

region or district by other Ministries and autonomous bodies, by units undertaking sectoral development programmes and by the leaders of the community. At the time of our visit to the West Central Region, we saw numerous working papers which indicated that the zonal supervising council for Lara zone (capital Barquisimeto) was functioning efficiently; it included the inspectors and assistant inspectors of the zone. We were informed that, in the other three zones, (Falcón, Portuguesa and Yaracuy, except for certain minor exceptions), there were more difficulties, and we were only able to see a zonal rather than a regional plan for inspection. It would seem that the pre-reform arrangements whereby the Chiefs of the 21 zones exercised the main responsibility for supervision on behalf of Caracas, still remain virtually unchanged, except that communication is now thoroughout the region, and there is still some way to go before regional coordinating councils effectively coordinate education in their region.

Work plans for zonal and district inspection

89. The zonal and district inspectors, together with their inspecting assistants, are guided in their work by a general plan of inspecting activities. This is drawn up prior to the beginning of each school year. Progress is evaluated at the district and zonal level in January, April and August. A report on the work of the inspectorate in relation to the achievement of general guidelines specified by the Ministry of Education in the previous year, see for example paragraph 59, is required from each region by the beginning of the new school year. In both the periodical and annual reports, a distinction is made between plan objectives and those not achieved.

90. The work plan refers to the general objectives for inspection laid down by the Ministry of Education, and mentioned above. Inspection should be better planned and coordinated and plans should be made for visits, meetings and interviews so as to make it effective. The organisation and administration of the school should be improved; work plans, archives, attendance, social activities (parents' association, library, red cross,

youth groups), regulations should be brought up to date. Buildings and equipment should be maintained through improved coordination with parents' associations and as between the inspectors and headquarters. Constant attention should be given to the professional and cultural improvement of teaching and administrative personnel. The social and cultural importance of the school in relation to Venezuelan and Latin American development should be promoted.

91. It is perhaps worth specifying the documentation which has to be prepared at the different levels of inspection, in relation to the implementation of the general plan:

- (a) Monthly work programme, to be completed by each inspector and assistant inspector and sent to the technical service (Docencia) of the zone in the first five days of each month, together with a report on previous months' activities.
- (b) Monthly work programme and report on the previous month's work by school directors.
- (c) List of activities completed in relation to the development of the general plan, required periodically from district inspectors.
- (d) Reports on the control of the development of the programme from the directors and sub-directors, with proposals for action. If necessary, district inspectors will produce these reports.
- (e) Monthly summary of school statistics to be sent by each director to the District Inspector in the first five days of each month, who will transmit it immediately to the zonal office.
- (f) Register of training undertaken, to be completed by the District Inspector on the basis of information received from school directors and teachers.
- (g) Register of teaching material used by the teacher; to be prepared by school directors as requested by district inspectors.

- (h) Notes on results of training received; to be completed by school directors twice yearly, may be required from the district inspector.
- (i) Guides for the study and evaluation of annual plans at different levels. The first part is to be completed at the beginning of the year, the second (evaluation) in January, April, and August.

92. Evaluations of annual plans show that a considerable effort is made, and detailed statistics are prepared, concerning the programme of visits to schools organised by inspectors and inspecting assistants and their meetings with teachers, directors, parents' groups, other supervisors and others. The system of "maestras asesoras" to guide the work of grades 1 and 2 of primary, appears to be working well but in a certain number of districts in each zone there is no maestra asesora to assist the district inspector - moreover there does not seem to be the same degree of supervision of grades 3 to 6. Similarly, the system of rural school groups, which is most impressive, does not cover all the rural schools and it is among these that the proportion of schools not visited is highest. It would seem that the need for subject inspectors is acute. In one report, it was stated for example that the inspector of physical education had made 56 visits to schools (out of a total of 1,322 schools in the zone), in order to advise on the new programme. The zonal council for inspection requested that more inspectors of physical education be made available. In other reports, similar requests have been made in respect of mathematics, language and the new subject included in the programme.

93. Discussions show that the inspectorate is obliged to spend much of its time in investigating and improving the attendance of pupils and teachers. Pupil absence was stated to be due to a variety of reasons, including shortage of money in the family, illness, lack of school feeding facilities, lack of housing, domestic work or "illegal" work outside the

home, distance of the home from the school and lack of transport. Activities undertaken by the inspectorate included meetings with the parents' associations, visits to homes, discussions with pupils, interviews with those responsible for providing food, clothing and medical facilities for the poorer pupils. The investigation of absence of teachers and school directors is a subject which takes up much of the inspector's time. In the monthly report mentioned above, inspectors are also required to report upon attendance and punctuality of the teachers.

94. The introduction and use of the new curriculum requires that all teachers and directors should have copies of the new programme and that, through training the creativity of the teachers should be freed in using it. An investigation carried out in one zone by the inspectors early in 1972, when the programme had been "introduced" in all 6 grades, showed that 3,739 classes reviewed (which did not include all the schools in the zone), 1,738 possessed copies of the programme, while 2,001 did not, the percentage of classes without the programme rising from 15 per cent in grade 1 to 80 per cent in grade 6. Similarly, while 65 per cent of the teachers in grades 1 to 3 had received some training in relation to the programme, the proportion of those in grades 4 to 6, who had done so was substantially less. Among reasons for the difficulty of introducing the programme, it seems that lack of equipment and material, absence of staff and insufficient training were important. The inspectors, after consultation with the Councils of Directors and Councils of Teachers, undertake training on Saturdays and during the month of July. This training is provided by inspectors, inspecting assistants, and, in certain zones, assistance is given by teacher training college staff and audio-visual centres. It was clear, when we attended the latter, that the teachers were enthusiastic. But the integration of the new programme into the daily life of the schools would seem to require a sustained training effort over a number of years accompanied by greater attention to solving the problems of space, equipment, materials, attendance and distance from urban centres, which are mentioned in the inspectors' reports.

95. The inspectorate would appear to devote attention also to the consolidation of the new arrangements for the evaluation of pupil achievement, which have been described above. It would seem from discussions that a continued effort is required in this regard also if the complex dispositions of the evaluation process are to be fully followed by the teachers. In particular, the arrangements for the "recuperation" grade would seem to be only partially followed. This was stated to be due to inadequate attention to this problem by the school authorities, lack of knowledge of the techniques of recuperation, absenteeism of pupils and indifference of parents.

96. The inspectors, in cooperation with the school directors, provide regular detailed statements regarding needs for construction and repair of school buildings and the supply of equipment and materials. Since funds which may be freely disposed of by each zone are limited, it is necessary to refer requests of any substance to the national Ministry in Caracas. The inspectors frequently manage to obtain the help of the parents' associations in making repairs and improvements to school building, whereas equipment and teaching materials are supplied from Caracas. The parents committee, the secretary of which is a teacher, is intended to meet each month with the aim of discussing and helping school activities. One of the tasks of the district inspector is to ensure that it does. More mothers than fathers attend. The committee helps with school repairs, painting, fences and provision of clothing, and sometimes food for the less well-off parents.

97. Evaluation reports state that the plan objectives regarding the organisation and administration of the school in respect of records, calendar, time-table, regulations, were carried out in the sense that all the district inspectors had provided guidance to the schools on these matters. Similarly, the inspectors had encouraged school directors to undertake a number of social and cultural activities included in the plan.

98. The above shows that the district inspector must fulfil a variety of duties relating to the fulfilment of planned objectives and must indicate whether these objectives are reached. This means in practice that he must attend meetings of teachers and of directors in each school, as well as of the supervisory councils at district and zonal level. He must also give great attention to the detailed fulfilment of pedagogic and administrative objectives in the school, and spend much of his time investigating numerous administrative and personal problems concerning pupils, teachers, directors and facilities. Among his duties are responsibility for proposing promotions, transfers and disciplinary sanctions on staff, and approving leave arrangements. He is not, therefore, in a position to give detailed guidance to teachers, except insofar as he may be able to assist in vacation courses. Nor is there a handbook or guide indicating what precise form this help should take. He is now responsible, in addition to administrative matters relating to the primary level, for the basic three-year cycle of what was formerly lower secondary. He would seem therefore more a bureaucrat than a creative teacher and guide and his visits to the classrooms are necessarily brief.

99. Moreover, the district inspector frequently has no office of his own in which he can receive teachers, discuss with them and guide them. One inspector informed us that it was considered that should he be provided with an office, he would sit around and not visit schools. He keeps his papers at home. He types his letters himself. He receives no government facilities for the purchase of his car, but he is entitled to a daily travel allowance in respect of official travel. He relies on his inspecting assistants (maestras asesoras) to provide detailed guidance to teachers in classes 1 and 2 of urban schools, and their colleagues responsible for the rural school groups to help the rural school teachers.

100. In school districts which are provided with inspecting assistants, it is normal for each assistant to be responsible for visiting and working

with the teachers of grades 1 and 2 of some 30 urban national and private schools. Normally, in the larger schools, the director is responsible for the supervision of classes 5 and 6, one sub-director for classes 4 and 5, and the other sub-director with the maestra asesora for classes 1 and 2; in smaller schools, classes 3 to 6 have less supervision. As a result of the school reform arrangements, the assistants have, to some extent, been involved with grades 3 to 6 also, and in some cases with what was the lower cycle of secondary. Their task is complicated by the double shift system.

101. Inspecting assistants prepare monthly plans for their activities which are sent through the district inspector to the technical coordinator of the zone. Plans specify the programme of visits, mentioning the type of visit, namely investigation of problems, guidance, follow-up and administration. Thus, a visit of investigation may be to know the organisation and functioning of a school prior to its incorporation into a school district or the investigation of a particular problem. Guidance visits are to observe and assess classroom work, the development of the teaching/learning process, to make an objective judgment of the conditions and factors determining the climate of human relations, formulate proposals for their improvement and to discuss guidelines and recommendations arising out of the visit. The maestra asesora attends meetings to discuss these problems with the director, the council of teachers and, if necessary, with the school council and district council. A report form, which is reproduced below, is completed in respect of each visit. All meetings, visits to classrooms, interviews, training seminars, including those concerned with the programme and use of visual aids, are recorded in relation to the monthly plan. At the end of each month, each maestra asesora completes a detailed report on all aspects of her activities in relation to the monthly plan which had been previously approved.

INSPECTING ASSISTANT (MAESTRA ASESORA) REPORT FORM ON
SCHOOL VISIT

SCHOOL : _____ DATE : _____

GRADE : _____ ENROLMENT : _____ ATTENDANCE : _____ TEACHER : _____

HOW CLASSIFIED : _____ (knowledge or age) LEVEL : _____ (good, bad, regular)

USE OF PROGRAMME : _____ DAILY SCHEDULE : _____

TEACHING MATERIAL : _____

PLANNING : _____ (yes or no)

EXERCISE BOOKS : _____ HOMEWORK : _____

RECUPERATION (classes to review) PLAN : _____ (daily, weekly, monthly) MATERIALS : _____

EVALUATION : _____ REPORTS : _____

DECORATION : _____ HABITS : _____

BOOKS : _____ READING : _____ (read or not)

102. In the same way, plans are drawn up for the inspection of rural schools, and it would seem that the help given to the rural schools, although not all schools in the zone are included, is thorough. In each zone at the heart of the inspection system are the school groups, each comprising some 20 single teacher schools, which is controlled and advised by a group director (Director de nucleo) who is assisted in many cases by an assistant demonstrator (Maestra demostradora), who gives demonstration classes. In addition, each zone normally includes several grouped "graduado" schools and farm schools.

103. Directors of school groups and assistant demonstrators are required to comply with a plan prepared each year for the zone as a whole, of which their monthly plans are a part. Each school must be visited three times a month and in addition Saturdays are reserved for training meetings, which take place at the rural school centre; since small rural schools in a group may be strung out over a distance of 50 or 60 kilometres, frequently near a reasonably good road, the usefulness of these meetings depends on whether the teachers possess cars or motorcycles; usually they do.

104. The main effort of the director and assistant in 1971/1972 was directed towards the pedagogical follow-up of the subject areas included in the new programme for grade 1 to 3. This task is not easy since single teacher schools do not possess the equipment, materials, nor by definition the teachers, required to teach the nine subjects in the programme to the three grades. In addition to the administrative tasks involved in the general plan for the zone mentioned above, it was decided to make a survey of all the schools not included in the group supervision arrangements in the zone. At the time of our visit approximately one-half of all the single teacher schools were incorporated in school groups. It may be noted that the system of model schools, one in each district, was discontinued after 1958; reliance is placed on weekly meetings, seminars and visits for improving the work of teachers.

105. Discussions with teachers and representatives of the teachers' union showed that while teachers seemed to appreciate the help given by maestras asesoras and, in rural schools, the maestras demostradoras, they felt that much of the time of the latter, and even more so the district

inspectors, is taken up by administrative matters. The general secretary of the teachers' union expressed the view that supervision did not reach the teachers and that professional and scientific guidance was lacking. The teachers, who faced major difficulties with regard to class size, equipment, materials and so on, were said to feel that they were not being really helped. This view was close to that of the Director of Docencia in Caracas, who felt that inspection was in many cases bureaucratic, that is, it was concerned with numbers rather than creative in the sense of being involved with assessing and improving the quality of teaching. Many schools were not visited and inspectors, some of whom tended to be "chair-bound", did not see the elementary aspects of teaching. The aim was to come back to creative teaching.

106. Teachers whom we interviewed in the Guayana region felt that the real supervisors, at least in urban schools, must be the directors and deputy directors. They and the inspectors must do more than check up on whether certain arbitrary teaching norms had been accomplished and on the physical features of the schools. Supervision from the national level was felt in the regions visited to have declined, and within the regions the changes which have been made had not yet resulted in any improvement. It was felt that inspecting personnel should be largely technical and should have the possibility of great stability in their posts so that they could benefit from relevant training and undertake continual systematic work. Venezuela had acquired great experience of useful creative inspection, but it was feared that, because of frequent movement and changes of experienced personnel, due to lack of confidence in them for political reasons, the hierarchy of competent inspectors enjoying real responsibility had been weakened.

Training

107. Our reading of evaluation reports of the achievement of the annual plan of work for the inspectorate showed that there has been difficulty in carrying out the recommended enquiries into training needs for serving teaching staff,

school directors and inspectors, and that a prime need for improving the work of the schools is the systematic evaluation of training needs and the adoption of a long-term programme to meet them.

108. As far as the inspectors are concerned, the problem lies in their relatively low professional and academic standards. The profile of a district inspector is of a man who has successively been a teacher, a sub-director and then a director of a primary school before becoming an inspector. He has more than 20 years of service; in the capital region, for example, the average for inspectors in the two main zones is 25 years (the age when retirement is possible) and 21 years respectively. He has been trained for the supervision of primary education. In most cases, this has taken the form of a three months' course in each of the three successive years at the Institute for Professional Improvement (Mejoramiento) in Caracas. Since 1969, these courses have been suspended, but since no new inspectors have been recruited, the effect has been felt by those who were recruited prior to 1969, but had not received the full training.

109. Since the majority of the primary inspectors are not well prepared for, or accepted by school directors for the inspection of the lower cycle of secondary, it has been decided to provide the majority of them with an intensive course, either by correspondence or by a succession of annual vacation courses, whereby they will obtain degrees in education and the status of "professor"(1). The Institute of Mejoramiento will be responsible for the organisation of this course of studies, which is planned, according to Decree 808 of 1972, to extend over a period not exceeding five years. The Institute will require assistance from a university institute for this work, since its own personnel structure is not prepared for this level of training. Of the 38 teaching staff in 1972, 15 were maestros, 10 possessed degrees in education, 9 were qualified secondary teachers and two had doctorates. The remainder were technicians.

(1) i.e. entitled to teach at the second level.

110. It would seem that, though the existing primary inspectorate is composed of experienced, and reliable people, it may not prove possible, given their age and management outlook, to produce, through prolonged training, the new type of inspector required to improve the methodology of consultation with teachers and principals in consolidating the innovations which have been introduced. It is also the case that no evaluation of the training arrangements which were brought to an end in 1968 had been undertaken by the Ministry (Control and Evaluation) before introducing the new training arrangements. The danger of discontinuity of this type is that it makes it hard to pursue a consistent policy of training in relation to career development.

111. It would seem that two types of inspector are required in the regions and zones: administrators and subject specialists. Their career path might be from primary school teacher to graduate of a pedagogical institute to a post-graduate course of a year, with periodical retraining specialising either in administration or in subject teaching. Those specialising in the former would follow an intensive training which would include planning, programming and budgeting. The subject specialists would become fully proficient as regards the pedagogical aspects of supervision, evaluation and a creative approach to the process of teaching the new curriculum. Taking account of the age structure of the existing inspectorate and the fact that recruitment has stopped since 1969, it would seem necessary to make stable arrangements for the training of administrative and subject teaching specialists in each region. The problem at the present time is that it is hard to consolidate the new orientation of primary education when the main objective which has been adopted by the authorities is the reform of secondary. There are not enough resources, time and determination to look back at primary. That is why it seems necessary, according to some national experts, to make provision, as an initial measure, for the training of at least 10 subject specialists and 5 administrative specialists for each of the 8 regions.

112. Training of maestras asesoras (inspecting assistants) has been stopped at the Instituto de Mejoramiento (Caracas) since 1971. As in the case of the district inspectors and other staff, it is necessary that an investigation of existing and required staff should be undertaken in order that a realistic programme of training, with career development should be followed. Previously, these staff, who have a normal school/teaching background, received six months' training, spread over three years. There is, at present, no programme for the training of directors of agricultural school groups or demonstration assistants in rural schools at the Institute in Caracas, at El Macaro (Maracay), where such training was formerly conducted, or at El Rubio in the Andes Province. Formerly these staff received a year of training following normal school graduation.

113. School directors and sub-directors, who are chosen for their posts on the basis of personal selection by the Head of REO, in consultation with the District Inspector (approved by Docencia, Caracas), receive five weeks vacation training at the Instituto in Caracas or El Rubio during three successive years. It was estimated by the Director of the Institute that three-quarters of all directors in service had attended these courses, but no exact records were available on this point at the Ministry. The training institutions were in the process of planning a longer course for directors, which will replace existing arrangements.

114. The training centres have been making a considerable effort as regards the training of teachers who will subsequently help in the provision of vacation courses for primary teachers in subject teaching. These receive a five week 'pilot' course in particular subjects, for example languages, science, mathematics. They have also been giving special courses for subject inspection to secondary "professors" who are working in the supervisory field in the REOs.

115. From discussions in the Directorate of Control and Evaluation, it appeared that the old structure of training is to be replaced to a large extent by one based on new concepts, including much emphasis on the practical problems of how to direct schools and how to apply the basic techniques of modern management, including PERT and critical path method, to educational administration, while short courses for school directors and subject specialisation in the new curriculum will remain important in the training programmes. New methods, as yet not defined are, to be introduced in the schedule of training by the three institutions. It would seem that new methods will require new staff also. But perhaps, the central question, still to be resolved, is how to create the conditions whereby each member of the teaching and administrative services may be periodically re-trained. This raises the issue of how performance and its improvement should be related to pay and promotion. Possibly the Ministry should consider training as a condition for promotion and plan accordingly.

III. CONCLUSIONS

116. After the introduction of a series of major changes in education and in the administration of education during the past three years, there appears to be an urgent need to give attention to consolidation of the changes which have been decreed and improvement of the process of education in the schools. There can be few periods in Venezuelan history, or indeed that of any country, when so many important objectives have been charted in so short a time.

117. This period has seen the pre-eminence of planning and at the same time the weakening of the system of primary school supervision which has the responsibility for plan execution as it concerns the schools. Eduplan has been the motive force behind the new and detailed programmes for primary, basic and diversified secondary education, which, as a result of the "big push" have been introduced into the schools. The structure of the Ministry of Education has been changed on a number of occasions. Eight new regional administrative offices have been created. The system of in-service training of teachers and supervisory staff has been changed. What now seems to be needed is a period of stability for at least five years for all technical plans and programmes so that the detailed planning and support of work at the school level can be undertaken. It is not certain that stability of this nature can be completely achieved until the educational civil service becomes divorced, in terms of its staffing and its main objectives, from short-term political changes. But there can be no doubt that a period of stability is now essential.

118. The work of the inspectorate would be greatly assisted if the detailed planning of resources, in order to meet the legal dispositions concerning primary education, could remedy the main defects under which they must at present labour. The achievement of complete enrolment of children in the rural and poverty belt areas would seem to require the replacement of the single teacher school by appropriate located larger schools covering the full programme of primary education, using the country's rather adequate road transport system.

A major school building programme seems to be required in the urban areas, so that the double-shift system may be abolished. The supply of furniture, which is at present centred on Caracas needs to be improved. The Book Bank has achieved remarkable results in two of the eight regions; the generalisation of that experience should be planned so that the supply of books is sufficient to enable the new programme to be adequately taught. Teaching aids and materials similarly are in short supply and the present arrangements whereby these are obtained through the Administrative Directorate of the Ministry of Education leave much to be desired. While notable work has been done in the field of educational television and films by the Visual Aids Division of the Ministry of Education, only a fraction of the schools have as yet benefited from its valuable efforts.

119. Whereas until 1968 the technical and administrative supervision of primary education, teacher training and adult education were located in the Directorate in the Ministry of Education, these services are now dispersed as a result of the administrative reform. At the same time, the number of inspectors available for inspection activities at the national level has declined. One national plan for supervision would seem to be required in which the achievement of detailed practical objectives replaces the present rather vague formulations. This plan, without prejudice to objectives relating to adult education, might include the activities which, at present, are attributed to the primary education divisions, the Teacher Training Division of 'Docencia' and the Control and Evaluation Directorate. The plan objectives might relate inter alia to the very specific consolidation of the new programme and pupil achievement evaluation in the schools and teacher-training colleges, the resolution of the specific defects mentioned in paragraph 116, and improved in-service training of teaching and administrative personnel.

120. The Regional Offices for Education are not yet functioning in the way that was intended by the reform, and at present represent little more than a further level through which correspondence from the District Inspectors

must pass as between the zones and Caracas. The present position is that the Ministry, which prepares and must execute the budget, gives virtually no autonomy to the regions as regards planning, budget execution, the disposal of resources and educational matters. The question still to be resolved is whether, and if so how, a reasonable power of decision can be exercised at the regional level.

121. While numerically the relationship of the inspectorate to the schools and teachers at the district level is by no means unfavourable generally, its method of work would appear to be overly bureaucratic, it is unevenly distributed and lacks specialisation and, given the general level of education in the country, it is not very highly qualified. The objectives for inspection might be more sharply defined in terms of results since, at present, statistics of visits, meetings and discussions do not convey with sufficient clarity the extent to which new practices have been adopted creatively by the schools or not. It is suggested that it may be necessary in future to make a sharper distinction between administrative and professional inspection. As a first measure, it may be desirable to train 40 administrative and 80 subject specialists for service in each of the eight regions. It would also seem to be a prior task, depending on the appropriate and precise definition and organization of the responsibilities of the centre and REO's respectively to unify the co-ordinating professional and administrative role of the primary inspectorate in Caracas.

122. It would seem necessary to strengthen the position and define the tasks of the district inspectors so that their offices become centres for co-ordinating the development of creativity in the schools. At present many of them have no offices which could serve this purpose, nor secretarial assistance, they are given no support for the purchase of vehicles, and allowances for official travel are paid with considerable delay. There is perhaps a need to consider how to create a structure of demonstration schools, competitions, and other activities and materials whereby inspectors could stimulate teachers to work out ways of adapting the new curriculum

and methods in their classrooms. Their role as agents of the Ministry at present involves them in a considerable amount of paper work of a largely statistical and administrative nature, going beyond what was formerly primary education, so that they are unable to give much time to the task of mobilising the teachers and school directors in a creative sense. This is not to suggest that the task of checking on attendance, furniture, etc., is unnecessary, it is most necessary, but so is creative inspection. There would seem at present to be a notable lack of contact between the inspectors, the teacher-training colleges and university faculties of education in this regard.

123. Venezuela's experience in the organization of a system of inspecting assistants (maestras asesoras) for grades 1 and 2 of primary, and of school group directors and demonstration assistants for rural schools is of great interest. It would seem that the work of the maestras asesoras is appreciated by the teachers since they are able to assess and discuss as well as advise. There is some danger that their efforts, which do not cover all the urban schools, are tending to be dispersed much more widely than was intended, over the six grades of primary and even beyond, and as between advisory and administrative duties; this might be remedied by appropriate recruitment and training policies. The impressive work of the rural school inspectorate does not yet include all rural schools. It would seem that the solution of the problem of adequate rural primary education cannot be solved by inspection alone. It lies also in the appropriate strategy regarding school construction mentioned above, it being linked with economic and social development measures in the rural areas.

124. It is necessary that the work of the inspectorate should be assisted through a series of measures designed to provide greater incentives to teachers, directors and inspectors to seek constantly to improve their work. At present, teachers' pay increases, which are less substantial than allowances granted for additional children, are automatic and are

received whether work is judged to be good or bad. It would seem desirable to strengthen the records branches of the administration at each level, and the systematic reporting of performance, to ensure that promotion and pay increases are conditional upon good reports and successful conclusion of training. At present school directors and inspectors are appointed and promoted without a full selection procedure, including examinations. In their case also, performance and study courses are not at present related to pay increases.

125. The authorities are to be congratulated on the vision which has guided the introduction of new dispositions to ensure that the teaching profession, and in due course the inspectorate, is unified in the sense that career development becomes possible from the lowest to the highest levels of the system. The new arrangements for the inspectorate are intended to provide for the training of personnel who are able to assess professionally as well as advise. Further recruitment of inspectors and inspecting assistants is necessary so as to remedy the backlog of needs which have accumulated. It would seem that the staffing of the official in-service training institutions should be reviewed with university assistance so as to provide the requisite high-level instruction. A complete national plan, over five years, of recruitment and in-service training for teachers, directors and inspectors is required. The brilliant understanding of what is needed and enlightened policy decisions which have characterised Venezuelan discussion of, and decisions about, problems of educational improvement, in recent years, might now give rise to practical actions to ensure that generalised creative teaching and effective inspection to support it can be achieved.

STANDARDS, DUTIES AND RESPONSIBILITIES FOR SCHOOL
DIRECTORS AND FOR SUPERVISORS AT DISTRICT AND
REGIONAL LEVEL IN PRIMARY EDUCATION

Ministerial Resolution No. P433 of 28 February 1964
(Chapters VI and VII)

Special edition No. 899 of the Official Gazette of the Republic of Venezuela

Original : Spanish

CHAPTER VI

THE CHARACTER AND CAPABILITIES REQUIRED IN DIRECTORS, SUBDIRECTORS
AND SCHOOL SUPERVISORS RESPONSIBLE FOR PRIMARY EDUCATION

The following are some of the characteristics and capabilities looked for in Directors, Subdirectors and School Supervisors responsible for primary education:

1. Intelligence
2. Imagination
3. Judgment
4. Sense of responsibility
5. Moral sense
6. Sense of decency and decorum
7. Integrity
8. Breadth of action
9. Forcefulness of personality
10. Drive and determination
11. Enthusiasm
12. Will to work and to succeed
13. Perseverance
14. Self-confidence
15. Circumspection
16. Tact
17. Self-control
18. Ability to look ahead
19. Feeling for order and direction
20. Ability to co-operate
21. Organizing and executive ability
22. Understanding of human nature and of society
23. * Rounded abilities and interests
24. Sense of fairness
25. Awareness of community problems
26. Dynamic physical qualities
27. Good personal appearance
28. Respectful and courteous attitude
29. Democratic spirit
30. Attractive personality
31. Ease of expression
32. Ability to persuade others
33. Good mixer
- 34.

CHAPTER VII

THE DUTIES AND ASSIGNMENTS OF PRIMARY EDUCATION SCHOOL SUPERVISORS

SECTION I - Duties and assignments for all primary school supervisors

All Primary school supervisors have the following duties and assignments:

1. To familiarize themselves with the content and meaning of the Constitution, the Education Act and accompanying regulations, with Decrees, Resolutions, Circulars and other special instructions from the competent authorities; complying with these themselves and giving appropriate guidance to their subordinates on carrying them out.
2. To ensure scrupulous fulfilment of study programmes and adherence to official timetables, and to see that staff observe the standards of behaviour, morally and as citizens, which are an inseparable part of the teaching function.
3. To study, analyse and interpret the problems encountered in their supervisory rôle and to plan appropriate steps to solve such problems.
4. To arrange favourable conditions for the study, interpretation and appropriate utilization of research carried out by the Ministry of Education, Regional Supervision and schools.
5. To promote co-ordination of programmes on the part of education agencies and other official or private bodies in the area.
6. To keep abreast of problems affecting the community locally and nationally, of the steps being taken to solve them and of the potential impact of such solutions economically, socially, politically, culturally and in terms of science and technology. Similarly, to take an active interest in change and progress occurring on the American continent and in the world generally, bearing in mind that this will be an invaluable asset in providing a basis for more effective direction for Zone work programmes and plans, keeping supervisory staff alert to the influence

of such factors on the teaching/learning process and increasing the effectiveness of education itself among the community.

7. To adopt an unfailingly democratic approach in the performance of their duties; always taking an attitude of respect and tolerance for the other person's ideas and opinions; using co-operation at work to encourage social harmony; maintaining the greatest possible control over their own feelings when dealing with the various awkward situations they will encounter in the course of their duties; striving always to be just and impartial in discharging their continuing obligation to appraise the performance of the staff under them; maintaining and fostering the proper climate of human relations to maximise effectiveness among those engaged in teaching.

8. To keep abreast of news items on educational topics appearing in both national and foreign publications, both for their personal use and in order to disseminate such information among their subordinates as may be necessary.

9. To make themselves thoroughly familiar with the various supervision techniques, applying them correctly in the appropriate situation and guiding senior school staff in their Districts along the same lines through such means as the Supervisory Council, Council of Directors, Council of Teachers and practical demonstrations.

10. To encourage the organization and implementation of further professional training programmes to improve the quality of the teaching, covering such topics as:

(a) The interpretation, organization and application of the Study Programme (curriculum);

(b) The diagnosis and correction of specific situations in the teaching/learning process;

(c) The study of the nature of the child and of the learning situation;

(d) The choice and utilisation of school textbooks;

(e) School work planning techniques;

(f) Education and the development of the community;

- (g) pupil performance appraisal, and the ways of recording this;
- (h) Teaching techniques;
- (i) Preparation of teaching material;
- (j) Organization and fostering of school libraries;
- (k) Analysis of promotion, drop-out and repetition rates and of the factors determining these;
- (l) Children's recreation.

11. To take part in further professional training programmes organized by the higher authorities.
12. To take part in experimental teaching projects sponsored by the higher education authorities.
13. To pay particular attention to the problems of the single-teacher Schools, both inside and outside Núcleo Rural groups.
14. To encourage the systematic and regular arrangement of activities contributing to the understanding of our irreplaceable natural resources, to their being sensibly used, protected and conserved.
15. To encourage the systematic and regular arrangement of activities contributing to the betterment of the community.
16. To stimulate the moral and material support of the community for its educational establishments.
17. To pay detailed attention to the organization and holding of ordinary promotion examinations, deferred examinations, extraordinary promotion examinations and knowledge tests from grades one to five of the schools assigned to the Zone in accordance with the provisions of the relevant regulations; similarly, to provide such guidance as they may consider appropriate from the pedagogical standpoint to improve the devising, application and appraisal of such examinations.
18. To ensure that the legal formalities are completed for the appointment and taking up of posts.
19. To make application to immediate higher authority for such leave as they may require in accordance with rules and regulations, giving due notice in writing, and not to absent themselves from their

duties without having received the appropriate authorization.

20. To advise on matters within their knowledge when requested to do so by teaching and administrative personnel within their respective jurisdictions.

21. To co-ordinate the organization and implementation of activities required at the beginning of the school year in the Zone, including the following:

- (a) Membership and organization of the Supervisory Council and of the Councils of Directors;
- (b) Initial registration of pupils at official schools;
- (c) Participation in the organization of the staff at the national schools falling within the Zone, in accordance with the rules established for this;
- (d) Checking on the condition of school premises;
- (e) Checking on furniture, teaching material and other supplies which the Zone should provide for the schools;
- (f) Guidelines for the selection and use of school textbooks and other materials;
- (g) Guidelines for the classification and grouping of pupils;
- (h) Arrangements to improve the distribution and provision of staff;
- (i) Arrangements to improve the organization and administration of paraschool institutions;
- (j) Planning of school work;
- (k) Deferred examinations and knowledge tests;
- (l) Arrangements for the annual appraisal of Zone staff.

22. To co-ordinate the organization and implementation of activities required at the end of the school year, including the following:

- (a) Organization of the examination calendar for the Single-teacher Schools;
- (b) Arrangements for the preparation, application and evaluation of final examinations;
- (c) Study of the school output results;

- (d) Evaluation of the Zone Annual Work Plan
- (e) Arrangements for schools in the Zone to prepare the annual work report;
- (f) Preparation of the annual Zone work report;
- (g) Determination of possible bases upon which to devise the work plan for the following year;
- (h) Arrangements for the award of certificates etc. at the end of courses;
- (i) Staff appraisal.

SECTION II - The special duties and assignments of regional supervisors in primary education

In addition to the general duties and assignments, Regional Supervisors have the following special duties and assignments:

1. To guide and control the work of the Zone with regard to teaching and to administration.
2. To guide and control the planning of school work in the Zone
3. To submit the Zone work plan, prepared in accordance with the relevant standards, to the Ministry of Education.
4. To instil, and to foster, an attitude of consistent respect for the principles which should govern and direct the performance of their duties, in Zone staff exercising supervisory functions, school directors and District supervisors.
5. To study and to discuss, individually or at the Supervisory Council depending upon the scope of the individual matter, the work plans, projects, reports, guides and other documents prepared by the District Supervisors. Similarly, to make such comments and provide such guidance or recommendations as may be appropriate in each case.

6. To visit the School Districts in his jurisdiction from time to time, to see for himself how the plans made are working out and to apprise himself of new situations in the light of which the work of the Zone may be better arranged or re-arranged.
7. To attach due importance to the Regional Supervisory Council so that it can carry out its functions to the full.
8. To plan meetings and other Regional Supervisory Council activities well ahead.
9. To make the arrangements necessary to ensure that every individual appointed as District Supervisor or to an administrative post in the Regional Office concerned should receive the training essential to improve his aptitude and to ensure greater effectiveness in the discharge of the functions assigned to him.
10. To take all possible steps to maintain up-to-date, and in graphic form, the data illustrating such situations as: pupil enrolment, promotion, drop-out, repetition etc. Similarly, to make appropriate arrangements for these data to be studied at each level: Supervisory Council, Council of Directors and Council of Teachers so that they can be used as a basis for planning or replanning the work of the Zone in those aspects covered.
11. To consider the reports produced by the District Supervisors on applications for the registration of private institutions, and to make recommendations to the Department on whether or not to allow such applications.
12. To study and interpret the instruction circulars issued by the Department and make the necessary arrangements for these to be implemented as effectively as possible.
13. To be responsible for drawing the attention of the Ministry of Education in good time to any teaching or administrative matter or problem requiring urgent attention on the part of the Department.
14. To keep Regional Executives and Municipalities duly informed about supervisory activities carried out in schools dependent upon them and about the problems being encountered in such schools.

15. To prepare any special reports upon matters within his competence which may be requested by the Ministry of Education.
16. To be careful to allocate administrative work among the Supervisors in a rational way so that it should not interfere with the ordinary performance of their other essential supervisory functions. For this purpose, to devise appropriate procedures for the various services of the Regional Office to apply controls which may be used both by the Regional Supervisor and by the District Supervisors in dealing with these matters.
17. To be careful to ensure that the Office maintains up-to-date registers for the staff at official and private institutions registered and located within the jurisdiction of the Zone.
18. Ensure that staff attendance and punctuality registers are being kept properly for official institutions within the Zone, and that these data, duly analysed, are used as a basis for ascertaining the influence of these factors upon the operation of the school and what immediate action is required either to correct any irregularities noted or to stimulate continuing good performance.
19. To maintain the tax payment control register up to date and presented in objective form for schools in the Zone and to take the necessary steps to obtain an immediate solution in any cases of failure to remit which may come to light.
20. To ensure that the Records department of the Regional Office is organized in line with the technical and operational instructions issued by the Department.
21. To study draft Internal Rules for official institutions in the Zone and to submit these, with the comments of the Office, to the consideration of the Ministry of Education.
22. To liaise with the appropriate departments of the Ministry of Education, in accordance with the procedures laid down and as briefly as possible, on all aspects of such matters as:
 - (a) Proposed appointments
 - (b) Applications for household and family allowances

- (c) Resignations, abandonment of post and proceedings initiated;
 - (d) Applications for staff transfers and promotions;
 - (e) Applications for leave, retirement and pensions;
 - (f) Applications for the creation of schools;
 - (g) Applications for the creation of teaching posts;
 - (h) Applications for the relocation of schools or posts;
 - (i) Applications for the construction, extension or repair of school premises;
 - (j) Applications for the rental of premises;
 - (k) Applications for supplies of furniture, teaching material, official time-table, Enrolment and Attendance Books, forms for the budget receipts, disbursements, Statistical forms, IPAS-ME forms, forms for registration and renewal of registration for private schools etc.
 - (l) Offers to donate funds, buildings, land, equipment or materials;
 - (m) Applications for registration or renewal of registration by private schools;
 - (n) Applications for decorations and honourable mentions;
 - (ñ) Selection of candidates to take special courses.
23. To make the following returns to the appropriate agencies, in due time:
- (a) Statistical Plans A-1 and B-1;
 - (b) Office budget expenditure vouchers;
 - (c) Office general expenditure vouchers;
 - (d) General expenditure vouchers for single-teacher assigned to Rural School "Núcleos";
 - (e) Travel allowance vouchers;
 - (f) Charts showing retention of the IPAS-ME percentage for Office staff;
 - (g) Charts showing retention of Income tax for Office staff;

- (h) Job-acceptance formalities for staff allocated to the Zone;
 - (i) Special end-of-year remuneration vouchers for the Zone;
 - (j) Acceptance formalities in respect of school buildings;
 - (k) Legal proceedings against Zone staff;
 - (l) Inventory of national property allocated to the Office
 - (m) Formalities involved in the acquisition and alienation of office property;
 - (n) General Work Plan for the Zone;
 - (ñ) Annual work report for the Zone;
 - (o) Annual reports on School District Supervisors' performance.
24. To make arrangements for the return to the appropriate department of the Ministry of Education, as quickly as possible and in accordance with prescribed rules, of Office funds remaining unspent for whatever reason.
25. To extend proven supervisory experience throughout the Zone;
26. To submit to the Ministry of Education, in August of every year, a detailed and critical report of the work carried out by the Zone, following the prescribed patterns for such reports.
27. To perform other duties inherent in the post, or assigned by the competent authorities.
28. To liaise with the Ministry of Education and other teaching authorities on matters arising in the supervision of the Zone, in his capacity as sole agent of the Regional Supervisory Office authorized so to do.
29. To sign official correspondence and other documents of the Regional Supervisory Office.
30. To co-ordinate the work of the School Districts so that the Zone can achieve:
- (a) Standardisation of approach, technically and administratively;

- (b) Timely and simultaneous treatment in all School Districts of common problems, particularly those relating to the quality of the teaching;
 - (c) Maintenance of the most regular possible rate of progress in dealing with such shared problems;
 - (d) A position to offer equality of opportunity in respect of professional advancement to management and teaching staff within its jurisdiction.
31. To co-ordinate the general work of the Office so that its individual sections should constitute an effective asset in carrying out the supervisory function.
 32. To give the necessary instructions for the various sections of the office to deal as expeditiously as possible, in accordance with the prescribed rules, with applications for work and with requests for data, information and references from Zone Supervisors.
 33. To summon meetings of the Regional Supervisory Council as often as required for devising, implementing and evaluating the General Work Plan of the Zone; dealing with regular and occasional enquiries from the Department and considering general or particular situations arising in School Districts whose general significance requires attention from the Council.
 34. To propose to the appropriate department of the Ministry of Education, in accordance with prescribed rules, appointments, promotions and transfers of technical and administrative staff within the jurisdiction of the Zone.
 35. To propose to the appropriate department of the Ministry of Education, in accordance with the existing rules, any increase, reduction, merger or transfer of School Districts, schools or grades which may be necessary in the Zone.
 36. To notify the appropriate department of the Ministry of Education of Zone requirements in respect of staff, building, rebuilding, rental or closing of school premises and of acquisition or extension, repair and distribution of furniture and teaching materials.

37. To co-ordinate with Regional Executives and Municipalities to meet the requirements of schools dependent upon them, in respect of staff, building, rebuilding, leasing and closing of school premises and the acquisition and extension, repair and distribution of school materials and furniture.
38. To receive and disburse the Office budget, in accordance with any instructions from the competent authorities.
39. To deduct the appropriate IPAS-ME percentage from the salaries of all Office staff and to authorize the competent agency to receive this.
40. To deduct Income Tax from the salaries of Office staff, in accordance with the relevant Law.
41. To grant leave to public servants attached to the Zone, in accordance with rules and regulations.
42. To make arrangements for the organization of work performance registers for teaching and administrative staff attached to the Zone, to provide a basis for the seniority list, promotions, merit awards and any sanctions necessary.
43. To familiarize himself with the content and scope of current labour legislation: the Ley del Trabajo (Labour Law) and its regulations; the Estatuto Orgánico del Seguro Social Obligatorio (Organic Statute on Compulsory Social Security) and its regulations; Decrees, resolutions and other dispositions governing work; to comply with these and to ensure that subordinates do so.
44. To institute proceedings against Zone staff in accordance with the rules laid down, after every possible method of guidance and persuasion in each case has been exhausted.
45. To make arrangements for the issue of certificates of abandonment of post for staff attached to the Zone, in accordance with the existing rules and with such others as may be issued by the appropriate authorities.
46. To receive, subject to inventory, the building, furniture, records and equipment of the Office.

47. To exercise the functions of Director of official institutes when so decided by higher authority.
48. To act as representative of the Department of Education in the jurisdiction concerned.
49. To perform the other duties and discharge other responsibilities inherent in the post or assigned to him by the higher authorities of the Ministry of Education.

SECTION III - Special responsibilities and duties of school district supervisors in primary education

In addition to the common duties and assignments, School District Supervisors in primary education have the following special duties and responsibilities:

1. To direct and guide the work of the School District, both as to teaching and as to administration.
2. To guide and evaluate the planning of school work; the interpreting, application and enriching of the curriculum; the use of teaching techniques, methods, procedures and forms; the use of school output evaluation techniques; the organisation and implementation of school commencements and the performance of supervisory activities on the part of school managers.
3. To collaborate with the Regional Supervisor in directing and organising the teaching and administrative work to be performed by the Zone.
4. To submit the District Work Plan, drafted in accordance with the rules laid down, to the Regional Supervisor.
5. To attach due importance to the Council of Directors, so that it can most effectively carry out the functions assigned to it.
6. To visit teaching establishments in the School District concerned on a regular basis to check and offer guidance on the following aspects, among others:

Compliance with the Education Law and its Regulations, and with other instructions from the competent authorities; development of the school's General Work Plan; the interpretation and application of the curriculum; attendance and punctuality of staff and pupils; the climate of human relations among the staff, between staff and pupils, and the relationships between school and community; the performance of managerial staff and its impact on classroom activities; the organization and functioning of the school institutions; the organization and functioning of the records department; proper collection and remittance of taxes. To

produce a report with recommendations and guidance based on his observations in each case, all in accordance with the standards issued by the Department on visit reports.

7. To submit a detailed report to the Regional Supervisor on any irregularities observed in the course of supervisory visits being of a kind or scope requiring the intervention of higher authority, and to suggest appropriate measures.
8. To analyse work plans and reports produced in the District and any other documents necessary; to notify the Regional Supervisor of his considered opinion on such documents and provide the appropriate guidelines in each case.
9. To ensure that teaching establishments are equipped with essential teaching material and furniture, and to check that it is in place by means of inventories.
10. To ensure that staff at official schools take good care of buildings, furniture and materials and that these are used for their proper purpose.
11. To strive at all times to ensure that the atmosphere at in his area comes up to the necessary standards to provide children with a proper education; to encourage staff to be constantly improving their teaching methods and to foster the interest and co-operation of the community in the task of the school.
12. To guide and encourage the preparation of teaching material using resources available in the school and those provided by the community.

13. To guide the perischool institutions in their organization and functioning, and to foster the creation of such institutions as may be necessary to improve the effectiveness of the School.
14. To pay particular attention to supervising the use made of budgets, gifts, subventions and other income received by official institutions, and to the administration of the funds of the perischool institutions operating within them.
15. To make all necessary arrangements for all staff appointed to managerial posts in official schools within the jurisdiction of the District to receive the essential training to fit them for these posts and render them more effective in discharging the duties assigned to them.
16. To provide the Regional Supervisor concerned with regular or occasional written reports as may be required.
17. At the end of the school year, to draft a detailed report of the work carried out in the District for submission to the Regional Supervisor.
18. To prepare annual staff performance reports for directors of schools within the District and submit these to the Regional Supervisor.
19. To co-ordinate the work of the schools in accordance with the directives of the Regional Supervisory Council, so that the School District can achieve:
 - (a) Standardisation of approach, technically and administratively;
 - (b) Effective solutions to problems common to the District and a contribution, similarly, to those of the Zone;
 - (c) The opportunity to foster an appropriate climate of human relations;
 - (d) A position to offer equality of opportunities for professional advancement to the managerial and teaching staff within his jurisdiction.

20. To summon regular meetings of the Council of Directors in accordance with instructions from the Regional Supervisory Council or as required by the needs of the School District.
21. To suggest candidates to the Regional Supervisor for appointments, promotions, transfers, temporary appointments, retirements, pensions, decorations and honourable mentions.
22. To undertake studies with a view to informing the Regional supervisor on District requirements for increases and reductions, mergers and transfers of schools and grades.
23. To carry out the appropriate investigations to inform the Regional supervisor of District requirements as to buildings, rebuilding, rental or closing of school premises and acquisition or extension, repair or alienation and distribution of teaching material and furniture.
24. To verify the facts adduced in applications for registration from private institutes and to provide the Regional Supervisor with a detailed report on the desirability or otherwise of allowing such applications.
25. To request the Director of the School to call a Council of Teachers when necessary.
26. To attend meetings of the Council of Teachers at schools in his District whenever he considers this desirable.
27. To apply to the various sections of the Regional Supervisory Office for studies, data, information and references needed for the proper discharge of the supervisory function assigned to him, all in accordance with any rules laid down for such cases by the Office.
28. To grant leave applied for by District staff, in accordance with relevant rules and regulations.
29. To perform the functions of Director of official institutes when so decided by the Ministry of Education.
30. To carry out the other functions inherent in the post or assigned by higher authority.

CHAPTER VII

FINAL ARRANGEMENTS

1. The duties and responsibilities of National Supervisors will be determined by Special Resolution of this Ministry.
2. The duties and responsibilities of Rural School Núcleo co-ordinators, of First and Second Grade Teacher Assessors attached to the Regional Supervisory Zones, and of any other post which may need to be created, will be established by Special Resolution or Instructions circularised by this Department. Such public servants will meanwhile abide by the instructions they receive from the Regional Supervisors.
3. The duties and responsibilities of Special Activities Teachers will be laid down by Special Resolution or Instructions circularised by this Department. These should meanwhile abide by the instructions they receive from their Directors.
4. Any future modifications required to the present Standards for Teachers, Directors and Supervisors in Primary Education will be effected by amendments to be incorporated, as issued, into the text of the present Resolution.

Approved for publication:

(signed): Reinaldo Leandro Mora

Minister of Education