there are more men in the position of Principal, Assistant Principal and Responsible Teacher in the municipal sector. In term of age, teachers that have a management role in the subsidised private sector are younger in average than those working in the municipal sector.

Table 4.17 Characteristics of senior management staff in the school system according to type of administration, 2015

Main role	Administration type	Total	Sex (%)		Age range (%)						Average age
			Man	Woman	Betw. 18-29	Betw. 30-39	Betw. 40-49	Betw. 50-59	Betw. 60-65	Betw. 65	
Principal	Total	9,056	38	62	2	16	23	33	18	8	51
	Municipal	3,267	55	45	1	7	16	43	28	6	55
	Subsidised private	5,276	27	73	3	23	27	27	11	9	49
	Private paid	447	40	60	0	6	23	36	17	17	56
	Del. Admin. Corp.	66	74	26	0	8	24	29	33	6	55
Assistant Principal	Total	419	41	59	1	14	22	29	21	13	53
	Municipal	150	55	45	0	5	16	30	40	9	56
	Subsidised private	249	32	68	2	19	24	27	11	16	52
	Private paid	19	47	53	0	16	37	32	16	0	49
	Del. Admin. Corp.	1	100	0	0	0	0	100	0	0	52
Responsible Teacher	Total	2,536	49	51	4	17	19	35	21	4	50
	Municipal	2,008	53	47	3	15	18	38	23	3	51
	Subsidised private	518	32	68	5	25	24	25	14	8	48
	Private paid	9	56	44	0	11	11	11	22	44	60
	Del. Admin. Corp.	1	0	100	0	100	0	0	0	0	30
Head of the Technical-Pedagogical Unit	Total	4,517	26	74	3	24	25	33	12	3	48
	Municipal	2,101	29	71	2	15	21	42	17	2	51
	Subsidised private	2,215	23	77	4	33	27	24	7	4	45
	Private paid	153	27	73	3	15	31	38	7	7	49
	Del. Admin. Corp.	48	48	52	0	27	31	23	17	2	48
Discipline Manager	Total	3,958	57	43	2	12	19	35	25	7	53
	Municipal	2,234	60	40	1	7	13	37	35	7	56
	Subsidised private	1,494	53	47	3	18	27	32	13	6	49
	Private paid	179	47	53	2	11	26	39	14	7	52
	Del. Admin. Corp.	51	67	33	0	22	14	31	27	6	52
Counsellor	Total	2,131	27	73	3	14	20	41	18	5	51
	Municipal	1,109	30	70	2	9	15	47	24	3	53
	Subsidised private	864	23	77	5	19	24	35	11	7	49
	Private paid	131	23	77	2	22	34	27	10	5	48
	Del. Admin. Corp.	27	37	63	0	15	7	41	26	11	53

Source: Database of Teacher Positions, Ministry of Education (2015).

Note: This table does not include information about senior managers working in public or private nursery schools. It only includes senior managers in schools that are operative.

¹¹⁵ This position entails a technical-pedagogical responsibility that, although not recognised by the Teacher Code as part of the school management team but a member of the technical-pedagogical team, schools do recognise this as a senior management position.

354. Figures associated to the development of school senior managers show that 98% of principals, 99.4% of heads of Technical-Pedagogical units and 98.4% of discipline managers have a professional diploma in the educational field (Database of Teacher Positions, 2015), indicators that are closely related with the requirements in place to access these positions.
355. In the case of specialised training to access to these positions, a survey administered to a representative sample of school principals in 2014 showed that 74% of senior managers has specialised training in school administration, management or leadership when accessing such position. A breakdown of this figure according to the school's administration type shows that 83% of principals in municipal schools had a specialisation qualifying him/her for the position, with 62% of principals having a specialisation in subsidised private schools and 75% in private paid schools (UDP, 2014a).

Preparation of principals

356. There is a wide range in the school system for the development of senior management staff. A survey carried out in 2010 found that there were 78 training programmes of a year or longer in place, aimed at school senior managers or management teams, offered by universities or professional institutes. From these courses, 66.7% were Master's Degrees; 26%, post-graduate degrees; 3.8%, diplomas; 1.8%, PhDs, and 1.3% specialised courses (Muñoz & Marfán, 2012).
357. However, despite the large offer available and the high percentage of school managers that have received specialised training for the relevant position, research in this field has systematically shown the various weaknesses affecting the development opportunities offered in the country. There is evidence that the programmes are not explicitly focused on strengthening the educational leadership of senior management staff, fail to have in place state regulations ensuring their quality (with the exception of the Plan for Developing Excellent Principals which introduces certain regulations in their training and is financed by scholarships), and are bound to concentrate on acting principals, with the absence of a specific offer for teachers applying to the position or senior managers who are going through the induction process (Weinstein & Hernández, 2014; Muñoz & Marfán, 2012; Donoso, Benavides, Cancino, Castro & López, 2012).
358. A public policy worth mentioning in the development and training of school principals is the Principal Development Course implemented in 2011 by the Ministry of Education through the CPEIP. This programme consists in the awarding of scholarships to enter development courses, including master's degrees, fellowships or training courses, lasting a maximum of one year, as defined by the Ministry of Education in terms of their high academic quality and their focus on competence building leading to the exercise of leading positions. The scholarship finances 90% of the cost of the programme plus an allowance covering living costs. The programme is open to professionals applying to the principal position and to acting principals with at least three-year experience in educational establishments, who are evaluated according to their academic background, professional data and motivation. No evaluation of the programme's impact have been carried out as at this date.
359. The table below shows the number of beneficiaries and programmes between 2011 and 2014. It should be noted that the decrease of the number of beneficiaries in 2014 relates with a reduction in the ministerial budget for this item due to the launch of the *School Leadership Centres* that, among other duties, will provide training programmes to school senior managers, including school administrators, heads of Technical-Pedagogical Units (UTP) and other school senior managers.

Table 4.18. Beneficiaries and programmes included in the Principal Development Plan, 2011-2014

	2011	2012	2013	2014	Total
Beneficiaries	807	829	676	384	2969
Selected programmes	26	29	20	25	

Source: Prepared by the Agency based on documents downloaded from the Principal Development Plan website, Mineduc.

360. School Leadership Centres are a partnership entered into by public and/or private higher education institutions with the purpose of “strengthening educational leadership skills at a school and intermediary level by using a structural model supporting the Ministry of Education in the foundation, design and implementation of the policy to strengthen school leadership through the development of research, innovation, creation, dissemination and practical experience in primary and secondary schools” (Technical and administrative bases and annexes for the opening of calls regarding the creation of leadership centres, 2015). This initiative includes a maximum budget of \$9,030 million for a term of four years and five months.
361. During the first year of implementation, this initiative shall implement three leadership development programmes to train at least 400 professionals. This programme is also bound to train 200 principals as *systemic leaders*, i.e., that can develop skills to accompany other teachers and senior managers. Having a national reach, all these initiatives are free of charge for participants.

Selection of school leaders

362. Performance indicator standards for school senior management are also applied to school senior managers. Additionally, the Teacher Code sets out generically, both for municipal and private schools, that the requirement to access to senior positions is having a teaching development and experience specific to such position (Decree with Force of Law No.1). Only in the municipal field regulations contain specific requirements such as having a professional diploma or bachelor’s degree of programme of study lasting at least 3 years in an educational institution (Decree with Force of Law No.1).
363. School administrators have the authority to appoint school senior management staff. In the municipal sector, the selection process is carried out through a public call. The Civil Service, which is a part of the Senior Public Management System (*Alta Dirección Pública* or ADP), the public body responsible for appointing senior staff and managers in the Chilean Government, takes part in this process. Thus, by virtue of the regulation introduced in 2011 in Law No. 20,501, school principals are chosen through a process including different stages and involving various actors.
- The first stage starts with the municipal school administrator preparing the call and the requirements for the position describing the professional profile of the principal, with associated competences, skills and qualifications needed. These requirements are published by the Civil Service and the Ministry of Education in the national press and in the portal managed by the Civil Service (*Directores para Chile*).
 - Once the applications have been received in the second stage of the process, a pre-selection of candidates is carried out by external advisory companies registered with the Civil Service. This pre-selection stage includes curriculum analysis to establish whether the candidate fits in the professional profile demanded for the position and a work-related psychological analysis.
 - For the third stage related with the assessment of pre-selected candidates, a qualifying commission is created for this call, which is composed of the head of the DAEM or the Municipal Corporation, a member of the ADP Council (or a prestigious representative of the ADP in the educational field who is approved by the Council), and a teacher of the same municipal network that qualifies as a school of excellence, who is an integral part of the Teacher Network or has received an outstanding rating in the teacher evaluation, chosen at

random. This commission interviews the pre-selected applicants and prepares a short-list which is sent to the school administrator.

- Finally, the Mayor –who is the highest ranking officer in the Municipality, may choose any of the applicants selected by the commission, or declared the call void in case there are no candidates that fit in the profile.
364. The regulation states that by 2016 all senior management staff of public primary and secondary schools, excluding schools with one, two or three teachers, shall be recruited under the new selection system, which means the organisation of 3,960 calls. In June 2015, according to the information provided by the Civil Service, 1,583 principals have been appointed under the new system, with pending calls in 2,377 positions (60% of the total).
365. A recent evaluation of the implementation of the new process to select principals for municipal schools evidences that the different stakeholders value the accuracy, transparency and professional approach of the application process. Nevertheless, the same study makes evident the various issues linked to the different capacity that municipalities have to develop the profiles and requirements of the call, the rather diverse quality of external institutions providing the personnel recruitment service and the perception that the final stage of the process lacks transparency –as criteria used by the Mayor to appoint a principal among the shortlisted candidates are unknown (Grupo Educativo, 2015).
366. Some academics have considered this latter aspects as a step back when compared with the process existing before the entry into effect of the new regulation, which required the municipal authority to choose the first candidate selected by the qualifying commission or, should this person reject the position, the other candidates of the list in decreasing order (Nuñez, Weinstein & Muñoz, 2011).
367. Unlike the municipal sector, the appointments of principals in subsidised and paid private schools are not regulated; therefore, appointments are the sole discretion of school administrators. Data gathered from a survey carried out in 2014 to a representative sample of principals, show that 65% of senior management staff of the subsidised and paid private schools gets the position by direct invitation of the school administrator, 16% by means of selection process or call, and in 20% of the cases, the principal and the school administrator are the same person (UDP, 2014a).
368. With regard to the selection of school management teams, since the entry into force of the Quality and Equality of Education Law (2011), professionals fulfilling senior management positions in the municipal sector (assistant principal, discipline manager and head of the technical-pedagogical unit) may be selected by the school principal as long as they fulfil the requirements set out to fulfil the role mentioned above.
369. Despite the recent incorporation of this authority in the municipal sector, a survey carried out in 2013 to a representative sample of principals evidenced that only 23% of school principals in this type of administration had the opportunity to choose all the members of his/her senior management team; 39.1%, some members, and 37.9% could not select any of them (UDP, 2014b).
370. The process to select senior management staff in subsidised and paid public schools, apart from indicative standards, is not regulated. This survey's data show that 38.2% of principals in both types of administration could select all the members of their staff; 41% some members, and 21% of them could not select any member of their team (UDP, 2014b).

Mechanisms to attract school leaders to unprivileged areas

371. Lastly, regarding initiatives in place to attract qualified management staff to schools, the

Quality and Equality Law increased the senior responsibility allowance and the technical pedagogical allowance to professionals working in primary and secondary schools of the municipal system, thus increasing the acknowledgment and salaries of professionals in leadership positions within public schools. Currently, this allowance amounts to 25% above the national basic minimum salary of teachers in the case of principals; to 20% in the case of other senior staff and heads of technical-pedagogical units, and to 15% for other staff working in the latter units.

372. The same regulations currently in place make a differentiation in the allowance amount according to the number of students enrolled and the concentration of priority students attending the school, thus introducing an important economic incentive to attract school leaders to both bigger municipal schools and to schools with larger numbers of students with low socio-economic level.

Table 4.19. Responsibility allowance for senior management staff according to number of students enrolled and concentration of priority students

		Priority students	
		Low concentration (less than 60%)	High concentration (60% or more)
Students enrolled at the school	Up to 399	25%	25%
	400-799	37.5%	75%
	800-1199	75%	150%
	More than 1200	100%	200%

Source: Association of Chile Municipalities.

Note: Percentages relate with an increase in the allowance above the national basic minimum salary.

373. Despite the foregoing, a recent evaluation of these regulations found out that principals consider these allowances as deficient, and that municipalities find it difficult to comply with the amounts fixed by law (Grupo Educativo, 2015).

4.8 Allotment of resources to students

374. This section describes the resources available in the school system that are allotted directly to students. The programmes directed specifically to specific groups are also described.

Resources allotted directly to students

375. The Chilean school system provides for the supply of material resources for final use by students. Resource supply may be classified into two large groups: (i) the provision of money scholarships, and (ii) supply and/or provision of products and services. A great majority of these resources is distributed by JUNAEB, although there are also initiatives managed directly by Mineduc.
376. The scholarship is given in the form of an amount of money that may be freely used by students that satisfy certain characteristics. Requirement satisfaction does not mean that the student will be automatically granted the benefit, i.e. the student has to apply to each one of the scholarships he/s he may want to receive. In 2015, this item has a budget equal to 2.2% of the budget made available for subsidies, \$84,661¹¹⁶ million which are managed by JUNAEB.

Table 4.20. List of scholarships given in money that may be freely used, 2015

¹¹⁶ This amount excludes the scholarships awarded to Higher Education and scholarships that do not include the provision of money directly to students.

Scholarship	Objective	Requirements	Amount	Total budget (Million)
Indigenous (Primary Education)	To benefit the country's indigenous minorities regarding their access to and permanence in primary education.	Indigenous origin. Minimum grade average 5.0 ¹¹⁷ . Attend 5th to 8th grades. Proof of poor socio-economic background.	\$98,000 a year (approx. US\$ 150), paid in two instalments at the start of each semester.	\$26,549
Indigenous (Secondary Education)	To benefit the country's indigenous minorities regarding their access to and permanence in secondary education.	Indigenous origin. Minimum grade average 5.0. Attend 9th to 12th grades. Proof of poor socio-economic background.	\$203,000 a year (approx. US\$ 310), paid in two instalments at the start of each semester.	
President of the Republic	Economic support unprivileged students with outstanding academic performance, so that they can continue their studies in Secondary Education .	Attend 9th to 12th grades. Proof of poor socio-economic background.	0.62 UTM (approx. US\$42) a month per 10 months.	\$25,118
Territorial Integration ¹¹⁸	Provide economic support to students from the country's isolated locations.	Attend technical-professional or vocational education, or Special Education in secondary school, provided that their places of residence do not provide the levels, types or educational specialisations of their interest. Proof of poor socio-economic background.	1.87 UTM (approx. US\$125) maximum a month per 10 months. Annual allowance between 3.73 UTM (approx. US\$250) and 18.65 UTM (approx. US\$1.250) depending on the area where the student resides.	\$2,152
Support of school retention (BARE)	Support the continuity at school of students attending Secondary Education from more vulnerable back-grounds, so they can complete the twelve years of compulsory education.	Attend 9h to 11th grade in day school. The school should have applied for this benefit (based on criteria such as risk status or low attendance rates).	\$182,500 (approx. US\$279) a year, divided in 4 instalments.	\$4,475
Presence of polymetals in Arica	Support the programme aimed at intervening the areas affected by the use of polymetals.	Benefits related with the polymetals programme. ¹¹⁹ To be enrolled in a Secondary Education school.	6.2 UTM (approx. US \$416) a year, aid in up to 10 instalments.	\$1,056
Vocational internship	Support young people so that they complete their intermediary education and have access to better paid jobs.	The student has graduated from technical-professional or vocational Secondary Education. Carry out or start their internship during the current year.	Single payment of \$62,500 (approx. US\$ 96).	\$2.841

¹¹⁷ The scoring scale in Chile ranges between 1 and 7, with 4 as a minimum pass score.

¹¹⁸ Coyhaique, Aysén, General Carrera, Capitán Prat, Easter Island, Juan Fernández, Aysén and Magallanes.

¹¹⁹ Law No. 20,590 sets out an intervention programme in areas with the presence of polymetals in the commune of Arica.

Source: Prepared by the Agency based on information provided by the National Board of School Assistance and Scholarships.

377. Apart from the grant of money that may be used for any purpose, the State also provides products and services to students in the school system, some of which are subject to the fulfilment of certain characteristics or requirements. In some cases, to facilitate the provision of resources the school is used as an intermediary in the distributions of the products.

Table 4.21. Products and services provided to students by the State, 2015

Programme/ Initiative	Description	Beneficiary	Total budget (Million)
PSU Scholarship	Subsidy aimed at financing to total cost of the PSU test.	12 th grade students in subsidised schools. Economically vulnerable students of paid private schools.	\$5,439
National Student Card (TNE)	A card allowing students to use public transport at a lower price.	Students attending 5 th to 12 th grade in subsidised municipal and private schools, technical centres, professional institutes and universities.	\$12,099
School material	Set of school material by level. In Nursery Schools, a collective set of material for 12 students, and individual sets for students in 1 st to 12 th grades.	Economically vulnerable students from NT1 to 12 th grades.	\$7,048
“I choose my PC”	Programme whereby students are given personal computers to close the digital gap.	Economically vulnerable and good performing students attending 7 th grade.	\$16,481
“I connect to learn”	Programme whereby students are given personal computers to close the digital gap.	7 th grade students attending municipal schools that have not been chosen for the “I choose my PC” programme.	\$21,305
Oral health programme	Actions to promote, prevent, and recover oral health in students.	Students in the country’s most vulnerable areas of the country, from NT1 to 8 th grade.	\$7,707
Medical services	Comprehensive healthcare services to students affected by visual, hearing or back problems, with diagnosis, tests, treatment and checks provided by healthcare professionals.	Students from NT1 to 12 th grade attending subsidised schools.	\$6,015
Healthy schools for learning	Implementation of activities to promote oral healthcare through three elements: Physical activity; Eating habits, and Oral Healthcare.	Students attending schools attending from NT1 to Primary Education (1 st to 4 th grades).	\$9,338
School feeding programme	Daily provision of feeding services (breakfast, lunch, snacks and dinner, as relevant) with the purpose of increasing school attendance and avoiding student dropout. It includes both curricular and extra-curricular activities during the complete schools year, including winter and summer vacations.	Vulnerable students of municipal and subsidised schools from NT1 to 12 th grade.	\$401,120 ¹
Recreational school camps	Summer camps where students are provided accommodation, meals, transport, with recreational activities.	Students aged 8 to 18 attending vulnerable schools..	\$1,226

Programme/ Initiative	Description	Beneficiary	Total budget (Million)
Host family system for students	Support given to vulnerable students living in isolated places who need to move to other places to continue with their studies. Under this system, the students live with host families, who provide accommodation, meals and affective support favouring the student's comprehensive development.	Students from 7 th grade to Higher Education.	\$7,366
Homes for students coming from the Chilean Islands.	Accommodation, pedagogical and psycho-social support, meals and transport allowance.	Students coming from Juan Fernández and Easter Islands.	\$393
Student transport	Transport provided for students attending Nursery School, and Primary, Secondary and Special Education who live in rural areas or critically isolated areas.	Students living in isolated areas.	\$1,418
Textbooks	Students receive textbooks in the following subjects: Language and Communications, Mathematics, Natural Science, History, Geography and Social Science, English, Physics, Chemistry and Biology.	All students attending subsidised schools between NT1 and 12 th grade.	\$33,732

Note: ¹ It includes meal programmes in all levels, including extra-curricular activities, subject reinforcement, among other.

Resources granted to specific groups of students

378. With regard to students from indigenous backgrounds, Midenuc has in place the Bilingual Intercultural Education Programme (*Programa de Educación Intercultural Bilingüe*, PEIB) whose paramount aim is “contributing to the promotion of the language and culture of indigenous peoples and the development of intercultural citizens within the school system. For this, the purpose is that all students, despite their ethnical origin, get acquainted with the language and culture of the indigenous peoples through intercultural pedagogical practices and institutional management” (www.mineduc.cl). As at 2015, this programme had assigned a budget of around \$2,575 million. Likewise, as reviewed in this section, a scholarship programme is especially available for indigenous students.

379. In relation to students with special educational needs, the most important initiative is the PIE programme that finances integration projects of students with permanent or transitory in schools increasing its school subsidy. In year 2014 there were nearly 250.000 integrated students in 4.887 schools, particularly in the municipal sector with 3.478 schools concentrating 71% of integrations projects. That year Mineduc assigned schools \$259.887 million for this purpose which represents 9,6% of school subsidy¹²⁰. Other initiatives targeted at these students are ICT and Multiple Challenges and ITC and Hearing Impairment (See sections 5.1 and 5.6 for more information).

380. With respect to students suffering from economic difficulties, as set out throughout this report, most resources come from the SEP Law, which includes a set of scholarships, products and services focused on this group of students (see the previous section).

¹²⁰ Considering zone and rural increment.

4.9 Main challenges

381. Regarding resource allotment or distribution within the school system analysed in this chapter, a series of pending challenges have been identified with regard to the mechanism used to assign resources for schools, teacher initial education and the start of the teacher career.
382. Within Chile's educational system, resources are assigned to schools as a subsidy to student demand which is paid to schools according to the average student attendance, generating variable amounts to be paid to schools. This mechanism puts in a disadvantaged position to schools located in higher complexity schools geographically and socially, where attendance to school is generally low. Therefore, a first challenge is that the mechanism used to assign resources is increased in proportion to school diversity and the corresponding cost variability so as to provide an equivalent quality education throughout the school system.
383. In fact, the programme to reform the current school management (Mineduc, 2014) has publicly stated the need to develop a new model to finance schools considering fixed costs and student vulnerability.
384. This is also a matter of concern for some of the system's actors. For example, the ACHM has stated the need to make structural changes to the financing system by "granting permanent basic resources for schools based on calculations taking into account the schools' own needs and not just the daily attendance to school"¹²¹. The Teacher Association, on their side, in conjunction with the National Coordinator of Secondary School Students (*Coordinadora Nacional de Estudiantes Secundarios*, CONES) have questioned that the bill creating the Public Education System has not changed the formula to finance this demand-based subsidy, and have proposed a change of mechanism based on basic minimum contributions¹²².
385. A second challenge is providing better education to students who choose to become teachers, which, in turn, will lead to better prepared professionals. This implies to improve substantially the quality of study programmes for teachers in order to guarantee and ensure a good education despite the student's background. In this case, a key aspect will be the discussion regarding the requirements and contents demanded for programme accreditation, with one of the core emphasis placed on the knowledge, competences and skills that the programme should aim to develop in the students.
386. To address this challenge, the Teacher Career Bill proposes a series of measures aimed at the strengthening of teacher initial education, namely: setting out more strict requirements for students who want to become teachers, and increase progressively the minimum scores in the national test to access the teaching programme of study; encouraging the entrance of talented students so as to diversify entrance alternatives and allowing the best students in each promotion, according to the grades ranking, to join the programme of study; demand institutions teaching the programme of study to have in place a diagnostic system and a scheme to accompany students during their years of study; using the INICIA test as a formative tool during the years of study, and the compulsory qualification of all programmes of study.
387. A third challenge relates with strengthening the process to enter the Teacher Career. At the start, teacher education is a key aspect as it can shape the practices that may potentiate the

¹²¹ See http://asociaciachm.blogspot.cl/2015_07_01_archive.html

¹²² <http://www.emol.com/noticias/Nacional/2015/11/04/757650/Profesores-y-Cones-lamentan-que-se-mantenga-nefasto-financiamiento-a-educacion-publica.html>

knowledge, competences and skills acquired at initial education and provide the essential elements for a good performance throughout the entire teacher profession.

388. Aimed at contributing to this process, the Teacher Career Bill set out the right that all teachers have to undergo through an induction process during one of the first two years in the profession, with the support of a mentor from the same school (an experienced well performing teacher) that may accompany the new teacher and put in a context their previous knowledge for application in the school where they are working.
389. In sum, with regard to the need that the school system has to provide good teachers for all schools, the discussion of the Teacher Career Bill –and in line with the position of the Teacher Association (2015) - has arrived at the conclusion that the existence of strengthened programmes of study, together with the availability of a strong system to accompany the new teacher who start their career, is sufficient to join the teacher career. Regarding this, the OECD (2013) argued that while doubts persist about the quality of the teacher programmes of study, a test to enter the teacher career could be a good alternative as a supplementary measure.

Chapter 5: Use of Resources

5.1 Adapting resources to students' individual learning needs

Organizing Students within Schools

390. In the Chilean educational system students in schools are generally grouped by age, according to minimum admission requirements set forth in the LGE (See section 2.1). However, there are other ways of grouping, which may be according to students' academic skills, vocational preferences and individual educational needs.
391. Grouping according to students' academic skills is an organization criteria in the country that is mainly observed in Secondary School (especially in 10th grade), where segregation is almost double of that observed in primary levels (Treviño, Valenzuela & Villalobos, 2014). This type of segregation is more frequent in larger humanistic-scientific schools with students with high vulnerability indices that are more socio-economically heterogeneous. It has also been observed that schools that group students according to academic skills obtain significantly lower scores in the SIMCE national exam than those that do not conduct this type of grouping (Treviño, Valenzuela & Villalobos, 2014).
392. During Secondary School, grouping by students' vocational preferences occurs in the last two years (11th and 12th grades) by differentiated humanist-scientific, vocational or artistic education. The distribution of students in different types of education is described in section 2.1. This option is chosen early in most cases to enroll in Secondary School because of schools that provide this level of education, 67% offer humanist-scientific education, 12% offer vocational training and only 20% offer both. This grouping is strongly socioeconomically biased, as vocational training concentrates more students from lower income and education level households (90% of enrollment comes from the two lowest income quintiles, in contrast with 64% of humanist-scientific enrollment) (Mineduc, 2011b).
393. Another way of grouping students is according to their Special Education Needs. Thus, in schools with public financing they may be included in regular or organized groups outside their regular classrooms¹²³, in the context of the PIE, at all education levels (See tables 5.1 and 5.2). Another alternative is differentiated groups in the first cycle of Primary Education (1st to 4th grade)¹²⁴. On the other hand, close to 2% of Primary Education enrollment attends a special school.

Strategies and additional resources for attending to learning difficulties

394. The main strategy of the Chilean school system for attending students' individual learning difficulties (SEN) is the PIE program (mentioned in section 2.7) carried out by the Special Education Unit of Mineduc. Some features of the program are:
- It is based on specialized and standardized professional diagnosis (Supreme Decree No. 170/2009) of SEN in their schools.
 - Students (integrated) identified with SEN receive professional support from specialists in school, which is planned individually or in groups.

¹²³ Students may be grouped in a physical space other than the regular classroom called *resources room*, which has specialized material and technical support.

¹²⁴ Differential groups are another support strategy addressed to students attending the first cycle of Primary Education (1st to 4th grade) and have Specific Learning Disorder (SLD) and/or challenges adjusting to school. Special Education teachers are in charge of providing technical and pedagogical support, generally in groups outside the regular classroom (Decree No. 291/99).

- Integrated students may receive support from a specialized professional within the regular classroom, in a period of time of at least 8 pedagogical hours a week (6 hours a week for schools without JEC).
- Schools integrating students with SEN within the framework of PIE receive *ad hoc* financing (See section 4.3), a subsidy limited to 5 students with transitional SEN and 2 with permanent SEN per class.

395. Additionally, there are norms that establish certain criteria and guidelines for *Curriculum Adaptation*¹²⁵ regulations to support the educational process of students integrated in regular schools or who attend special schools, in order to ensure the pertinence of their treatment.

396. PIE operates in schools with public financing. By 2014, most of the students treated attended municipal schools (68.4%) and a lower percentage attended subsidized private schools (31.6%). On the other hand, a greater percentage of with PIE was municipal (72.2), while a lower percentage was subsidized private schools (28.8%).

Table 5.1. Number of students integrated into PIE by administration unit, 2011-2014

Year	Municipal	Subsidized	Total
2011	91,811	39,171	131,982
2012	117,448	54,416	171,864
2013	144,323	66,009	210,332
2014	171,759	79,333	251,092

Source: SEP-PIE National Coordination, Mineduc, 2015.

Table 5.2. Number of schools with PIE by administration unit, 2011-2014

Year	Municipal	Subsidized	Total
2011	3,217	1,100	4,317
2012	3,251	1,255	4,506
2013	3,467	1,384	4,851
2014	3,479	1,409	4,888

Source: SEP-PIE National Coordination, Mineduc, 2015.¹²⁶

Repetition

397. Grade repetition occurs when attendance and performance requirements established by existing regulations have not been met¹²⁷. Promotion criteria vary from one level of education to another¹²⁸. According to the LGE (2009), students from municipal and subsidized private schools may be held back one grade in Primary Education and once in Secondary Education without their enrollment to be cancelled or not renewed. Compliance with this regulation is monitored by SIE. The following chart show repetition data of 2010, 2012 and 2014 in relation to total enrollment in Primary and Secondary Education:

¹²⁵ Curriculum adaptation is a tool which enables students to access General Objectives of the curriculum in similar conditions of students without SEN (Decree No. 83/ 2015).

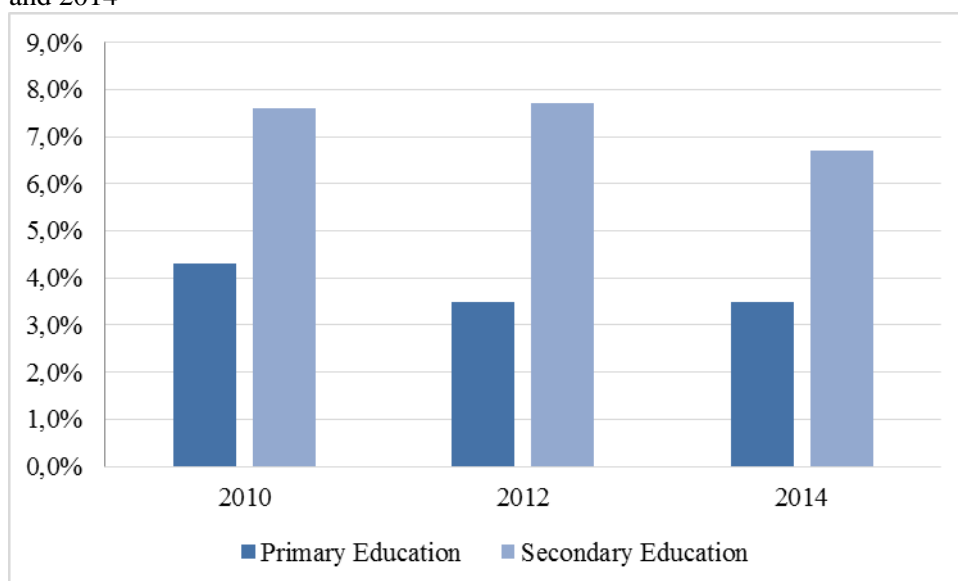
¹²⁶ See:

<http://www.mineduc.cl/usuarios/edu.especial/doc/201505141109250.INFORMEFINALMESATECNICAEDESPECI AL.pdf>

¹²⁷ Decree No. 511/97 defines evaluation and promotion criteria for Primary Education. Decree 112/99 defines evaluation and promotion criteria for 9th and 10th grades of Secondary School. Decree No. 83/2001 defines promotion and evaluation criteria for 11th and 12th grades.

¹²⁸ On occasions the principal of each school, considering a report by the classroom teacher and/or a specialist, may exceptionally decide not to promote a student.

Chart 5.1. Total percentage of failing students in Primary and Secondary Education in 2010, 2012 and 2014



Source: Elaborated by the authors based on 2014 Performance Database, Centro de Estudios Mineduc.

Preventing early school dropout

398. Currently, there are diverse measures toward preventing early school dropout in Chile, with mechanisms ranging from the free use of direct subsidies to retention and reinsertion school programs (See section 4.8 for further details).

399. Additionally, it is important to note that the current SAC (Quality of Education Assurance System) has generated several instruments and measures to promote continued improvement and institutional capacity building in schools. One of these tools is *Other Indicators of Educational Quality*, a set of indexes that measures school performance in students' personal and social development. One of these indicators is school retention, which assesses the ability of schools to retain students in the school system. This measure is considered –along with others– in the subsequent classification of the schools in performance categories which in turn have implications in terms of directing the assessment, orientation and support to schools.

Diversity of the Secondary Education Offer: Specializations Offered

400. As seen above (sections 2.1 and 5.1), in the last two years of Secondary School, students chose differentiated training, normally humanist-scientific or vocational training, and exceptionally artistic training. Humanist-scientific training strengthens areas of general education disciplines and prepares students for Tertiary Education. The Vocational alternative prepares students for further higher education studies or to enter the workforce. As of 2016, the system will offer 34 specializations¹²⁹ (Decree No. 460/2014).

¹²⁹ These are: Administration, Accounting, Agriculture, Industrial Food Processing, Gastronomy, Clothing and Textile Manufacturing, Construction, Sanitary Installation, Industrial Assembly, Refrigeration and Air Conditioning, Electricity, Electronics, Drafting, Graphics, Hotel Services, Tourism Services, Forestry, Carpentry and Wood Finishing, Aquaculture, Port Operations, Fishery, Merchant and Special Ship Crew, Industrial Mechanics, Metal Construction, Automobile Mechanics, Mining, Extractive Metallurgy, Assistance in Geology, Industrial Chemistry, Nursing Care, Early Childhood Care, Connectivity and Networks, Programming and Telecommunications.

5.2 Organizing Students' Learning Time

School Calendar

401. The school year at the levels of Primary and Secondary Education begin in March and end in December of the same year. However, each regional authority, namely the Ministerial Secretariat, is responsible for providing the regulations of the school calendar¹³⁰, determining the dates of educational activities according to the conditions of each region and to supervise its implementation. This entity also has the faculty of suspending and making up for classes that have not been carried out due to exceptional situations, considering the latest extension date to be January 15th of the next year.
402. Vacation period is of at least two weeks in the school year. Schools organize this period in relation to the evaluation system they adhere to, which may be by semester or trimester.

Time of Instruction

403. The academic year¹³¹ is of at least 38 weeks¹³² for schools under the Full Day Education (JEC) and 40 weeks for those who are not. Legislation ensures 30% of time at the free disposal of schools under the JEC regime¹³³. The school day is divided into 45-minute pedagogical hours. The following table summarizes the current class load:

Table 5.3. Current Class Load Primary and Secondary Education

Education Levels	With JEC				Without JEC	
	Total Hours per year	Total Hours per week	Mandatory Hours per week	Free Hours per week	Total Hours per year	Total Hours per week
1st -4th Grade	1444	38	31.5	6.5	1140	30
5th -6th Grade	1444	38	32	6	1140	30
7th -8th Grade	1444	38	32	6	1254	33
9th - 10th Grade	1596	42	36	6	1254	33
11th -12th Grade	1596	42	36	6	1368	36
11th -12th Grade TP	1596	42	38	4	1444	38
11th -12th Grade Artistic*	1596	42	40	2	-	-

Source: Compared Study of Educational Systems: The Case of Chile. Mineduc, 2014.

* Not offered without JEC.

404. The regulatory framework also establishes mandatory subjects for each level of education and a minimum number of pedagogical hours per year to be devoted to each of them. In meeting these requirements, schools have the flexibility of organizing their schedules according to their own reality and educational project.
405. The study *Education at a Glance 2014*¹³⁴ shows that the average of class hours in OECD countries is 794 in Primary Education and 905 in Secondary Education. In this comparative scenario, Chile stands out for considerably exceeding the mandatory time of instruction of OECD countries at both education levels.

¹³⁰ The school calendar is regulated by Decree No. 289/2010.

¹³¹ The academic year is defined as the period of systematic lessons and the rest of the educational activities that are carried out in schools.

¹³² The school week is of 5 days, from Monday to Friday.

¹³³ General Education Law No. 20.370/2009.

¹³⁴ OECD, 2014.

Changes in Instruction Time Organization and Management

406. One of the changes which have most affected the municipal and subsidized private system is the extension of the JEC. Law No. 19.352 (1997) *creating the Full Day Education regime and sets out the regulations for its application*, increased school time by approximately 30%. Thus, 232 chronological hours were added per year from 3rd to 6th grade; 145 chronological hours for 7th and 8th grades; 261 chronological hours for 9th and 10th grades; and 174 chronological hours for 11th and 12th grades. The assessment of the implementation of JEC¹³⁵ has detected that educational establishments distribute free time between: i) activities toward increasing the class load of main subjects, ii) activities complementing main subjects, iii) alternative activities not related to main subjects. The following tables show details of complementary and alternative activities carried out most frequently by Primary Education and Secondary Education schools:

Table 5.4. Activities carried out most frequently during free disposal time in Primary Education schools with JEC

Complementary activities to main subjects		Activities not related to main activities	
Activity	% of schools performing them	Activity	% of schools performing them
Teaching support	27.6%	Computing	43.9%
Language and Communication Reinforcement	25%	Sports	28.4%
Mathematics Reinforcement	19.4%	Arts and Crafts	21.7%
Guided Reading	17%	Folklore	20%
Literary Creation	16.8%	Music	16.8%
Recreational Mathematics	16.5%	Theater	16%
Ecology and Environment	10.3%	-	-
English	9.3%	-	-

Source: Elaborated by authors based on data of the study Evaluación Jornada Escolar Completa, DESUC; 2005.

Table 5.5. Activities carried out most frequently during free disposal time in Secondary Education schools with JEC

Complementary activities to main subjects		Activities not related to main activities	
Activity	% of schools performing them	Activity	% of schools performing them
Mathematics Workshop	18.6%	Values Education	28.2%
Homeroom Period	16.2%	PSU Language and Communication Exam Preparation	23.5%
Orientation and Orientation Workshops	15%	PSU Mathematics Exam Preparation	22.6%
Language and Communication Workshop	10.9%	Computing and Information	18.2%

¹³⁵ Estudio de Evaluación Jornada Escolar Completa, DESUC-PUC (2005).

Religion and other pastoral activities	10.9%	Physical Fitness	12.4%
Teaching support	9.7%	-	-
Physical Education Classes or Workshops	9.1%	-	-

Source: Elaborated by authors from data of the study Evaluación Jornada Escolar Completa, PUC; 2005.

5.3 Assigning Teachers to Students

Size of Courses and Number of Students per Teacher

407. According to current regulations, the number of students per class may vary by level and modality. In ECEC¹³⁶, Primary Education and Secondary Education, the maximum number of students per classroom is 45 (Decree No. 8144, 1980)¹³⁷. Schools providing Special Education modality may have up to 15 students per class, and in rural schools, legislation establishes that the maximum number of students per class is 35 (Decree No. 8144/1980).

408. Compared to other countries belonging to OECD, Chile has a high value in the students per teacher indicator in the three levels of Pre-tertiary Education.

Table 5.6. Average number of students per teacher in Chile and the average for OECD member countries by education level, 2012

Education Level	Chile 2012	OECD Average 2012
ECEC	22	14
Primary Education	22	15
Secondary Education	23	13

Source: Education at a Glance 2014 (OECD, 2014).

Organization of Teaching Work

409. Teachers' working day is estimated in chronological hours per week, and the work load limit has been established at no more than 44 chronological hours per week under the same employer¹³⁸. However, evidence reveals that most teachers (72%) are not hired for 44 hours, but for between 30 and 36 hours¹³⁹. This situation causes many teachers to exercise in more than one school to obtain more income.

410. According to Education Statistics 2014¹⁴⁰ (Mineduc, 2015f) of the provision of teachers for 2014 (215.653 professionals¹⁴¹), 33% was hired for 44 hours a week, 44% was hired for between 31 and 43 hours a week and 23%, for up to 30 hours. Additionally, 7% of the teachers had contracts in more than one school.

411. The work day is organized in classroom teaching hours and non-teaching curricular hours, in a 75% to 25% relationship, respectively according to Teacher Statute. In general, the non-teaching work time is dedicated to lesson planning, designing educational material, test

¹³⁶ In the case of NT2, regulations state that if the number of children is above 15, a ECEC Teacher and a ECEC Teacher's Assistant are required (Decree No. 115/2012).

¹³⁷ The Ministry of Education may authorize exceeding the maximum number of students per class when required by educational needs. Additional places are not subjected to subsidization (Decree with force of Law No. 2, 1998).

¹³⁸ The work day for teachers is defined by the Teaching Statute (Law No. 19.070/1991).

¹³⁹ Teachers' union statistics (www.colegiodeprofesores.cl).

¹⁴⁰ See <http://centroestudios.mineduc.cl/index.php?t=96&i=2&cc=2036&tm=2>

¹⁴¹ Including classroom teaching and other functions.

correcting, and attention to parents and students, among others. The OECD International Report (2014c) Teaching and Learning International Study (TALIS) compares the proportion of time Chilean teachers remain in the classroom with the OECD countries average, demonstrating that it is one of the highest. In this regard, it indicates that, on average, Chilean teachers have 26.7 hours of lessons, while the average OECD is 19.3. In relation to the number of hours for lesson planning, the report shows that teachers dedicate 5.8 hours a week to this activity, while the OECD average is 7.1 hours.

412. In terms of professional development, Mineduc, through CPEIP, contributes to development of teachers of the subsidized sector, designing and tendering for courses, workshops or instruction opportunities for Higher Education institutions and financing teachers' participation. Teacher development may focus on updating in the subject as well as on methodology. In general, in education with public funding, teachers independently choose the type of training to pursue, which entails pay incentive for the teacher, described below.
413. The empirical evidence collected by OECD in 2014¹⁴² shows that 72% of the Chilean teachers participated in professional training activities in the last 12 months, which is below the average of OECD countries (88%). The important need for specialization in topics of education directed toward students with NEE and multicultural and/or multilingual environments has also been revealed.

Teaching Career and Incentives

414. In the last twenty years, Chile has not had a structured and unified teaching career for the whole school system, and although several Mineduc policies have progressively introduced elements of a career (definitions for admittance, conditions of exercise and development, determining compensation, exit conditions, etc.) to the teaching career, it has not been constituted as a complete and coherent body.
415. National policies on the teaching profession have also been characterized by establishing differentiated and unequal institutional frameworks, which impose more challenges, complexity and restrictions on municipal education, contrasting with the greater flexibility (or deregulation) of the private subsidized sector.
416. Some relevant attributes of the teacher profession exercise in municipal education are:
- Teachers are incorporated as *full* or *contractual* (temporary contract) modalities. Recently Law No. 20.804 (2015) *Access to full teacher position for contractual teachers in private subsidized schools* established full position to over 32,000 teachers hired under contractual modality in the municipal sector.
 - Teachers are required to participate in a mandatory process of Teaching Assessment (see section 5.7).
 - On occasions, the Central Government adopts retirement initiatives for teachers of pensionable age. For example, Law No. 20.822 (2015) *Provides education professionals with a voluntary retirement subsidy*, establishing an Incentive Bonus for Voluntary Retirement of 21.5 million pesos for 10,000 teachers (adjustable proportionately to working day hired).
417. With regard to teacher salary, the Teachers' Statute establishes that professionals of the public education (municipal) sector have the right to National Minimum Basic Remuneration (RBMN for its name in Spanish, Remuneración Básica Mínima Nacional) for each level of the educational system that is expressed in an hourly rate¹⁴³.

¹⁴² Teaching and Learning International Study (TALIS), OECD, 2014.

¹⁴³ For teachers, a minimum income is additionally defined, called a Total Minimum Income (RTM for its name in Spanish, Renta Total Mínima) amounting to \$636,000.

Table 5.7. Hourly rate for education and teaching professionals in the period between December 2014 and November 2015, by educational level and modality

Level and Modality	Chronological hour rate period December 2014 to November 2015
ECEC	\$12.293 gross
Primary Education	\$12.293 gross
Secondary Education	
Humanist-Scientific Education	\$12.935 gross
Secondary Education Vocational	\$12.935 gross
Special Education	\$12.293 gross

Source: Authors based on information available at www.dt.gob.cl.

418. The teachers' statute also establishes a series of specific allocations defined according to experience, development, performance conditions in difficult contexts, responsibilities and performance. Normally, these allocations are borne by the Mineduc directly, and, on occasions, they apply to the private subsidized sector. Current Assignments are:

- *Assignment for experience*: Applied to the minimum national basic remuneration, increased by 6.76% for the first years of teaching service, and by 6.66% each additional 2 years, with a maximum ceiling of 100% of the minimum national basic remuneration.
- *Assignment for development*: Is a percentage of up to 40% of the minimum national basic remuneration. To receive this Assignment, teachers must have successfully finished courses, post-graduate or graduate training activities by CPEIP, autonomous higher education institutions or duly accredited institutions by the organism.
- *Assignment for performance in difficult situations*: Is given to education professionals exercising functions in schools classified as difficult due to geographic location, marginalization, extreme poverty or other comparable characteristics. This Assignment may reach up to 30% of the minimum national basic remuneration. It applies to all establishments with public funding.
- *Assignment for directive and technical-pedagogical responsibility*: Aimed toward education professionals exercising higher functions. These Assignments may reach different percentages that are calculated based on the minimum national basic remuneration, with 25% for school principals, 20% for other directors and other technical-pedagogical officers and 15% for other technical-pedagogical professionals.
- *Professional Recognition Bonuses (BRP for their name in Spanish, Bonificación de Reconocimiento Profesional)*: Introduced in 2006 (Law 20.158), this enables teachers working in municipal, private subsidized and delegated administration schools to receive a monthly amount of money for their title and an additional complement for their specialization. It applies to all establishments with public funding.
- *Variable Individual Performance Assignment (AVDI for its name in Spanish, Asignación Variable de Desempeño Individual)*: given to teachers working in municipal schools who have reached the levels of *outstanding* or *competent* in the Teaching Assessment. Applies only to public schools.
- *Teaching Excellence Assignment (AEP, for its name in Spanish Asignación de Excelencia Pedagógica (AEP))*: Given to teachers who voluntarily demonstrate their knowledge, skills and competencies of excellence in their professional exercise through categorized levels of achievement. This applies to teachers working in the municipal and private subsidized sector. It is a fixed amount by level of achievement and it may increase according to the level of vulnerability of the students. AEP certification is also related to the income of the Teachers of Teachers Network described below. It applies to all establishments with public funding.
- *Assignment determined by the National Performance Evaluation System of Subsidized Schools (SNED, Sistema Nacional de Evaluación del Desempeño de los Establecimientos*

*Subvencionados*¹⁴⁴: It is an incentive and recognition of education professionals of schools with the best performance within a comparable group in each region, which also concentrates up to 35% of the enrollment. It annually represents about 0.75 times the average monthly salary of a teacher. During the 2012-2013 process it benefitted 64,482 teachers.

419. Furthermore, municipalities may increase these Assignments and deliver other professional incentives according to the factors and assessments of their own.

420. As seen below, even so, in terms of remuneration, teachers are at a disadvantage compared to other professionals with similar years of study, particularly with regard to professional of high occupational prestige (medicine and civil engineering).

Table 5.8. Average salary of the last 5 cohorts (2008 to 2012), fiscal year 2013¹

Type of career	Year of Graduation				
	1 st year/2012	2 nd year/2011	3 rd year/2010	4 th year/2009	5 th year/2008
Vocational Institutes (CFT)	489,926	530,993	573,729	605,884	648,474
Technical Careers	489,926	530,993	573,729	605,884	648,474
Professional Institutes	602,105	651,272	708,174	762,341	835,943
Technical Careers	498,522	529,027	592,695	635,355	694,898
Professional Careers (excluding Teaching)	725,942	802,874	850,243	928,019	1,010,319
Professional Careers (including Teaching)	480,615	523,683	576,907	598,182	643,060
Universities	867,356	958,995	1,037,820	1,112,290	1,181,808
Technical Careers	637,587	646,881	713,093	773,216	812,724
Professional Careers (excluding teaching, medicine or engineering)	883,879	995,410	1,101,943	1,179,929	1,257,110
Professional Careers (civil engineering)	1,436,782	1,639,345	1,827,420	1,943,393	2,157,834
Professional Careers (medicine)	1,759,128	1,909,621	2,065,407	2,285,345	2,428,773
Professional Careers (including Teaching)	513,373	558,015	600,087	628,756	652,956

Source: Servicio de Información de Educación Superior (SIES). National Teaching Policy 2015 internal minutes.

¹ Salaries are calculated using annual income/12, regardless of the months worked. Only salaries above the minimum annual salary of the year are considered and the highest 2% of salaries are excluded.

421. Moreover, according to the report, *Education at a Glance 2014*, the salary of teachers in Chile is the lowest compared the rest of the OECD member countries. This report states that Secondary School teachers with 15 years of experience, in one year, reach a salary of \$26,195 USD, while the OECD average is of \$42,861 USD. The same source states that in Chile, Secondary School teachers earn only 77% of the salary obtained by other professionals of similar education levels, while the average value of this relationship for the OECD is of 92%.

Project of New Teaching Career

422. The Educational Reform in progress seeks to begin a new understanding with teachers, considering them fundamental actors in promoting the quality of education that is needed in Chile. This initiative seeks to cover from the training of future teachers (aspects considered in Chapter 4) to the treatment of the complete Professional Development System for teachers exercising in the public and private subsidized sector.

¹⁴⁴ For further information see <http://www.sned.mineduc.cl/>

423. Since April of 2015, from the Presidential Address No. 165-363, under intense discussion is being held regarding a Draft Law establishing a Teacher Professional Development System. In terms of professional teaching exercise, the draft would include the following aspects, among others:

- An induction system for new university graduates in teaching at the beginning of their teaching career through mentoring by experienced teachers who would guide them and support their incorporation.
- A Teaching Career in five stages. Three mandatory levels of progress that seek to ensure the competencies for exercise of good teaching: Initial Professional, Early Professional and Advanced Professional Levels. Two voluntary stages aimed toward retaining good teachers in the classroom and offering development paths (Expert I and Expert II). Promotion in the teaching career would be based on a System of Recognition of Teaching Professional Development (SRDP) that considers applying an instrument to establish teachers' specific and pedagogical knowledge at the level and in the subjects taught, as well as an Enhanced Portfolio that accounts for the didactic and pedagogical practices of the teacher. The teacher is expected to reach the Early Professional stage at the 4th year of exercise and not to remain in the Initial Professional stage for more than 8 years.
- A support system through the certification of free courses and specialization programs, and scholarships developed by CPEIP for teacher development. Thus, this support may also include actions carried out by administrators such as training programs related to the objectives established in the Educational Improvement Plan.
- A new remunerations system enabling teachers to increase their salaries throughout their careers with fewer components, keeping the national minimum basic remuneration. The salary upon entering the workforce would be almost 30% higher than at present, and as the teacher career progresses, they would have access to diverse Assignments and retribution for complementary functions. The transition from one stage to the next of the career path would mean a salary increase reflected as an Assignment by Stage of the Professional Development System (ATDP). From the Advanced level, teachers could perform remunerated functions such as mentoring professor, team leader, and principal, among others. Finally, work with more vulnerable students will be promoted for the best qualified teachers through a special Assignment (40% of the Assignment of the stage).
- An increase of non-teaching hours, with the expectation of reaching a proportion of teaching and non-teaching hours similar to the present situation of OECD member countries. In the next years, the project changes the proportion of teaching/non-teaching hours from 75/25 to 60/40 in education in contexts of greater vulnerability.

Supporting Staff in Schools

424. To support the work of teachers in schools, there are Educational Assistants, whose main functions are to support pedagogical, administrative, school security, coexistence and maintenance aspects of school space. According to the regulations in force, they are classified into three groups: professionals (not affected by the Teachers' Statute who have a professional title, for example, psychologist, speech-language therapists, educational psychologists, etc.), teaching assistants (technical functions, complementing teaching and learning functions and relevant administrative processes for school functioning) and auxiliaries (in charge of maintenance and cleaning schools) (Law No. 19.464, Art. 2, 1996). To 2014, 132,000 educational assistants were registered: 43% in municipal schools and 52% in private subsidized schools (Mineduc, 2015f).

425. Within the group of professionals, there are those who perform functions in the PIE as psychologists, speech-language therapists, specialized teachers and special needs teachers of educational psychologists and that conform multidisciplinary teams supporting the teaching work across the board. According to the regulations, these professionals must not only have assigned hours to support to students with special education needs within the common

classroom or resources, but also at least 3 chronological hours a week for collaborative work with the classroom. PIE professionals may also make up a *classroom team* to support regular teachers (Decree No. 170/2009).

426. With regard to the supporting staff, it is important to note that the school system has Educational Technical Assistance (ATE), hired by schools under the SEP Law. ATE services are external and transitory support provided for natural persons or institutions (universities, foundations, etc.). According to the regulations in force, the ATE must meet certification standards and be part of the Public Registration of Teaching and Technical Support Entities. The services provided to schools are grouped into four areas: Curriculum Management, School Leadership, Coexistence and Educational Resources Management. The study on the *Operation of Chilean Technical Educational Assistance Services* (ATE) (Barrera, et al. 2014) indicates that in April of 2014 there was a total of 910 offerings of technical assistance, of which 66.5% were legal persons (companies or foundations), 28.0% were natural persons, and 5.5% were universities (Table 5.9). Similarly, this study states that a high proportion of these offerors carry out support in the area of Curriculum Management (81.8%) and Leadership (57.8%), while a third and fourth group focuses on the support in areas of School Coexistence (45.6%) and Resources Management (24.6%), respectively (Table 5.10).

Table 5.9. ATE Offerors by Legal Status, 2014

Legal Status	Percentage	Count
Legal Person	66.5%	605
Natural Person	28.0%	255
University	5.5%	50
Total	100%	910

Source: Elaborated by authors using the study on the Operation of Chilean Technical Educational Assistance Services (ATE) (Barrera, et al. 2014).

Table 5.10. Numbers and percentages of offerors in each area of service by legal status, 2014

Legal Status	Area of Service			
	School Coexistence	Curriculum Management	Resources Management	Leadership
Legal Person	54.9%(332)	78.8%(477)	30.11% (182)	59.8% (362)
Natural Person	25.1%(64)	86.7%(221)	12.9% (33)	54.9% (140)
University	38.0%(19)	92.0%(46)	18.0% (9)	48.0% (24)
Total	45.6% (415)	81.8% (744)	24.6% (224)	57.8% (526)

Source: Elaborated by authors using the study on the Operation of Chilean Technical Educational Assistance Services (ATE) (Barrera, de la Fuente, Miño, Miranda, Román and Raczynski, 2014).

5.4 Organization of School Directorate

Structure of school directorate

427. According to functions and responsibilities set out in LGE, the administrators delegate the school directorate to *teaching management teams* (LGE, 2009). Management teams are required to: "lead the schools under their charge, based on their responsibilities and strive to raise their quality; develop professionally; promote the necessary professional development for teachers to meet their educational goals and comply with and respect all the regulations of the schools they lead" (LGE, 2009).
428. Managing teams are formally led by the Principal, whose main function according to current regulations, is to steer the Institutional Educational Project¹⁴⁵. Principals have the faculty of appointing a deputy director, a General Inspector and a Technical Officer, thus making up the

¹⁴⁵ Modified Law of the Full School Day Law No. 19.979/2004.

managing team¹⁴⁶. In schools offering Secondary Education, the managing team may include the appointment of Counselor.

429. Legislation does not establish the specific functions of each of the members of the managing team, but there are guiding frameworks at a collective level¹⁴⁷. The structure of the managing team may also be heterogeneous in relation to their type of dependency¹⁴⁸ (municipal, private subsidized, private), its characteristics (degrees of independence, capacities, resources, size, priorities, among others) and ways of organizing established by the administrator with the school/s under his or her charge. The administrator, although he or she is not part of the managing team described above, has ultimate responsibility of the functioning and results of the educational units¹⁴⁹, who by law have the right to “establish and exercise an educational project, with the participation of the educational community and according to the autonomy guaranteed by this law” (LGE, 2009).

430. In educational establishments located in rural zones with a minimum number of students and teachers, the figure of the principal and managing team is substituted by that of a *Teacher in Charge* of the school.

Organization of the Work of School Directorate

431. According to the Teachers’ Statute, school principals have powers in the areas of teaching, managing and finance. These are shown in the following table:

Table 5.11. Powers of Principals according to Teachers’ Statute

Teaching Field	Management Field	Financial Field
Formulate, monitor and assess goals and objectives, Study Plans and Programs and implementation strategies.	Organize and supervise the work of teachers and staff.	Assign, manage and control resources delegated according to the law.
Organize and direct instances of technical-pedagogical work and professional development of the teachers of the school.	Propose staff for hiring and substitution to the administrator.	
Adopt the necessary measures for parents or guardians to regularly receive information regarding the school's functioning and their children's progress.	To be consulted in the selection of teachers to be integrated in the school.	
	Promote adequate coexistence in the school.	

Source: Elaborated by authors based on Modified Law of the Full School Day Law No. 19.979/2004.

432. The political-legislative emphasis given by the principal to the teaching function contrasts, somewhat, with the empirical evidence related to the use of time and practices of these

¹⁴⁶ Teachers’ Statute.

¹⁴⁷ The Framework for Goof Management and School Leadership (Mineduc, 2015) and the Indicative Standards of Performance for Schools and their Managers (Mineduc, 2014) highlight the strategic role of managing teams, instead of the exclusive figure of the principal, in processes of school changes and improvement.

¹⁴⁸ For example, managers of the municipal sector have the faculty of making up their managing teams; other professionals are occasionally incorporated to the managing function, and their specific responsibilities are defined according to the characteristics and needs of each educational unit (Quality and Equity Law No. 20.501).

¹⁴⁹ Preferential Educational Subsidy Law No. 20248/2008.

professionals. The comparative study *School Management in Chile: A Vision in the Context of Latin America*¹⁵⁰, revealed that Chile is the country in which most time of the principals is spent on administrative work¹⁵¹ (Murillo, 2012). Similarly, in the framework of a wider research¹⁵², the presence of leadership practices of subsidized schools was studied, using the judgment of teachers as reference. Results show that the least developed practices by the principals were those related to instruction management, which were even weaker in principals of the private subsidized sector (Weinstein and Muñoz, 2012).

433. The management function, in the last decade, has been guided by a referent by the name of Framework for Good Management, elaborated by Mineduc (2005b), based on systematized evidence of school leadership and management and in consultation with relevant actors.
434. After a process of elaboration and update since 2013 and the validation with diverse actors (School Leadership Consultation Councils¹⁵³, Institutional coordinators, who collaborated in the professional development of the principals, experts in education), toward the end of 2015, Mineduc has published a new *Framework for Good School Management and Leadership*¹⁵⁴, aimed toward practices for effective school leadership and management.
435. *Indicative Standards of Performance for Schools and their Administrators* (Mineduc, 2014g) also provide guidance for the directive function. Specifically, this reference includes a sub-dimension of Principal's Leadership, made up of 7 standards that describe how the principal is required to prioritize formative objectives, to engage the community with the educational project, to generate a culture of high expectations, to effectively guide the school, to strive for constant improvement, to create a collaborative and committed work environment and to promote a culturally and academically stimulating environment.
436. In terms of professional development of school principals, section 4.7 describes the available development courses for these professionals, which are generally complementary programs (postgraduate courses) to initial tertiary education. It is also important to note that since 2008 with the SEP Law, establishments affiliated to this financing implement Educational Improvement Plans (PME). Within orientations and instruments¹⁵⁵ of the school improvement policy, one of the areas of the work of PME is precisely Management Leadership. Another current initiative in management leadership development is the Network of School Improvement. This initiative is explained in section 5.7.

Management Career Structure and Compensation

437. Similar to the case of teacher professional performance, to date there is no formal career structure that is exclusive for principals and organized systematically with regard to their trajectory, responsibilities, professional training, among other aspects. In spite of this, it is observed that for those reaching the post of principal, a progressive professional path generally includes previous performance in other posts of intermediate responsibility. Likewise, policies and regulations on the professional exercise of principals have tended to focus on public education.

¹⁵⁰ This investigation considers the data base of the SERCE, carried out by UNESCO in 2006 and 2009. A sample of 2,580 school principals of Primary Education in 16 countries of the region was used.

¹⁵¹ 31.3% of their time is used in management tasks; on average, principals of Latin America devote 24.8% of their time to administration tasks (Murillo, 2012).

¹⁵² Educational Leadership and the Quality of Education in Chile, study carried out between 2009 and 2011 at the Center of Studies of Educational Policies and Practices (CEPPE).

¹⁵³ Regional organizations made up of school principals of all educational dependencies and modalities. Their purpose is to contribute to the design and monitoring of educational policies.

¹⁵⁴ See http://portales.mineduc.cl/usuarios/cpeip/doc/201511131613560.MBD&LE_2015.pdf

¹⁵⁵ See http://portales.mineduc.cl/usuarios/mineduc/File/2014/PME%20DOC%20N1%20VF_2014.pdf

438. According to the Teachers' Statute, the remuneration of principals working in the municipal sector is determined based on RBMB, plus an Assignment for Directive Responsibility of 25% of the RBMB. When applicable, a series of Assignments contemplated by the Statute are added: Assignment for Experience, Difficult Performance or Specialization.
439. In 2011, the Quality and Equity Law increased the *Assignment for Directive Responsibility* in order to differentiate the task of the principal and to acknowledge their higher degree of responsibility. At present, this increase is granted based on total enrollment and the degree of concentration of priority students in the school, as shown in the following table:

Table 5.12. Estimated Assignment for Directive Responsibility

Enrollment	RBMN	\$/Month	RBMN	\$/Month
	Low concentration of priority students		High concentration of priority students	
Up to 399	25%	\$110,000	25%	\$110,000
From 400-799	37.5%	\$165,000	75%	\$330,000
From 800-1199	75%	\$330,000	150%	\$660,000
Over 1200	100%	\$440,000	200%	\$880,000

Source: Chilean Association of Municipalities (www.munitel.cl).

440. Principals' remuneration of private subsidized schools is determined by each administrator. However, they have access to several bonuses, as those of their peers in the municipal sector.
441. Data collected in 2009¹⁵⁶, indicated that the average monthly salary of primary education school principals in Chile was slightly over USD\$ 2,000. The salary differences are related to the age and experience of these professionals. The data differentiated by dependency revealed that principals of the municipal sector and their peers of the private subsidized sector receive an equivalent average salary; however, the latter are more heterogeneous in their salaries (Weinstein and Muñoz, 2012)..
442. Starting in 2005, the *Assignment for Collective Teacher Performance* was launched (Law No. 19,933), which is a voluntary monetary incentive given to professionals with directive functions in municipal and private subsidized schools, according to their achievement of annual goals in a Plan of Educational Management Improvement.
443. It is important to note that in 2011, the Law of Quality and Equity, along with defining a new system for selecting principals through the System of High Public Management (SADP) (Section 4.7) and increasing their remuneration, it increases the responsibility of principals by subscribing a Performance Agreement as a constitutive part of their contract and allows them to give their suggestion to the administrator of the end of work contracts of 5% of the worst evaluated teachers, and to select and remove their managing team.

¹⁵⁶ The data was collected within the framework of the Educational Leadership and the Quality of Education in Chile, study carried out between 2009 and 2011 at the Center of Studies of Educational Policies and Practices (CEPPE).

5.5 The Environment for Teaching and Learning in the School

Learning Organization

444. The schools have the faculty of adjusting the national curriculum –which establishes common learning objectives– (described in section 2.3) according to the particular context through the elaboration of their own Study Plans (allocation of time) and Study Programs (contents), which must be approved by the local authority of education.
445. Notwithstanding the above, Mineduc, together with the National Curriculum, provide schools with Study Plans and Programs for those who do not have the capacity of developing them, especially those offering specific modalities or policies, such as the intercultural educational policy¹⁵⁷. The Mineduc Study Plans and Programs are used by default if the school does not have its own. Thus, and according to the records of the Ministry of Education, only 8.5% of schools have their own Plans and Programs in at least one subject between 1st and 8th grade.
446. Schools evaluate students based on the learning objectives achieved in the current curricular framework. Both the evaluation criteria and the methodology are defined by each school where teachers apply tests and use a grade scale, which is normally from 1 to 7 (maximum). However, in the Study Programs, Mineduc provides guidance for schools to determine learning assessment criteria by education level of the students.
447. Additionally, since the SEP Law (2008), a tendency is for schools –normally assisted by ATE services– adopt student assessment practices aimed toward the SAC SIMCE national standardized tests, as practice or to monitor progress, toward learning expressed in scores of these external assessments.

School Assessment and Development

448. The self-assessment practices of schools are common since the implementation of the SEP Law. The process of school improvement by this standard implies that all schools with SEP financing (practically all schools with public financing) have a process of institutional self-assessment that enables them to collect, analyze and systematize information related to the processes and results of the school, identifying strengths and opportunities for improvement.
449. Based on this process of self-assessment, all SEP schools define and execute a PME, which implies a set of improvement actions that are articulated and related to resources. According to the SEP Law and the guidance provided by the Mineduc, PMEs must be elaborated through participation by the principals of the school and the educational community, although it is unclear how this tool is jointly elaborated by schools.
450. The Mineduc – through the General Division of Education (DEG) and a team of supervisors in DEPROV, supports schools in the process of improvement, particularly in the municipal sector. The current administration has elaborated guidelines of school improvement for the 2015-2018¹⁵⁸ driving schools from reflecting on their Institutional Educational Project (PEI).

¹⁵⁷ The Ministry of Education, also, through the intercultural education policy, has promoted the development of the Bilingual Intercultural Education Program (PEIB), which contributes to the development of the language and culture of indigenous people and forming intercultural citizens in the educational system.

¹⁵⁸ See

http://www.textoscolares.cl/usuarios/convivencia_escolar/doc/201503031621270.Orientaciones%20para%20el%20apoyo%20tecnico%20pedagogico.pdf

451. It is important to note that the school system would benefit from more applied research to establish to what extent these self-assessment and improvement processes driven by the SEP Law are actually internalized by schools and if their purposes are being fulfilled.
452. The laws promote for schools to conduct assessments of their teachers. For example, LGE defines pedagogical supervision in the classroom as a fundamental task of the managing teams. Likewise, the Quality and Equity Law allows administrators to design and execute - either by themselves or through third parties- systems of internal assessment of teachers working in their schools. However, the Mineduc does not have systematic information on these practices.

Welfare and Engagement with the Educational Community

453. With regard to the development of adequate learning environments, the Ministry of Education has a National Policies of School Coexistence¹⁵⁹, whose purpose is to “direct actions, initiatives and programs that promote and foster understanding and developing inclusive, participative, solidary, tolerant, peaceful and respectful coexistence, within a framework of gender equality and a based on human rights.” This policy is based on 3 axes: i) formative character, ii) participation and commitment of the whole education community, and iii) conception of actors of the educational community as subjects of rights and responsibilities.
454. As part of this policy and based on the regulations in force, all schools must have Internal Regulations for School Coexistence, in order to regulate the relationships between the actors of the educational community. The expressed regulations for coexistence of each school are expected to match their educational project and must consider at least: i) prevention policies, ii) pedagogical measures, iii) protocols for action, and iv) behaviors that represent misconduct in school coexistence. Additionally, each school must have a School Coexistence Officer responsible of implementing measures to strengthen coexistence, established by the School Council. It is important to note that it SIE is responsible of ensuring the implementation of these aspects.
455. School coexistence is considered an essential component of educational quality. Thus, the Indicative Standards of Performance (Mineduc, 2014g) include the promotion of adequate coexistence and organizational climate. At the same time, in the framework of the SAC Law, the SIMCE test considers school coexistence as *Other Quality Indicators*. Likewise, PME include actions in the area of School Coexistence.
456. Research on school coexistence carried out in recent years has shown positive findings. Data shows that between 2007 and 2009, the perception of positive coexistence and security in schools has improved, while the occurrence of episodes of school violence has decreased significantly¹⁶⁰. However, there is a gap between establishments with public financing and private subsidized schools, because in the latter, the levels of perception of a better school environment are higher.
457. On the other hand, important instances for participation exist and are promoted by national policies (LGE) for school community actors (school members) such as Student Councils, Parents and Guardians Associations, Teacher Councils and School Councils.

¹⁵⁹ For further information see www.convivenciaescolar.cl

¹⁶⁰ Study “School Coexistence: A View of Participation and Violence in School” (Candia and Castillo, 2011). This study collects data of the Third National Survey of School Violence applied to a sample of representative students, teachers and education assistants (ENVAE, 2009).

458. The Student Council¹⁶¹ of each school is made up of students of the second cycle or Primary Education and Secondary Education. Its objective is to “serve its members as means to develop reflexive thought, critical judgment and willingness of action; to prepare them for democratic life and prepare them to participate in cultural and social change” (Decree No. 524/1990). The Student Council has a directorate that is elected annually, by universal, personal, secret and informed vote.
459. The Parents and Guardians Association¹⁶² is an entity that represents the families in schools. They are assigned a collaborative role in efforts of achieving educational goals. Participation in this entity is voluntary. The Parents and Guardians Association has a directorate that is elected annually, by universal, personal, secret and informed vote.
460. The Teachers Council¹⁶³ is a technical organism that is made up of the directive, technical-pedagogical and teaching staff. It is a consultative body that allows its members to manifest their professional vision. At the same time, it may be decisive in technical-pedagogical matters.
461. School Councils¹⁶⁴ exist since 2005 in subsidized schools. It is constituted as a space for collaboration and interaction of the various segments of the educational community, to add value to the educational process. According to the regulations, this entity must be made up of at least: i) the school principal; ii) the administrator or a representative; iii) a peer-elected teacher; iv) the president of the Parent and Teacher Association; and v) the president of the Student Council when the school has Secondary Education. The principal is in charge of chairing the Council and has the faculty of incorporating other actors, by his or her own initiative or that of the members. This instance is informative, consultative and purposeful, and may additionally be made decisional by the administrator (see Table 5.13).

Table 5.13. Functions of the School Council

Informative Function	Advisory Function
Learning results of the students	Institutional Educational Project
Monitoring visits reports of the Ministry of Education	Annual programming and extracurricular activities.
Results of teacher, supporting professionals, administration and directive posts (only municipal schools).	Goals and improvement projects of the school.
Annual budget of income and expenses of the school (only municipal schools).	Annual report of the school management done by the principal.
Report of income received and expenses incurred in.	Elaboration and modifications of internal regulations.

Source: Elaborated by the author based on Decree No. 24/2005.

462. According to the *Study of the Evaluation of the School Council Situation* (Raczynski and De la Fuente, 2010), these are valued opportunity in terms of the information provided to different actors of the educational community, especially of those who do not perform directive functions or are related to school management. However, it also constitutes evidence that an important number of schools report using this instrument mainly in formal terms, which reduces their impact on the educational community, especially with regard to the connection of different actors with school management.

¹⁶¹ The operation of the Student Council is regulated by Decree No. 524/1990 (modified in 2006).

¹⁶² The operation of Parents and Teachers Association is regulated by Decree No. 565/1990.

¹⁶³ The figure of the Teachers' Council was established by the Teachers' Statute.

¹⁶⁴ The figure of the School Council was established in the Modifying Law of the Full School Day Law No. 19.979/2004 and Decree No. 24/2005 regulates its operation.

463. With regard to the engagement of schools with the local community, the national guiding frameworks¹⁶⁵ promote generating relationships with the environment and its relevant actors. Thus, performance criteria of the principal and the managing team consider the institutionalization of collaboration instances and networks with the environment, aimed toward accomplishing educational results. There is no information available on practical results of these guidelines.
464. Finally, in terms of outreach, it is important to mention that the current design of public education based on municipalities, by default, offers schools important opportunities to approach and coordinate with their host communities.

Teaching Collaboration and Professional Learning

465. Generally, in schools, teachers have technical meetings with their peers –by department, cycle or level- to coordinate teaching work, and educational policies encourage collective work between teachers and within schools (Teachers' Statute, SEP Law, SNED, Framework for Good Direction, Indicative Performance Standards). In spite of this, only exceptionally schools function as professional learning communities in the system (Bellei et al., 2014).
466. Regarding the professional teaching collaboration outside school, policies aimed toward generating and strengthening teacher networks in Chile has not been developed systematically, showing that in the last two decades, some initiatives of continuous learning among peers directed toward updating knowledge and strengthening teaching skills, but are isolated and do not continue over time. However, three initiatives are noteworthy: Rural Microcenters, Network of English Teachers and Network of Teachers of Teachers:
- The Rural Microcenters are local teacher networks of multi-grade schools that are grouped by geographical proximity. Their objective is to work jointly to develop innovative and pertinent learning to the socio-cultural conditions of their host locality and the characteristics of their students, developing improvement projects of their schools. Currently, there are 374 microcenters that group 2400 multi-grade rural schools that are implementing diverse support strategies for learning and integrating the educational community, with technical and financial support of the Ministry of Education.
 - The English Teacher Networks (RDI), coordinated by the English Opens Doors Program (PIAP) of the Ministry of Education, are communities for the autonomous learning of English teachers belonging to different schools of the country (diverse dependency). The objective of the RDI is to promote reflection and collaboration among teachers to promote effective practices for teaching this language, as well as the design and execution of innovative strategies to enhance the teaching practice of this area of learning. Currently there are 149 English networks, with the participation of about 2500 teachers receiving the support of PIAP. Teachers participating in these networks have preferential access to training courses and continuous training and certification managed by PIAP.
 - The Network of Teachers of Teachers, made up of teachers with AEP certification (who have demonstrated knowledge, skills and competencies of excellence) is articulated through a platform that enables its participants to share their professional experience. Its members are authorized to provide technical advice to establishments in the school system. Currently, there are 1222 teachers in this network, and of these, 242 enrolled in 2014.

¹⁶⁵ Such as the Framework of Good Management and Indicative Performance Standards for Schools and their Administrators.

5.6 Use of Educational Facilities and Materials

Use of school facilities outside the regular class schedule

467. The use of educational facilities in Chile is commonly related to developing academic activities to meet curriculum plans and programs, and, in some cases, to develop extracurricular activities for the integral development of students. There is no regulation related to the use of school facilities outside regular class hours and the managing team and the administrator can decide in this regard.
468. With the introduction of JEC in 1997, the time students remain inside schools, as well as the management of physical space and infrastructure of the school was restructured. The extension of the school day assumed that the more time students spent in school would expose them to new and better educational strategies, as well as the participation in extracurricular activities aiming toward more integrated teaching and, consequently, better learning results. However, evidence indicates that the schedule extension, instead of being used for integral education for the students, it has been used for other purposes, such as reinforcing lessons that are evaluated by the SIMCE standardized tests (OPECH, 2006; Martinic, Huepe and Madrid, 2008).
469. Although there are guidelines (Indicative Standards of Performance), there are no regulations that specify the development of extracurricular activities and workshops in schools, therefore, the design and implementation of these activities are subjected to the educational project elaborated by each school. According to the study *Educational Opportunities and Integral Quality in the Chilean Education System: An Analysis of the Characteristics and Distribution of Extracurricular Workshops* (Aguirre and Molina, 2014), the extracurricular activities offered by schools may be classified into seven categories; arts, crafts, literature, music, theater-acting and ballet-dance workshops, pre-university training and a category called "others." In spite of the diversity of these workshops, the Chilean education system is unequal and depending on the school or administrative dependency, socio-economic level (NSE), territorial location and the existence of profit of the schools¹⁶⁶. This study also states that there is no systematized or exhaustive information on the extracurricular workshops and activities carried out by schools, the times they are conducted, the educational levels covered, whether or not there is control over them and if parents are informed of them when they enroll their children.

Use of School Facilities for Other Purposes

470. Since the modifications to the JEC Law, in 2004 it was established that school administrators could make the school available to the school community and the community surrounding the school for training, cultural, sports and other activities for educational and social benefit (Law No. 19979). However, the design and execution of these activities are determined by the managing team and are defined in the Institutional Education Project of each school.
471. Chile currently has the *Open Schools Program*, which is managed by JUNAEB. This program operates in schools with high vulnerability indexes and offers students of ECEC and Primary Education meals and activities related to healthy living habits, personal development, cultural activities, study methods, among others, for a period of 20 days and during vacations. This program is operating since 2006, and covers 32 schools; however, in the framework of the

¹⁶⁶ For further information see <http://www.cpce.cl/ipe/226-oportunidades-educativas-y-calidad-integral-en-el-sistema-escolar-chileno-un-analisis-de-las-caracteristicas-y-distribucion-de-los-talleres-extraprogramaticos/file>

current Educational Reform, it is expected to reach 286 schools and to benefit about 30 thousand students¹⁶⁷.

472. Another program is the *4 to 7 Program* coordinated by the National Service for Women (SERNAM), with the participation of Mineduc and JUNAEB. This program seeks to contribute to the labor insertion and permanence of mothers and/or women responsible for children aged between 6 and 13 through educational and recreational support after the school day. In this program, students participate in educational and pedagogical support workshops in schools, as well as in recreational, sports and cultural activities after the school day. It is important to note that by 2014, this program covered 133 schools throughout the country.
473. It is also important to note that in Chile, schools are used as voting premises for public authority elections, thus Chilean school infrastructure plays an important role in the exercise of democratic citizenship. At the same time, schools –mainly public ones– are used as shelters for people affected by natural disasters.

Use of ICT

474. Almost all subsidized schools in the country have computer infrastructure and free connectivity. This massive access to ICTs was generated by the creation of the Enlaces Program developed by the Mineduc since the 1990s, and is now in the stage of consolidation¹⁶⁸. Since its inception, the purpose has been to incorporate information and communication technologies into schools to improve quality and equity of learning. Currently, the Chilean education system is challenged to promote the use of ICTs¹⁶⁹. The 2015 budget of the program was of \$4,000 million.
475. Through the signing of a Computer Education Agreement (CIE) with administrators, the Enlaces program, through its diversity of projects, provides schools with: computer equipment, connectivity, digital educational resources, teacher training and technical and pedagogical advice. This provision is assigned for a period of four years depending on the criteria of each project¹⁷⁰.
476. Some of the projects launched by Enlaces that are still running are¹⁷¹:
- *Tablet for Initial Education Students (Pre-K and K) and 1st Grade*: The initiative proposes the pedagogical use of *tablets* to complement and support the learning experiences of the curriculum objectives in Mathematics. In 2015, of all the applying schools, a random selection of 1000 schools was made. Each school participating in this initiative receives: i) 27 tablets that must be distributed in the mentioned courses, ii) storage cases for the devices, iii) (digital) educational applications, iv) set of physical-didactic materials, and v) training for teachers. During the project, the Ministry of Education may assess the results, in order to detect difficulties and introduce improvements for future versions. More beneficiary schools may be added per year.

¹⁶⁷ There are some experiences where the Open School Program has been made extensive to its hosting community. The Municipality of Recoleta is an example of this, making the facilities of all the municipal schools available to the community for recreational and formative activities. This program is conducted in coordination with the Directorate of Community Development and it hosts diverse community initiatives that are inserted in schools, such as youth organizations, senior citizen clubs, unions, migrant programs, cultural and sports organizations, etc. They also provide recreational and formation space including sports, arts and academic or reinforcement workshops.

¹⁶⁸ See studies developed by UNICEF ICT Policies in the Education Systems of Latin America: The Case of Chile (Jara, 2013).

¹⁶⁹ See studies developed by UNICEF ICT Policies in the Education Systems of Latin America: The Case of Chile (Jara, 2013).

¹⁷⁰ For further information see www.enlaces.cl

¹⁷¹ For further information see www.enlaces.cl

- *My digital workshop for students from 5th grade to 12th grade:* This strategy seeks to promote developing ICT skills for learning through the implementation of extracurricular workshops on digital topics, such as Video Game Creation, Technological Brigades, Video Production, Digital Comics and Robotics. In 2015, of all the municipal and delegated administration schools applying, a random selection of 1,200 schools was made. Each school participating in this initiative receives the necessary equipment to carry out the workshops in one of the available topics (Software, computers, video cameras, tablets, robotic kits, among others), as well as training for two teachers and two students in order to attain the teaching, technological and methodological skills required to implement the workshop in their own school. The training institution selected by the Ministry of Education holds in-house accompaniment (two visits to the classroom) and online follow-up of the workshop implementation.
 - *Network of Coordinators:* This is a local organization opportunity for the coordinators of Enlaces or Computer Education in subsidized schools. These communities are articulated by the Regional Enlace Coordinators (CRE) of the Regional Secretariats of Education and their purpose is to “promote the development of competencies of their actors in exercising the roles of advisors and mediators of technology integration in different learning environments and with different actors of the school system.” Thus, participants in these networks have access to free training activities.
 - *Wi-Fi connection for Schools:* This initiative provides wireless Wi-Fi equipment to improve the distribution of internet access within the school (in 4 different school facilities, giving priority to laboratories, libraries and classrooms). In 2015, this benefit was randomly given to 650 municipal or delegated administration schools that met with the criteria, without the need to apply.
 - *Broadening the ICT and Diversity Project:* This program seeks to develop, using ICTs, curriculum objectives, communication and ICT skills of Kindergarten to 8th grade students with Special Needs derived of impaired hearing, belonging to regular schools with PIE and Special Education programs. In 2015, this benefit was given to 150 subsidized schools that met the criteria, according to a ranking by priority. Each school participating in this initiative receives technological equipment for a classroom including: i) laptop computer, ii) projector, iii) video camera, iv) interactive whiteboard, v) visual school dictionary, vi) language, text editor, vocabulary enhancing software, vii) teacher training for creating visual contents, viii) b-learning pedagogical advising and accompaniment.
 - *ICTs and Multiple Challenges:* This is a pilot program that seeks to stimulate communication skills and autonomy, and to promote access to regular curriculum and learning construction for students with multiple disabilities. In 2015 this benefit was given to 30 special education schools in the country. The selected schools receive: i) technological resources, ii) face-to-face training, and iii) distance advising and accompaniment.
477. The results of the Educational Computing Census¹⁷² carried out in 2012 confirm that nearly half of the teachers report the use of ICTs in teaching; however, the practices in use by teachers are not regular. Regarding the time of pedagogical use, data reveals that teachers use ICTs 4.8 hours a week for these purposes. The most frequent activities for teachers are: i) presenting information with the support of ICTs (almost 50% usually use them, always or almost always), ii) use ICTs for planning activities (36% use them regularly, always or almost always), and iii) teaching students research activities or research with them (35% does it regularly, always or almost always).

¹⁷² Final Computer Education Census 2012 report (Adimark GFK, 2013).

5.7 Organization of Educational Governance

Structure of Educational Administration

478. The administration of the school education, since 2011, is set within the context of the institutional design of SAC, with the structure and responsibilities distribution as presented in sections 2.4 and 3.3. The typical sizes and distribution of staff deployment at different levels of education administration is presented below.
479. Institutions that compose the SAC have a central level allocation, distributed between the central Government and the regions or territorial units, as described below¹⁷³:
- Mineduc: In 2015 has a provision of 4,386 people. Of these people, 1,783 (41%) are located at the Central Government, 1,379 (31%) are distributed in 15 regional secretariats (SEREMI), while 1,224 (28%) are divided into 43 DEPROV. A SEREMI is generally made up of 92 people, and may vary between 52 and 288. A DEPROV has an average of 28 people, ranging from 3 to 48.
 - ACE: The current provision is of 445 people, 230 (52%) work at the National Directorate, while 215 (48%) are distributed in the territory, five offices (macro-zones). North (24 people), Center North (139 people), Center South (30 people), South (16 people) and Austral (6 people). Half of the staff is assigned to evaluation and performance orientation functions.
 - SIE: made up of 635 people, 114 (18%) in the national directorate and 521 (82%) distributed in offices in all the regions with an average of 35 people, in a range of between 14 and 101 officials. 45% of the total staffing is assigned to controlling functions.
480. The intermediate level is made up of school administrators. Public education managed by municipalities in 2014 -according to Mineduc's record of 319 communes- had an aggregate staffing of 10,669 people, an average of 33.5 people per DAEM (or corporation), a standard deviation of 29.6 people and a range from 1 to 231. Normally the staff operates in areas of management and finance (57%), while 20% works in technical-pedagogical units. Currently, the Mineduc does not have information on staffing at the intermediate level in other administration dependencies.
481. Regarding the initiatives of capacity development in education administration, the Indicative Performance Standards for Schools and their Administrators of SAC, specifically standards 1.1 to 1.6¹⁷⁴, guide all administrators of the system, promoting their responsibility for academic achievement, leadership of educational projects and the professionalization of their organizational management. Furthermore, the new Public Education System (Local Education Services), proposed to the Parliament by the current administration, will strengthen the intermediate level due to the design of capacities through elements such as institutional specialization, professionalization of the staff, work in networks, ad hoc financing and territorial alliances (Mineduc, 2015b).
482. At the local level, in 2014, according to Mineduc, schools had aggregate staff of nearly 350 thousand people, of which two thirds were teachers and 38% were educational assistants, i.e., staff carrying out activities of collaboration to the task of education to complement the teaching function, some of whom are professionals, such as psychologists, accountants, social workers, etc. The proportion of teachers to enrollment is moderately higher in public education compared to the private subsidized sector.

¹⁷³ This description excludes CNDE because its design is an indirect function in education administration.

¹⁷⁴ See http://archivos.agenciaeducacion.cl/documentos-web/Estandares_Indicativos_de_Desempeno.pdf

Table 5.14. Statistics on staffing of schools by administrative dependency, 2014

	Municipal	Private subsidized	Private	Delegated Adm. Corp.	Total
Number of teachers	94,247	99,349	19,835	2,222	215,653
Number of Teaching Assistants	56,945	68,693	5,032	1,421	132,091
Total Staff	151,192	168,042	24,867	3,643	347,744
Average teaching staff	18	16	33	32	18
Average education assistants	11	11	8	20	11
Total staff average	28	28	42	52	29
Ratio Teachers/Enrollment	0,07	0,05	0,07	0,05	0,06
Ratio Assistants/Enrollment	0,04	0,04	0,02	0,03	0,04
Enrollment	1,304,634	1,919,392	270,491	46,802	3,541,319
Number of Schools	5,331	6,065	595	70	12,061
Average Enrollment	245	316	455	669	294

Source: Statistics Unit, Studies Center, Division of Planning and Budget, Ministry of Education, 2015.

Processes of Assessment and Results Monitoring

483. In the last decades, the Chilean school system has promoted external processes for the professional performance assessments of education in schools (particularly in public education) and to monitor students' learning results. The SAC consolidates the assessment processes and especially the results of the school system based on standards. A key component of the SAC is the institutional specialization of ACE that jointly considers the assessment of principals, teachers, students and schools, which are described below.
484. Currently, there are two ways for evaluating school principals, which operate on a local logic. On the one hand, in public education, as of the Law of Quality and Equity (2011), principals hired by the SADP are part of Performance Agreements that set objectives (for example, expressed in scores on standardized tests) to be formally evaluated by municipal administrators. The law allows administrators to remove principals before their terms due to insufficient fulfillment of objectives. On the other hand, for the general system the *Indicative Performance Standards for Schools and their Administrators*¹⁷⁵ of the SAC (especially standards 2.1 to 2.1 and 4.1 to 4.7) establish a framework for the assessment of principals through ACE Evaluation Visits and also for self-assessment. The resulting diagnosis of the ACE Evaluative Visits is exclusively for guidance purposes.
485. As described in section 5.3, Chile has a Teacher Performance Assessment System managed by the Central Government, which includes a mandatory component for public education teachers, and a voluntary component that includes teachers of municipal and private subsidized schools.
486. The mandatory assessment (called *Docente Más*¹⁷⁶) considers a self-assessment guideline, a portfolio with class evidence, an interview by a peer evaluator and a reference report by third parties (Principal and Technical Officer), and classifies teachers in performance categories. The 2014 process classified 16,060 evaluated teachers as Unsatisfactory (0.8%), Basic (21%), Proficient (69%) and Outstanding (10%). The two lower categories of performance generate professional improvement plans and are re-evaluated in 2 years. Remaining in the lowest category is cause for teachers' dismissal. Qualifying in the two highest performance categories is associated to an allocation (ADVI) for the teacher.

¹⁷⁵ See http://archivos.agenciaeducacion.cl/documentos-web/Estandares_Indicativos_de_Desempeno.pdf

¹⁷⁶ For further information see <http://www.docentemas.cl/>

487. The voluntary assessment (known as AEP¹⁷⁷) combines a test of subject and teaching knowledge and a portfolio to certify knowledge, skills and competencies of excellence. Accreditation is done by stages, ranging from I (highest) to III (lowest). During the 2014 process, of the 2,294 applying teachers, 1,723 were certified, 14% in stage I and 43% in stages II and III, respectively. This accreditation is related to Teaching Excellence Allocation (AEP) and to the incorporation into the Network of Teachers of Teachers.
488. Furthermore, the report *Study on evaluation and assessment in education. Teacher evaluation in Chile* (OECD, 2013) states that the teacher assessment is perceived as an instrument to measure teachers accountability regarding management in schools, and that the focus applied for this assessment does not consider the dialogue regarding teacher practice or spaces for teachers to receive feedback. The study also argues that teacher assessment in Chile may be strengthened by ensuring the delivery of more and better information to teachers by providing opportunity for dialogue, by strengthening the engagement with real practice in the classroom, and to ensure that they clearly understand the framework that upholds quality teaching.
489. The Chilean school system is defined by systematic monitoring, and is based on achieving the learning objectives of students fostered in the schools through the System for Measuring the Quality of Education¹⁷⁸ (SIMCE) under the responsibility of ACE¹⁷⁹. The system is based on the census-based application of standardized test to measure the achievement of the national curriculum objectives, involving all the students of all the schools in the country. This assessment measures performance in Language and Communication (Reading Comprehension and Writing), Mathematics, Natural Science, and History, Geography and Social Sciences. It is currently applied in 2nd, 4th, 6th and 8th grades in Primary Education, and in 10th and 11th grades in Secondary Education¹⁸⁰.
490. The results of the SIMCE tests are defined as the average score for each school. The application of these tests include applying a survey to students, parents, teachers and principals in order to raise complementary information on learning contexts and school processes. These measurements are the basis for evaluating the schools.
491. It is important to recall (see section 2.6) that in the SAC, schools must meet Learning Standards (levels of achievement measured by SIMCE) and have achievements in Other Indicators of Education Quality (OIC), corresponding to eight indexes that deliver information on aspects related to the personal and social development of the students. They are measured through the information collected from the SIMCE questionnaires, and records from Mineduc and ACE. The OIC measures:
- Academic self-esteem and school motivation
 - School coexistence climate
 - Citizenship participation and training
 - Healthy life habits
 - School attendance
 - School retention
 - Gender equity
 - Technical-professional qualifications
492. The information collected on the performance and achievement of the schools in SAC has important consequences and is used as follows:

¹⁷⁷ See <http://www.aep.mineduc.cl/>

¹⁷⁸ See <http://www.simce.cl/>

¹⁷⁹ ACE also manages the Physical Education and English SIMCE, both on samples, along with other international tests (PISA, ICILS, PIRLS, TERCE, TIMSS and ICCS).

¹⁸⁰ See <http://www.agenciaeducacion.cl/simce/calendario-de-evaluaciones/>

- Broad public dissemination of the SIMCE results of the educational units (scores and levels of achievement)¹⁸¹.
 - ACE categorizes schools using the learning results and performance information of OIC, controlled by diverse contextual conditions¹⁸², into four performance categories: Insufficient, Medium-low, Medium and High. This method of arrangement is established by Supreme Decree No. 17¹⁸³ (2014) that entered into force in December of 2015. The classification of schools into the category of Insufficient allows for additional instances of assessment and orientation of ACE and forces schools to receive technical assistance. The permanence of a school in the category Insufficient consecutively after four years would lead to, according to the Law, the loss of Official Recognition (equivalent to the closing) of the school for not meeting the Learning Standards. This classification of schools is designed to be public.
 - Informs internal processes in the schools.
 - Informs to the policies and programs of Mineduc.
493. In addition to ACE, it evaluates the quality of educational management processes for schools based on the Indicative Performance Standards for Schools and their Administrators in four dimensions: a) Leadership, b) Teaching management, c) Training and coexistence and d) Resources management. This assessment of processes is carried out using the methodology of Evaluation Visits¹⁸⁴ and it is carried out by specialized ACE teams in the field. An Evaluation Visit is conducted by a team of 2 to 4 experienced evaluators, lasting 2 to 3 days, and it includes the participation of diverse school members. During 2015 ACE conducted close to 500 of these visits.
494. The National System for Performance Evaluation of Subsidized Schools¹⁸⁵ (SNED)—strongly based on SIMCE—measures school performance in the dimensions of Effectiveness, Improvement, Equality of Opportunity, Teacher and Parent Participation, and Improvement of Labor Conditions, identifying schools with the best performance in relation to comparable groups in each region. The results are informed to the school community and are related to a bonus for teachers and education assistants in schools concentrating up to 35% of enrollment. Lesser degrees of positive effects have been observed occasionally between the applications of the program (Gallego et al. 2008).
495. Finally, it is important to mention that in the country, social movements and the academy have raised a discussion that questions the sophisticated system of measuring learning and its focus on accountability due to its harmful effects. An example of this is the social movement Alto al SIMCE (Stop SIMCE) that indicates that this test prioritizes the direction of efforts and resources toward the results of standardized tests, above processes of improvement defined by the school; it encourages competition between centers and stigmatizes low-performing schools; and it would have low impact in school improvement and in decreasing educational inequalities.

¹⁸¹ The Executive Report: The Task Force for the revision of the National System of Learning Assessment (2014) indicates that the main problems of the SIMCE evaluation are related to a limited vision of the quality of education, by focusing excessive attention on the results, promoting the development of rankings based on scores and elaborating unfair comparisons between schools that are located in especially vulnerable contexts. Likewise, this report indicates that the effects of the SIMCE evaluation are not studied systematically, that no measures are taken in this regards, and that its impact minimizes the role of the evaluations carried out by teachers in the classroom. In fact, one of the challenges adopted at present by ACE is to re-signify the implementation and use of summative assessments (mainly SIMCE), reducing its focus on competition.

¹⁸² See

https://s3.amazonaws.com/archivos.agenciaeducacion.cl/minuta_metodologia_clasificacion_categorias_desempeno.pdf

¹⁸³ See <http://www.leychile.cl/Navegar?idNorma=1060182>

¹⁸⁴ See <http://www.agenciaeducacion.cl/visitas-evaluativas/>

¹⁸⁵ See <http://www.sned.mineduc.cl/>

Support to Schools

496. In the design of SAC, the Mineduc is the organism in charge of providing technical-pedagogical support to schools, directly (to administrators who request it) or indirectly, through third parties chosen by the administrator (SAC Law, 2011).
497. Regarding direct technical-pedagogical support, the General Division of Education (DEG) of Mineduc is responsible for promoting school education improvement, has a unit in charge of providing technical-pedagogical support (National Coordination of Support to School Improvement) for schools with public financing, by developing strategies, elaborating instruments and implementing programs of support.
498. DEG is also made up of a set of units that cover several aspects of School Education: Schools (Primary Education and ECEC), Secondary School, Education for Youth and Adults, Inclusion and Diversity, Cross-cutting Education, School Leadership, Preferential School Subsidy and School Integration Projects, Intercultural Bilingual Education (PEIB), English Opens Doors Program (PIAP), Nation Plan of Arts in Education and School Physical Activity. These units develop programs, lines of action and instruments for schools, which are articulated by their teams distributed throughout the territory.
499. The support of schools as such is provided by the National Coordination of Support to Education Improvement, in coordination with SEREMI, and by about 653 professionals located in the DEPROV offices exercising the roles of Technical Pedagogical Supervision.
500. For the 2015-2018, DEG has established a support agenda for schools described in the document Guidelines for Technical-Pedagogical Support to the School System (Mineduc, 2015),¹⁸⁶ characterized by:
- Including support areas: Leadership and Quality School Management, Effective Curriculum Implementation, School Coexistence, Participation and Democratic Life, and Inclusion and Diversity.
 - PME and the Individual Education Project as central tools.
 - Direct Consulting. In 2015, 1,734 were supported by this modality.
 - Networks of School Improvement (RME): Strategy consisting of spaces for periodic meetings of managing pairs (Principal, Technical Officer) of the same territory with the administrator, supervised by the Mineduc. In 2015, 522 RME operated with the participation of 3,778 schools.
501. Regarding indirect technical-pedagogical support to schools through third parties, it is conducted by ATE services (described in section 5.3). In this sense, the role of Mineduc is to regulate this type of services. To do this, it manages a Public Record of Technical and Pedagogical Support People and Entities, who are allowed to provide ATE services. There is a set of requirements of relevant training and experience for both natural and legal persons to be included in the record. There are also requirements to remain in the ATE record, which include having been selected to provide at least one technical service in a period of three consecutive years and having a positive evaluation of the services provided¹⁸⁷ (Decree 235, 2008, Mineduc).

¹⁸⁶ For further information see

http://www.textoscolares.cl/usuarios/convivencia_escolar/doc/201503031621270.Orientaciones%20para%20el%20apoyo%20tecnico%20pedagogico.pdf

¹⁸⁷ See http://www.comunidadescolar.cl/marco_legal/Decretos/Decreto%20235%20Reglamento%20SEP.pdf

5.8 Main Challenges

502. With regard to the aspects of the Chilean school system analyzed in this chapter, four key challenges are important to note:
503. First, the Chilean school system needs to attain a high performance teaching professional endowment and to strengthen the designation of greater professional teaching capacity to schools receiving greater numbers of socially disadvantaged students. To address this challenge, in the framework of the current Educational Reform, the Chilean Government has proposed a new System of Professional Teacher Development, structuring a career that defines entering conditions, progression, support, assessment of professional performance and compensations. This proposal is under discussion in the Parliament (most of 2015) and is described in section 5.3.
504. The Government's proposal of the System of Professional Teacher Development includes structuring the teaching career into five stages, three of which are mandatory and two, voluntary, providing incentives to retain highly specialized professors in teaching work, where progress in the career is based on the application of instruments to stimulate subject and pedagogical knowledge as well as the revision of teaching practices of the professor. This proposal has been enhanced by consulting different non-governmental organizations grouped around the interest in education and the teaching profession, and includes the approaches of organizations such as the Master Plan or the OECD recommendations (2013), which were in favor of a three-tier teaching career.
505. A key aspect with regard to the professional performance of teachers is the ratio of classroom to non-classroom hours to prepare lectures. In this regard, the Draft Law changes the proportion of lecture/non lecture hours from 75/25 to 65/35 and to 60/40 for schools in socially vulnerable contexts. This improves the conditions of teaching performance, bringing them closer to international standards, between 60/40 and 50/50.
506. A second important challenge for the school system is to ensure that the whole teaching body receiving public funding to develop professionally to achieve national education objectives: to achieve universality. This implies overcoming differences in the logic of teaching professional development between public and private subsidized education that has been observed in the system to date.
507. In this regard, the Draft Law of the System of Professional Teaching Development, along with being inclusive for professionals in education at all school levels (ECEC, Primary and Secondary), it also includes gradual and voluntary entry of the private subsidized sector into the teaching career, which will be mandatory for administrators of this sector toward 2025.
508. A third challenge is to improve the performance of school principals and the conditions for their professional exercise, for example, better aligning the pedagogical management with the administrative management of the school, strengthening the autonomy and attributions of the principals.
509. To complement the professional exercise of principals (selected through the SADP) linked to Performance Agreements, the Mineduc currently favors the alternative of moving toward the directive career, acknowledging and more clearly distinguishing the function from the work of teaching, using elements for professional development, progress and trajectory, as well as evaluation and/or certification. Furthermore, the Draft Law of Local Services of Education

proposes to increase the control of principals over financial resources assigned to the school administrator¹⁸⁸.

510. A fourth challenge is to ensure that the performance assessment of schools (described in section 5.7) manages to effectively enhance the quality of the educational experience, avoiding dysfunctional educational effects of the intensive use of standardized learning assessments that can be seen at present.
511. The current system of assessing learning achievement emphasizes accountability, and at the same time, it is related to raising information that promotes competition among schools. To address this challenge, the current administration of the SAC – especially through ACE – has chosen to balance the emphasis on the measurement of learning achievement and public dissemination and comparison of the achievement, re-signifying these assessments by strengthening formative assessment systems that activate internal processes of school improvement and empower the guidance and support functions of the schools.

¹⁸⁸ Currently, principals may request the administrator the management up to 10% of the resources from Preferential School Subsidy established in the SEP Law (Presidential Address 1174-363).

Chapter 6: Resources Management

512. This chapter presents the how resources are managed at several levels within the school system. Regarding the resources, it describes capacity building to manage them, strategies to monitor their use, information and transparency requirements and incentives to use them effectively.
513. In analyzing resource management in schools, it is important to note the importance of the figure of the administrator, who is the manager –occasionally the owner—of a school or a network of schools (see descriptions in sections 2.4 and 3.3). According to LGE, the administrator is the one who receives public funding and accounts for the use of these resources, and thus may be more involved in the financial management of the school than other actors, such as the school principal, for example.
514. Furthermore, within the limits given by current educational regulations, the system gives the schools an important degree of independence for the use and management of resources; however, these faculties are concentrated by the administrator, who exercises the control of the resources above the school principal. This leads to uncertainty in the matching between resources management and the needs and requirements of the school principal, in other words, the latter exercises limited influence in this regard.
515. This segregation of duties between the administrator and the person directing the school is essential in understanding how the support and specialization programs, on the one hand, and monitoring and assessment on the other, differ in their focus.

6.1 Capacity Building for Resources Management

516. In the Chilean school system, school resources management are highly de-centralized between administrators and their schools, therefore, the following description on initiatives to ensure the existence of capacities for effective management is focused on intermediate and local levels of school administration (administrators and their schools).
517. Expertise in resources management in schools is generally manifested through the following mechanisms:
- Training requirements or professional competencies to exercise the management of school resources: Since LGE, to be an administrator (manager or legal representative) the person must have completed Tertiary Education (Article 46). Additionally, the Teachers' Statute requires school directors in public education to have complete higher education in teaching or education.
 - Formative instances (training, specialization or training): As described in section 4.7, there is an offer of complementary training (post graduate or specialization) for school managers. These training instances are promoted by the CPEIP Director Training Program ¹⁸⁹ (Mineduc, 2015g), which keeps a public record of masters programs, diplomas and courses provided in Higher Education and provides scholarships for principals to participate in these programs, which emphasize the areas of leadership and curriculum development over the administrative dimension. In fact, among the main graduate programs for principals (and administrators) provided by Chilean universities, it is noted that the main structure and orientation is divided into the areas of Academic Management, Curriculum Development, Educational Leadership, and a fourth area, of free choice, where topics related to school administration and management are covered.

¹⁸⁹ The new School Leadership Centers promoted by Mineduc provide additional instances for capacity building for school directors.

- Mechanism for selecting principals: As described in section 4.7, in public education, principals are selected according to merit and that which is established by SADP, i.e., seeking a match between candidates and the profile of adequate skills to lead a school.
518. The Chilean school system has two guiding frameworks related to resources management: Indicative Performance Standards for Schools and their Administrators of SAC, and the recently published New Framework for Good School Direction and Leadership by the Mineduc. These frameworks inform the practice of actors, the training instances, the definition of profiles and the processes of staff selection, assessment and improvement.
519. On the other hand, some of the Indicative Standards of Performance for Schools and their Administrators specifically refer to the management of personal, financial and educational resources carried out by the school (described in table 3.4. of section 3.1)¹⁹⁰, which involves, in total, 9 sub-dimensions and emphasizes the autonomous and correct management of economic resources of the school.
520. On the other hand, the new Framework for Good School Management and Leadership¹⁹¹, includes the dimension *School Development and Management*, which encourages directive practices related to the management of resources. The main practices are (Mineduc, 2015h):
- Structure the institution, organize its processes and define roles based on the institutional educational project and the school improvement priorities.
 - Ensure that school operation is within legal standards and national and local educational policies.
 - Systematically collect and analyze information and data of the school's processes and results in order to make informed and timely decisions.
 - Jointly with the administrator, ensure the availability of the resources required by the school and manage them efficiently in order to maximize their use in pedagogical processes and to meet the institutional objectives.
 - Engage the establishment with institutions, organizations and actors in its environment to contribute to accomplishing the goals and objectives of the school, as well as the school system as a whole.
 - Regularly and comprehensively inform and explain the processes and results of the school to different actors of the educational community.
521. Additionally, in the task of managing resources, some of the supporting mechanisms of the school described in section 5.7 includes a an annual Control Plan developed by SIE, which, in addition to the normal controlling programs of schools, has specific training programs for administrators and principals with regard to the main demands and obligations of the management of school resources and managing methods, and on accountability mechanisms for resources.
522. Finally, with regard to the initiatives to build a base of knowledge, tools and alignments to aid processes of school resources administration, in addition to the PME described above, the SIE through circulars and official letters provides schools with information to guide their good performance in aspects of finances and use of resources.

¹⁹⁰ See http://archivos.agenciaeducacion.cl/documentos-web/Estandares_Indicativos_de_Desempeno.pdf

¹⁹¹ See http://portales.mineduc.cl/usuarios/cpeip/doc/201511131613560.MBD&LE_2015.pdf

6.2 Monitoring the Use of Resources

523. Within the SAC, monitoring the use of school resources is carried out mainly by the SIE (see section 2.4), the specialized agency in assessing and revising resources through the correct reporting, guidance and training for schools, controlling the regulation of their use and informing the results to the educational community¹⁹².
524. All schools receiving public financing from the Mineduc must perform an Annual Accounts Report to justify the use of all the resources received, and not only public resources. The Annual Account is presented to the SIE and is regulated by Supreme Decree No. 469, which establishes the common mechanisms for accountability by the schools receiving state funding, defining the modalities, characteristics, conditions and terms. This way, SIE monitors the legality of the expenses declared by the administrators in this process. In this regard, it is important to note that according to current legislation, SIE may not control or analyze the degree of efficacy to which these resources are used¹⁹³.
525. In addition, SIE carries out an annual audit of schools. The audit is conducted on samples of schools, due to its scope and the inspection capacity of SIE. In 2015 this institution performed about 20,000 audit visits to over 9,000 schools¹⁹⁴. To select the schools to be inspected, a management risk model is used, with the main variables being the probability of the school or administrator to incur in a fault or serious offense, and the level of relative impact or importance of the area to be controlled on the quality of education.
526. In the controlling process there are no direct individual performance assessments in resources management, but rather the school is controlled aggregately. This may constitute an aspect to be strengthened in the process of monitoring resources.
527. With regard to the use of school resources, some recent tendencies or transformations are noteworthy. On one hand, the SIE is redirecting its controlling programs toward a model that aims not only to determine the legal use of resources, but to contribute to the educational quality. In fact, it is raising information to determine the impact of its processes in accountability and controlling the use of resources at different levels in the school system, in order to install a process for improving school resources management. On the other hand, the approval of the Inclusion Law states that school resources must be used exclusively for educational purposes (see section 3.1, table 3.5), introduces an emphasis on the monitoring function performed by the SIE, which from now on must control the end of profit-making and eliminating the co-payment of all schools that receive public funding.
528. Notwithstanding the above, there are other State institutions that perform complementary activities to monitor the use of public resources. These entities include the General Comptroller of the Republic (CGR)¹⁹⁵, the State Defense Council (CDE)¹⁹⁶, the Internal Revenue Service (SII) and the Directorate of Labor.

¹⁹² It is important to recall that complementary to the control of monetary resources received by the schools, the SIE also monitors the compliance with educational regulations in aspects such as the conditions of the infrastructure and security of the schools, the didactic resources (texts and others) and the working conditions of the teachers and the rest of the members of the school community. For example, the SIE carries out monitoring programs to verify the minimum working conditions the school has to meet in order to operate (required for Official Recognition) and visits them annually in the field to monitor compliances with educational regulations. A more detailed description of the operation of the SIE is available in <http://www.supereduc.cl/nosotros/que-es-la-superintendencia/resena.html>.

¹⁹³ As stated by Law no. 20520 that defines the functions of the SIE, in Article 54 it states that "the analysis of Accounts Report will only imply judgment of the legality in the use of resources and it may not be extensive to the merit of their use."

¹⁹⁴ The SIE has set the purpose of controlling all schools receiving public funding within a period of at least 3 years.

¹⁹⁵ Its main objective is to "ensure the compliance with the legal system on behalf of State Administration."

¹⁹⁶ Whose mission is to "advise, defend and represent patrimonial and non-patrimonial interests of the State of Chile and its Organisms, through the exercise of judicial and non-judicial actions and defenses."

529. The most relevant organisms related to monitoring resources is the CGR, whose objective is to control municipalities including their role as school administrators. Similarly, the SII focuses on monitoring tax management of schools, while the CDE is in charge of judicial processes in schools presenting faults in the processes of accountability and in the use of these resources. Finally, the Directorate of Labor is in charge of monitoring compliance with labor contractual obligations.
530. On the other hand, the system has a tradition of program assessment that is described in section 3.4.

6.3 Transparency and Information

531. Under the current regulations, the main mechanisms of information and transparency in the use of educational resources delivered by the State, it is mandatory to conduct an Annual Accounts Report¹⁹⁷ for these resources before the SIE and to provide this information to the educational community¹⁹⁸.
532. The reluctance to account for school resources is a serious offense and the SIE had the attribution to assign fines or penalize schools that do not comply with this obligation. To date there has been a high percentage of schools compliance. For example, in the 2014 controlling process, the SIE received 95% of the expected reports.
533. Furthermore, the Quality of Education Assurance Law (Law no. 20,529) establishes the obligation of school administrators to provide public account of their results, including the uses of all resources through simple accounting procedures, established by the SIE, which, at the same time, are promoted by the schools themselves, proactively and clearly, to provide information on the use of resources to their communities. Notwithstanding the above, to date there is no information regarding whether or not the schools put this obligation into practice, or the way they do so.
534. In addition to these mechanisms, it is important to mention that public administrators and their principals are bound by the Law of Transparency, which governs any organ of the State Administration described in section 1.4.

6.4 Incentives for the Effective Use of Resources

535. The Chilean school system has some mechanisms that relate the provision of future resources to past behavior of schools, especially related to teaching performance.
536. As described in section 5.3, Assignments (Variable Assignments for Individual Performance AVDI) and Assignments for Teaching Excellence (AEP) reward the individual performance of teachers in the Teaching Assessment, while the SNED (also described in section 5.7) generates a collective bonus for teachers and education assistants in schools with outstanding education results.
537. At the school level, the SEP Law relates the provision of resources to an Equal Opportunity Agreement between administrators and the educational authority, which establishes several obligations for the school (including performance objectives related to a PME). The failure

¹⁹⁷ For details of the Annual Accounts Report process see <http://ptf.supereduc.cl/index.html>

¹⁹⁸ Art. 49, Law No. 20,529 of Quality Assurance in Education.

to meet these obligations would put the agreement renewal to a risk, and consequently jeopardize receiving future resources from SEP.

538. Finally, it could be said that the high decentralization of the resources distributed to schools, by design, establishes a reward for greater efficiency in school management, because they are entitled to retain benefits for improvement in efficiency as long as the resources are used for educational purposes described in chapter 3 (see section 3.1, table 3.5). On the contrary, schools are not penalized for inefficiency. In fact, in the management of school resources in the Chilean school system, sanctions are more related to the lack of honesty in management.

6.5 Main Challenges

539. The progressive installation of SAC -which promotes the effectiveness in educational achievement, in quality school processes and in accountability in school resources– and the current Educational Reform –which introduces additional regulations on the resources delivered to schools and that strengthens the teaching career and the institutionality of public education-, necessarily imply considerable challenges for the managing of school resources.
540. As a first challenge, there is an opportunity to improve the ability to manage school resources in the Chilean school system, particularly at the intermediate level. This implies that the management of school resources by the administrators progress toward better rationalization, adherence to rules and alignment with the technical requirements of the schools, i.e., better coordination between the work of school principals and administrators, better integrating technical-pedagogical management with resources management. The policy alternatives that are being adopted for this challenge to the school system, in general, include elaborating and reinforcing clear referents on the desirable management of school resources (corresponding to the Indicative Standards of Performance for Schools and their Administrators described above) and the control agenda of the SIE. Additionally, for public education, the policy alternative is a deep institutional redesign that will gradually transfer the management of schools from municipalities to Local Education Services, i.e., organizations that are exclusively devoted to education management throughout the territory.
541. Furthermore, regarding the ability to manage school resources in the system, it would be desirable to work on a public policy that would create the conditions or incentives for Higher Education institutions to strengthen their training and specialization programs in resources management of schools.
542. A second challenge is to consolidate a culture of transparency in management of resources at the school level. This implies for those responsible for managing intermediate level resources management and schools to adhere to a greater extent to the idea of managing school resources transparently is always desirable and educationally functional and not a contingent aspect. The alternative policy to address this challenge has been to increase regulation on resources received by administrators and strengthening their capacity for transparent management. In this sense, the accountability and controlling processes led by the SIE described above stand out. With regard to this policy alternative, it is important to mention that from the private sector, although supporting measures that favor transparency, it has been argued that a negative effect such as a more detailed accountability report) is that it entails greater administrative work, which may distract school resources if not duly financed¹⁹⁹. This would result particularly complex for educational centers that are not part of a school network (Matte, 2015), i.e., most of the private subsidized sector.

¹⁹⁹ See <http://www.latercera.com/noticia/nacional/2014/05/680-579992-9-mineduc-aumenta-exigencia-a-sostenedores-en-rendicion-de-cuentas-por-sbvencion.shtml>

543. A third challenge is to increase the efficiency in the use of school resources, i.e., to achieve educational objectives based on suitable and pertinent means and procedures, at the lowest possible cost. The policy alternative to address this challenge adopted in the Inclusion Law (2015), involves regulating the compensations related to the provision of school education with public funds by forbidding profit and by the explicit legal definition of Educational Purposes for all the resources received by administrators, i.e., operations that may be carried out with school funds (see section 3.1, table 3.5). Furthermore, the definition of Educational Purposes in this law allows SIE to judge and regulate the efficiency of expenditure in schools. However, it would be desirable, in addition to the regulatory efforts mentioned above, or the SAC and its comprising institutions to adopt complementary measures to promote efficiency in the management of school resources. This may include: developing and disseminating efficiency measures at different levels of education management; acknowledge, foster and disseminate good practice; and capacity building for efficiency in management, enhancing the exchange of experience and professional dialogue among actors of the school system.

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