

EDUCATIONAL SUPERVISION IN COLOMBIA:  
THE ROLE OF THE SUPERVISOR

by

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## INTRODUCTION

The Colombian education system is built on the organizational and administrative bases established by the reform of 1968, which in turn has been modified considerably in 1976, 1979, 1988, and 1989.

Due to the need for the expansion of education as the population increased, new state managerial styles appeared. However, two objectives prevailed: increasing of the coverage of the system and improving the quality of the service. The system was designed for a country that had one-half of the present population, one-third of the human resources and less than one-fifth of the required financial resources needed.<sup>1</sup>

For this reason, it was necessary to extend and diversify the services, to include preschool, postgraduate education, nonformal education, and services to special groups. Cultural activities, recreational activities of all types, and the development of scientific and technological research should also be included. At present this process is coming to an end and there is a tendency toward the decentralization of the Ministry of National Education.

The general recommendation is to define the role of the state at each administrative level and to accept all the practical consequences derived from this new status. The ministry should be director, planner, coordinator and evaluator of all education. The regions should be administrators and executors in their specific

level in relation to the personnel and the relocation of the personnel'.

Educational supervision in Colombia, as any other contemporary activity, is not an independent subject; on the contrary it is the product of all the factors that affect the political, social, economic, and cultural scene. From this point of view it is impossible to start a dissertation on the topic without making reference to this context.

## THE ROLE OF THE SUPERVISOR IN COLOMBIA

This study of educational supervision in Colombia has been developed to identify specific problems, and also to provide an outline of solutions including approaches and interpretations different from those expressed at the present time.

In the first chapter of this thesis, I present the context of Colombia, keeping in mind the economic and political phenomena which have characterized our contemporary history. This information of course is not only presented as description, but is also analyzed.

In the second chapter, I establish a form of bridge between the general analysis and the specific analysis of educational supervision. This chapter permits theoretical and procedural ordering in relation to supervision, synthesizing as much as possible the elements of interest which will be taken as vital reference later on.

In the third chapter, the general issues dealing with the Colombian policies are described.

In the fourth chapter, the specific situation of educational supervision in Colombia is defined, starting with the tabulation of a survey of supervisors in Barranquilla, Department of Atlantico. The information provided by this survey is also analyzed.

I describe in the five chapter the outline of possible solutions to the problems of supervision.

Finally, in Chapter sixth, a series of conclusions and recommendations are suggested in response to my findings on this important subject of educational supervision.

### **The Supervisor and the Problems**

The design of the survey included both the multiple choice possibility and the possibility of expressing a given concept.

For the tabulation of questions with open answers - concepts - we used individual evaluation, summarizing the essential aspects, and they were compared for content, thus tabulating similar answers.

## RESEARCH QUESTIONS

- What factors have shaped the present situations of supervisors in Colombia?
- How are these roles changing?
- What type of problems characterize education in Colombia and how have they been approached by the different Presidents in the 1980's?
- What is educational supervision and what is the present theoretical approach that is generally favoured?
- What are the general Colombian policies in educational supervision, and what kind of preliminary solutions can be outlined?
- What are the prospects for improving the effectiveness of educational supervision in Colombia ?

These research questions are the summary of the major problems I am studying in this thesis.



## METHODOLOGY

The logical sense of the development of this investigation is deductive, since I depart from the general (Colombian context) and then I come stage by stage to more specific levels. These stages correspond to the education in Colombia: supervision in general terms and then supervision in a specific manner. While analyzing supervision we have found different elements: agent, relationships, problems, and possible solutions.

The research level has been descriptive and analytical; it has been organized in such a manner that it allows me to research legal proposals.

The sources of information fall into three types:

a) Primary: They correspond, according to conducted surveys and personal interviews, to all the educational supervisors in Barranquilla; Natalia Rojas de Cantillo their director made it possible. Based on these results the last chapters of this study were developed. Non-structured or informal surveys were also carried out with personnel directly or indirectly related to this educational area in order to enlarge my knowledge and approaches in regard to this problem.

b) Secondary: The general and specific bibliography includes educational supervision and complementary and contextual areas. Official documents were collected from individuals and institutions to support this study. Such documents included reports of recent educational reform, national decrees, educational documents, legal

books, critical articles and the Constitutional Law.

(c) My personal contribution: Generated from profound and systematic analysis developed throughout this thesis.

Objective of the survey: It consisted in obtaining direct information from educational supervisors in Barranquilla, thus permitting the comprehension of their attitudes and expectations with respect to the phenomenon of supervision.

Questionnaire build-up: In order to study the real situation of the supervisor in Colombia, a survey was conducted of approximately 60 supervisors in the city of Barranquilla. First twelve (12) questions were posed, but because of the results obtained in a sample test, five of these questions, which were confusing or similar in content to others, were eliminated.

However, the preference was toward open questions, considering the type of people to be surveyed, who usually do not like to be classified through consultation by closed or multiple choice questions. For this reason the individuals surveyed were allowed to expand their concepts.

This aspect became extremely important to obtain sufficient information and facilitate the extension of the framework of the analysis.

Sample: It was established through the sample system applying the following formula: 
$$n = \frac{1 + Ne}{e}$$

N    Population = 60 supervisors

e    error margin considered 5% = 005

n = volume of sample which, as per the formula, resulted in 53

Form of tabulation and analysis: for the tabulation of questions with open answers (concepts) I used individual evaluation, summarizing the essential aspects, and they were compared for the contents, thus tabulating similar answers. The statistical presentation of the results was made through the frequency table system (#) of answers, percentage (%) participation, considering 100% of the total answers for a value, that is as per the sum of each individual table. The tables are included according to the topics, either to justify a hypothesis or to expand a given piece of information.

## REVIEW OF LITERATURE

Although in general supervision is understood as a process in which an attempt is made in order "to perform the superior supervision of a task or work" (Stoner, 1984), educational supervision considers far-reaching criteria, especially in its contemporary conception. Since it refers not only to the inspection function but also to the "professional orientation and assistance provided by individuals competent in the field of education, when ever and wherever necessary, tending toward the improvement of the overall situation in teaching and learning" (Hicks, as quoted by Nerici, 1975). Therefore, more than a simple "inspection", present educational supervision includes "orientation and assistance" functions.

As per Neagly and Evans, 1970, modern educational supervision possesses this new feature, since it is intended to be a positive and democratic action destined to upgrade teaching by means of the continuous education of all the interested parties from the students themseves to the parents and other people in the community.

Likewise, two peculiar approaches are raised within educational supervision. One considers the need to adapt the student to his environment; the opposite holds true in the other approach: to adapt the school to the student and the community (Neagly and Evans, 1970). Under the latter approach, which is the

more accepted, school supervision tends to focus more on the teacher rather than on the student, thus trying to give "assistance in the teaching activities so that they can be provided with coordination, unity and continuity for the school to achieve its goals more effectively" (Neagly and Evans, 1970).

This is in effect the result of a major and better adjustment of educational supervision to scientific and technological advances. Consequently, according to Nerici, 1975, educational supervision will have to be planned and will focus attention on the foundations of education, adapting itself to the democratic character, tending to be cooperative, integral, scientific, flexible, and permanent. In Colombia this change took place, according to the Ministry of National Education, in 1950 specifically when school supervision received a character and functions oriented basically toward teaching; this was designed to make the supervisor take an active part in the direction of education, together with directors of public and private schools. Particularly, certain objectives were planned:

Improvement of education in all levels.

Emphasis on centralized programs. Basic cycle, studies in cooperation; development of the study plan; participation of national and international organizations to improve education and the professional level of the teacher. Introduction of the concept "planning of education"<sup>4</sup>.

In reality, however, inspection remained the main part of the supervisory role (Vasco, 1985), because of the inflexibility of supervisors who obliged teachers to stick strictly to the official guidelines.

This situation lasted a long time even though there were some theoretical variations in conformity with the various educational programs under the different presidential periods.

No sooner had the change both in the mentality and in the execution of educational supervision in Colombia taken place than the professional in this area was actually impelled to perform under a criterion of orientation higher than inspection. According to the M.E.N.:

Supervision will have to focus attention on giving permanent assistance to the school and making a follow-up of the process which are developed in it, making sure that they can be in conformity with the new conception of education and evaluation which is being implemented and with the policies and norms which rule the education, supporting in all ways the innovating initiative of the institutions (M.E.N., 1988).

#### FOOTNOTES

1. Colombia, Ministry of National Education. (M.E.N.) (1988). Analysis of the education sector emphasizing its administrative and financial aspects. Bogota: Planning office of the education sector. p.27.
2. Ibid, p.28.
3. Colombia, Ministry of National Education. (M.E.N.) (1969). Planneation. p. 13.
4. Ibid, p. 21.

## CHAPTER I

### COLOMBIA IN THE EIGHTIES

Colombia is a country situated in the northern part of South America with coasts on both the Pacific and the Caribbean oceans.

The land stretches toward the interior of the continent includes two great geographical formations: the Andes mountain system and parts of the Amazon and Orinoco River Basins. This geography exhibits a wide and rich variety of climates placing the country among the most privileged in South America. It is important to emphasize the easy access that Colombia has to Central America, the Caribbean countries and the United States, and also to the neighbouring countries of Venezuela, Ecuador, Peru, and Brazil.

The decade of the seventies represented a special moment in the history of Colombia in this century. Different economic and political factors triggered these "special historical moments", but two of them were of particular importance:

- a) The economic exploitation of marihuana, in such a big scale that made the economists name this period the "bonanza marimbera"\*,
- b) The unusual development of financial institutions, particularly, savings corporations, and financing commercial companies.

\*Marimba: Colloquial expression in reference to the drug.



### The Marihuana "Boom"

The association of financial institutions - ANIF - stated the following in 1979:

The problem of marihuana is not new in Colombia; it is estimated that as early as 1925 the government knew about its cultivation specially in the Sierra Nevada region. The problem acquired a large dimension during the seventies when the farming of the plant was undertaken in a huge scale and the commercialization of marihuana abroad began, particularly in North America.<sup>5</sup>

More than a problem, marihuana became a thriving business with the negligence of the state, which failed to take some kind of action whether repressive or regulatory. Alfonso Lopez Michelsen, president of Colombia (1975-1978) has been held responsible for the rapid expansion of this underground business in Colombia. He did not take any action against it, but on the contrary he contributed to the spreading of this trade by expanding the limits previously imposed on the amount of dollars that could be exchanged freely by any citizen at the Republic Bank, the official emitter bank. The measure proved to be very propitious to the interests of all the parties involved in the unlawful traffic, since it facilitated the conversion of enormous amounts of dollars into pesos and the access of this money to the legal money markets. The media termed this act of the Lopez government the "little sinister window."<sup>6</sup>

With his "plan for closing the breach" a plan whose main objective was "to obtain an economic growth that would make possible the massive creation of employment to benefit the poorest section of our society"<sup>7</sup>, Lopez facilitated rural development,

1 especially the agricultural sector, but at the same time this plan turned out to be an indirect incentive to the cultivation of marihuana.

This attitude of the state led the specialists on economic matters to raise the issue of the legalization of marihuana since this underground activity had already engaged a considerable amount of skilled and unskilled labor and a rapid process of substitution of the traditional crops for marihuana was taking place. Marihuana was becoming an increasingly important part of the Colombian economy.

The financing corporations appeared for the first time in Colombia" in 1959 as the result of the combined effort of the National Association of Industriales (ANDI) and the Associations of Banks. They established credit institutions that could solve one of the most critical aspects that had troubled the economic development up to that time, the lack of effective capital markets that could concentrate and channel the internal as well as the external resources toward the long-term financing of the industrial sector and other productive activities.

However, toward the mid-sixties, a series of studies<sup>9</sup> demonstrated that the financial corporations were not fulfilling their functions. The role played by these institutions as promoters of internal savings was questioned since they were oriented toward lending operations. However, this did not form an obstacle to the spreading of this type of corporation.

Even though the economic effects of the marihuana trade had been apparently beneficial to the country insofar as it had meant the generation of considerable resources for some factors of the population, this phenomenon turned out to be definitely inflationary. In brief, most of the people who profited from this business were poor peasants who had never before handled such amounts of money and who started to spend money liberally and without any kind of advice, thus increasing the price of goods.

At the same time a new state of affairs was unfolding during the late seventies. In many instances marihuana was traded for weapons which led to an increase in all kinds of crimes, together with the indifference and sometimes the fear of the authorities. Many people felt the whole of society was threatened and some people had to bear the consequences of this social insecurity.

Julio Cesar Turbay Ayala then came into office. Many believed Turbay would continue the policies of the Lopez Michelsen administration. However, facing pressure from the international community, he decided to attack the problem which by now had attained the characteristics of an international scourge, especially in the United States where marihuana consumption had grown to alarming levels. Turbay ordered the burning of vast expanses of land dedicated to the crop and the carrying out of repressive actions that left no doubt as to what his position was on the subject, assuring in the process the granting of external credit. Unfortunately, neither the problem of the financing corporations nor the macroeconomic aspects of the economy that were

affecting the country at that moment were solved.

In fact, the acute inflationary situation left by Turbay Ayala's administration led to a state of social upheaval that brought in turn a repression against the marihuana organizations and other types of subversion to the point where the leftist guerrillas denounced an "underground dirty war" undertaken by the military against innocent civilians and opposition forces alike.

When Belisario Betancourt took office in 1982 , the government engaged in a much different policy, less repressive and more concerned over social issues. This administration started to negotiate a peace settlement with the guerrilla forces and to set up official committees to investigate the country's financial institutions. Some of them had declared themselves bankrupt. Corruption was revealed and this led to massive capital withdrawals and an increasingly generalized sense of insecurity. The Colombian financial system began to totter.

Management experts claim<sup>10</sup> that the structure of the Colombian finance system makes it difficult to establish appropriate government control. The reason is that many businessmen prefer to operate unofficially so as to evade taxes.

Many commentators<sup>11</sup> say that the best way to ensure the effectiveness of the financial system in Colombia is to foster an "underground" economy. This means "to encourage foreign and internal business transactions and the production and manufacturing of goods and services that would not be officially registered under economic indicators" <sup>12</sup>. This view only shows one of the economic

characteristics of the average Colombian, which is his tendency to evade taxes.

Hence the Turbay administration's marihuana-busting campaign and repression gave rise to a new development in the so-called underground economy.

As the government enforced its tough policy on marihuana, prospects for easy money opened up for Colombian coca refiners and the coca organization began to strengthen.

Betancourt's administration, on the other hand, was busy at the moment with other issues: insurgency and corruption at the financial level. International policy allowed the upsurge of this new economic power and the establishment of the narcotics empire, which has even tried to infiltrate the high political spheres of the country. It was the then attorney General Lara Bonilla, later assassinated, who publicly denounced the infiltration of the "narc" forces in the government institutions and who first pointed to the then senator Pablo Escobar Gaviria as the chieftain of the coca trade organization.

The brutal assassination of Lara Bonilla was one in a series of events which made the second half of the 1980s one of the most tragic periods in our history.

### **Drug Traffic and the Current Crisis**

When the cocaine trade became a well-organized business the drug lords began to set up networks nation-wide and in other countries. In Colombia, for instance, they acquired great areas of

land, becoming members of the land-owning elite. This new status made them the target of the guerrilla forces which controlled different areas in Colombia.

The coca organization gave no second thought to answering aggression with aggression and resorted to all the means at their disposal, in view of their enormous economic power. They infiltrated the military forces and created the paramilitary groups which engaged in all sorts of "anti-insurgency" operations or massive killings. They hired Israeli, British and Australian mercenaries to ensure greater efficiency in their operations. Not content with this, they also provoked the ongoing wave of assassinations among high ranking government officials who were critical of their business and who supported extradition to the United States, as well as other legal measures against drug producers<sup>14</sup>. All of this triggered well-known crises that continue up to the present time.

This chaotic situation has pushed aside social and cultural programs, as the government has had to concentrate efforts on the current crackdown against the cartels. The international community has offered only moral support, although the drug problem is not exclusively Colombian. This problem arises from the international cocaine demands.

This analysis of the situation reveals one of the reasons why there have been sharp cutbacks in social benefits, although one has to add that the Colombian government has not been able traditionally to render proper education services.

# FOOTNOTES

5. Ruiz Hernandez, Hernando. (1979). The production and the commercialization of marijuana. In (en matzo, 1979), p.32.
6. Perez, Enrique. (1988). White collar crime. A Thesis. Barranquilla: University Corporation of the Coast, C.U.C. Faculty of Law, p.34.
7. Lopez Michelsen, Alfonso. (1981). Plan to close the breach. Cited by Arango Londono, Gilberto. (Ed.). Economical Colombian structure. Bogota: Colibri, p.538.
8. Velasquez Cock, Alvaro. (1979). The financing corporations: Evaluation, actual problems and perspectives. Bogota: Asobank, pp.24-26.
9. Cabrera, Mauricio. (1980). The financing corporations and the financing and political anti-inflationary system. 1979-1980. Bogota: Asobank, pp.45-49.
10. Echayarral Olozaga, Hernan. (1978). The inflation in Colombia. In Economical comments. Bogota: CESA, p.23.
11. Arango Londono, Gilberto. (1985). Estructura Economica Colombiana. (5 ed.) Bogota: Norma, p.514.
12. Ibid., p. 514.
13. Rodriguez Genaro, et al. (1989). Drug consumption in the Colombia and its repercusion in the social relationships. Monograph. Barranquilla: Simon Bolivar University, Social Work.

## CHAPTER II

### EDUCATION

Between 1968 and 1976, important decrees were issued which make possible the decentralization of government processes in the administration of the education system. In 1976, a program for the qualitative improvement of national education was created, which established a reorganization of the Ministry of Education (M.E.N.); as of 1975 a work group was organized in the M.E.N. to make a global analysis of the quality of Colombian education.

The Colombian education system is based on Law 43 of 1975. The nationalization Law 28 of 1974 grants extraordinary powers for the administrative decentralization of education. Law 43 of 1975 nationalized primary and secondary education and gave the government powers to regulate it.

In 1976 a series of decrees decentralized the administration of the national schools, and the Colombian Institute of Development for Higher Education, (I.C.C.E.)..<sup>11</sup>

At present, the Minister of Education, Manuel Francisco Becerra, is visiting every municipality and delegating administration and personnel powers to the respective mayor. The quality of the education efforts in all the social groups has been emphasized at each educational level. At the primary level the government action is more direct, in high school more indirect, according to the structures, vocational, normal and post-secondary school.



The controversial law of February 1988 and its required decrees -1706 and 1915 of August - deal with assigning educational responsibilities to the municipalities. They caused reactions in the official teaching sector due to the implications which they would have for the practice of the profession and the objective of public education. The law also altered the direction of the teaching statute as a method to clarify administrative responsibilities, study requests, present solutions, assume positions or attitudes, make analyses of educational policies and reconcile relationships inside the institutions.

There are as many views on the problem of education as there are people or organizations involved in this particular area. According to Arango Londono, one of the most prominent authorities in the field of economic analysis in Colombia, the major problem is: "The dramatic growth of the educational problem is the sequel of the demographic explosion". He claims that in Colombia the young who are entitled to get an education make up the bulk of the population and this puts an unbearable burden on the state and society.

In the Colombian population pyramid, the youth section shows the largest base contrary to many other countries with a slow growth where adults form the largest share of the population. Between 1951 and 1976 the student population rose from 12,266,709 to 25,288,863 students in primary, secondary and higher institutions. However, the increase has been lower in the last decade. In 1984, the figures showed an increase of 4,009,423 at

the primary level, 2,053,399 at the secondary, and 378,999 in university.<sup>15</sup> This fact has produced an unequal distribution of the resources in education in all regional group levels. In Colombia private education is based on the tuition fees of individuals, while public education is subsidized by the state and is of poorer quality.

The Ministry of Education, the teaching profession, and society as a whole agree that the current crisis hits the public sector the hardest. There are two effects: financial deficit and administrative chaos.

### **Major Problems**

Public education is subsidized by the state with funds from the national and local budgets, foreign loans, revenues from registration, tuition, academic services, and with contributions made by individuals and private organizations.

At the state level, public education is subsidized by the state's funds from the national and local budgets, foreign loans, revenues from registrations of the educational institutions, academic tuition, pensions, registration fees, and others; there is also help coming from the community and particular organizations. However this variety of financial sources is not enough. Annually Colombia spends US \$24 per capita on education, while the total average for Latin America and the Caribbean is US \$75 per capita.<sup>16</sup>

I  
There are people, however, who question the financial problem.  
According to Luis Carlos Avellaneda (1985):

- (a) In 1980, Colombia allocated 3.3% of its Gross National Product to public expenditure in education. The average for other countries is, based on 1975 data: 8.7% in Brazil, 6.9% in Costa Rica, 3.5% in Chile, 4% in Mexico, 5.8% in Panama, 3.9% in Peru, and 5.4% in Venezuela.
- (b) The highest real growth rate in education, 13.4% from the total annual average, was registered during the time previous to nationalization. This is contrary to the government's claims that education spending has been stepped up since the 1975 law on education, known as the Bill on the Nationalization of Education, which was passed by (43 of 1975).
- (c) During the period 1974-1978, when nationalization was enforced, spending on education reached a rate of 9.4% of expenditure in real terms, as compared to higher spending of 13.4% on other budget items.
- (d) Allocations for secondary education reached the highest rates of growth during the period 1974-1978.
- (e) According to the Colombian Training Department, the relationship between the administrative and the instructional staff reached a national average of 6.7%.
- (f) Teachers' incomes compared with that of the public sector is 25% below the national average.<sup>17</sup>

Whatever the figures, the truth is that the government has shown its economic inability to cope with the educational needs of Colombia.

A quick inspection of the schools nationwide, and a quick glance at the media which give wide coverage to teachers' complaints, would be enough to prove that although Colombia appropriates large quantities of money to education, as compared to other Latin American countries, we still face a huge financial

deficit.

The deplorable condition of our school facilities, and the frequent strikes held by all public teachers demanding payment of their salaries and benefits, witness to it.

Most of our public educational institutions are situated in inadequate facilities, and lack such basic things as desks, teachers' lounges, libraries, and permanent public services, as well as such personnel such as doormen, watchmen, and nurses. All secondary public schools must invest at least 80% of their revenues in salaries; so the remaining 20% is hardly enough to cover the major necessities such as purchase of equipment, repairs and maintenance.<sup>18</sup>

According to de la Valle and his assistants, there is administrative chaos at the three official administrative echelons, national, regional, and local.<sup>19</sup>

There is not a balanced correlation between management, finances, and administration. All this give birth to institutions run by the state, local, and district boards, and sometimes even by individuals or religious organizations in remote villages who become involved in the educational process thanks to lack of governmental policies in education.

The Nationalization Law of Education of 1975 has clarified the functions of the national and regional administrative levels. But many aspects such as testing and assessment of the educational process are not clear.

The call for accountability by all segments of the educational

community has been unanswered due to the fact that the Ministry has designed a system of rules and regulations that makes the situation worse by shifting control measures from places where they could be implemented to sectors where it is impossible to observe them. This confusion does a great disservice to the educational community, because nobody knows now what his/her responsibilities are and who can or cannot make decisions.

Results indicate indecision in some cases and contradictory decisions on others. The system has proved to be a very complicated one that provides for a series of long procedures for a simple permission such as teacher's leave or the most complex curricular changes. It is an obstacle to an accurate analysis of educational problems and to real changes leading to their solution.<sup>26</sup>

### **Government Programs**

Emphasis on social problems was not a major characteristic idea during the government of Julio Cesar Turbay Ayala (1978-1983), although he forwarded some theories on social development.

However, as far as education is concerned, Turbay's administration under the influence of a neoliberal philosophy which questioned state interventionism and advocated more autonomy for the private sector gave rise to a change in the education programs and strategies of the state.

Nicolas Odilio Palacio Hinestroza, a well-known Colombian

government researcher in education even before the surge of the above mentioned neoliberalism,<sup>21</sup> claimed to "reinforce the regional planning with the National Integration Plan (PIN) in order to give impetus to planning and to have the state coordinate and control urban growth".<sup>22</sup>

The implementation of the neoliberal philosophy sought to cut social investment by the government. It also pursued the progressive transfer of control over education to the private sector and the introduction of measures to curtail spending and foster self-financing.

### **The Educational Map**

A new law, in its decree 181 of January 22, 1982, called "Educational Map", gradually established education cells and districts as the foundation for the administrative system.<sup>23</sup> This law provides educational administration at all levels:

At a local level, the educational development nucleus;

At a zone level, the educational districts;

At a sectorial level, the educational secretaries and/or the educational organizations established;

At a national level, the Ministry of Education and the decentralized institutes of the sector.

This law has been carried out by means of a system of nuclei or cells. The educational map consisted of a micro-planning program to be put into practice according to a certain established local reality and with the purpose of achieving such goals as:

- 1 The appropriate use of educational means through adequate planning and administration;

- 2 The promotion of internal local services and the coordination of services between regions;
- 3 The improvement of teaching and better education opportunities for all members of the population;
- 4 The creation of education programs which meet the problems of the community in order to incorporate it to the educational process.<sup>74</sup>

The purpose of enacting this law was to decentralize the administration of public education and to hand the state's responsibility over to local, regional and national committees. It also helped consolidate the power of the private sector over education as the government institutions did not have the financial strength to cope with the task of administering it.

#### **Belisario Betancourt Cuartas (1982-86)**

Former President Belisario is considered as "a right leftist" because of his style and concern with social issues, while representing the conservative Colombian party. He not only worked hard toward a peace settlement with the guerrilla forces but also devoted great efforts to accomplish social programs.

His humanitarian sensibility and his political style are reflected in the many projects that he undertook in the areas of health, education, and housing. Unfortunately, as often happens in Colombia, many of them were not completed.

Belisario Betancourt was a very learned statesman and was often called an idealist because he was convinced that only a better education could guarantee better living standards. He promoted concrete educational programs, some of which are still in

effect.

He thought that education was an essential condition for an authentic democracy, the basis for peaceful coexistence and the means to assert the sovereignty of a country.<sup>25</sup>

### Literacy and the "Camina" Program

There is no doubt that to enforce a successful educational policy the government had to start fighting the very essence of the problem, the illiteracy which affects a large segment of the population having no direct access to formal instruction.

In 1980, before Belisario Betancourt took office as president, the statistics for illiteracy in Colombia showed that 19% of the population older than five years of age could neither write nor read.

Colombia was eleventh place on a list of Latin American countries which included Cuba 5%, Uruguay 6%, Argentina 7%, Nicaragua 10%, Costa Rica 10%, Jamaica 10%, Panama 15%, Paraguay 16%, Mexico 17%, and Venezuela 18%.<sup>27</sup>

That was certainly a grim illiteracy picture in Colombia considering that most of Latin American countries keep a low instruction level compared with industrialized nations.

Thus, Belisario Betancourt embarked on an illiteracy eradication campaign which was called "camina". This campaign aimed at putting an end to illiteracy; at teaching fundamentals, such as reading and writing, which would provide opportunities for promotion in society; at giving formal and non-formal education to



children, adults, the elderly and handicapped people.<sup>18</sup> To obtain these goals it was required to attract people nationwide to join in the campaign, to set favorable conditions for poverty-stricken areas, to attract the media and information technology and to foster extramural and correspondence instruction as a permanent and diversified form of education. The campaign covered a whole set of programs to ensure its success: instruction of adults through El Sena (National Service of Instruction), El Fondo de Capacitacion Popular (Popular Funds of Instruction); instruction of children through the Escuela de Padres (Parent's schools).

Special attention was given to certain priorities: the handicapped and people with learning disabilities, gifted children; the elderly through sports, cultural activities, social events and integration of education and health; change in the curricula; self-administration; and the violence-stricken territories of Colombia and its borders.

This was without doubt a wide and comprehensive program, the accomplishment of which was impossible due to the lack of financial means. The same happened to other projects of his social policy, such as popular housing and construction plans.

It should be said that Betancourt was denied further foreign international support for two reasons. The first was his unwillingness to turn over to the U.S. authorities Colombian citizens indicted there for drug trafficking. The second reason was that he publicly criticized the U.S. government on several occasions for its imperialistic policy. It should be pointed out

that there was a huge disproportion between the task Betancourt had set himself and the means he counted on to achieve it. The plan to eradicate illiteracy in Colombia rested on rather weak bases and its chances for success were dim.

Yet, although "camina" failed to obtain its major goals, its spirit can still be felt, especially through the educational radio and T.V. programs broadcast by the government.

### Distance Education

Belisario Betancourt's program was undoubtedly a major breakthrough in education and a big step towards the future. His main purpose was to give education to people who for many reasons could not attend higher educational institutions:

- "The Ministry of Education would create a system of extra-mural education in order to diversify the programs offered at current universities and which would meet the different needs of the Colombian regions.
- This system -UAD-(Universidad Abierta y a Distancia) would also expand the enrollment capacity of higher-education institutions to 200.000 places.
- It would increase the rate of high education level from 8% to 14%." (M.E.N. 1983)

For many, current president Virgilio Barco Vargas included, the UAD program was nothing but a piece of wishful thinking and demagoguery typical of Belisario Betancourt's political style. Some people have even tried to totally cancel the program.

Some of the most serious criticisms against "education by correspondence" or as it is known in Colombia, Universidad Abierta

y a Distancia (UAD), make reference to its rigid and impersonal style, which completely ignores the needs and realities of the students enrolled. Besides that, many believe it sought to impose certain criteria and philosophical thoughts and that it impeded the students from expressing their own opinion. With respect of this, Hinestrosa Odilio, a distance educational promoter, writes:

The curriculum for the extra-mural programs was designed by the government. It follows a cold pattern of content that does not meet the job market requirements. Students are offered technical or vocational courses only, and the professional and human side of their training is not taken care of as the government has not conducted research on this specific field.

It is well known that such European countries as England, France and Spain with all kind of experiences in relation to a distance university had tried their programs several times before choosing a definite model. In Colombia, on the contrary, improvisation was the rule. Incompatibility between the socioeconomic reality and needs of the country and courses offered cause people to quit the courses (Hinestrosa 1986).

Somehow, against all expectations, and the story of the "camina" program repeats itself, the UAD continues rendering its educational services to certain communities although only with the help offered by such institutions as Javeriana Pontificia University and the Santo Tomas University of Bogota as well as radio and t.v. It has reduced its participation to support the primary and secondary school levels; it continues working well or badly but it provides benefits to the poorest sectors of the community.

### **Virgilio Barco Vargas (1986-90)**

From the very beginning of his term as president, Virgilio Barco let it be known that his policy would have completely different guidelines and would pursue completely different goals from those set by former president Betancourt. This was especially with regards to the social area although he is equally subject to the economic and political pressures that characterize the present period in our history.

In the field of education President Virgilio Barco, following his established policies, has proposed a developing area program to further education in Colombia. The program which advocates technical education, finds its roots in the so-called change in the curriculum which was proposed before 1970, and which we have to consider before examining the current characteristics of the educational program in our country.

### **The Curriculum Reform**

This plan has its origin outside of Colombia in the curriculum reforms made in the schools of the United States after 1957 and 1959, that is, when the Russians successfully launched the Sputnik into space and the Cubans ended their socioeconomic revolution. This was a time of great doubt about the real potentiality of the education system in the United States and especially about the reality of the control that apparently was exerted over certain geographical regions, such as Latin America.

Parallel to the design and implementation of new and more

efficient educational models in the U.S.A., the economic, administrative, military, ideological and social patterns were introduced in other countries of the continent..

It was taken for granted that if the reforms had worked in the U.S.A., they should also be successful in Latin America. Reformers decided to apply the same criterion to the education area and changes were approved.

In 1967, in Punta del este, Uruguay, the Organization of American States (OEA) approved a multinational project on educational technology led by the United States. Six developed centers were established: Argentina, Brazil, Colombia, Chile, Mexico, and Venezuela. The headquarters was in Washington, D.C. The aim of the project was the transference of educational technology from the U.S.A. to Latin America by preparing technicians and professionals from Latin America involved in education who would then work in such areas as administration, design and curriculum planning, student performance assessment, selection and production of learning materials, and means of communications.

In Colombia, this process took place at the beginning of the seventies and it required a reorganization of the national education system. All of this was done through a program called "National program of qualitative improvement of education".

Introduced by the Decree 088 of 1976 this program was used as the basis for the creation of a new teachers' training centre, "Direction General de Capacitation", where a branch office

representing the multinational centre of projects of the OEA would be set up. Two years later, the curricular reform got to be carried out by means of the decree 1419 of 1978.

This law provided for: (a) the establishment and implementation of a defined system or program which would determine all educational activities; (b) changes in the name of the secondary levels establishing a continuity from primary to high schools, as there were no real differences between one level and the next; and (c) The diversification at the secondary school level which would result in the creation of the National Institutions of Secondary Education (INEM)<sup>29</sup>.

Concerning these two last goals, Muckus, director of the University (Universidad Nacional), stated:

The INEMs were not only the transfer to Colombian of the American Comprehensive Schools but also the first place in which the educational technology was introduced through the teaching by objectives to implement the new approach.

In order to enforce the new education policy, postgraduate students from American universities were appointed as heads of the INEMs. A technological approach to teaching by a conductive method was implemented at a basic primary and secondary level".<sup>30</sup>-

From another point of view that could be called "strategic" the implementation of educational technology was sought to avoid the possible spread of "dangerous ideologies", by diminishing the teacher-pupil relationship and by enhancing the pupil-school materials relation, (the computers, the programmed texts, etc.)

Technology was to be used with the purpose of reducing students' awareness of the social, political, and economic realities of the nation. Thus, the graduates would be primarily products of programmed instruction. (Muckus, 1985).

So the INEM set up the main administrative and instructional infrastructure of the new education system, which called for curriculum reforms to be carried out in three well-designed stages.

- (A) Curriculum design. According to the system the educators and teachers were to comply with curriculum previously designed by the high echelons of the Ministry of Education, and which encouraged the introduction of industrial systems to education, as well as administrative nationalization. The Ministry of National Education was in charge of designing and planning the theoretical structure of the new curricula, but in some aspects it failed to do so. Several theoretical resources were developed but some of them were not put into practice. An example of this is the so called "Active School Theory" as proposed by Jean Piaget.

It is strange that the documents on curriculum reform do not mention in any way the theoretical or ideological reason of such a detailed planning of education. It is even stranger when we know that both the philosophy of Piaget and his "Active School" theory place an enormous importance on developing self-sufficient individuals and thus require highly qualified teachers who can understand

and meet the expectations of their students and who can act as guides and react accordingly with the different situations and problems that arise in the classrooms.<sup>31</sup>

The Ministry of National Education opted for a curriculum comprising several fields of study: social sciences, biological sciences, mathematics, Spanish and literature, aesthetic education, physical education, moral education, and foreign languages.

Each field of study had a program which included specific goals, announcements, specific and general instructions, and also a list of content topics. At this level the teaching profession appears to be a simple intermediary because the instructional process was designed in detail and there was little need to add or modify anything.

- (B) The second stage of the reform consisted of a pilot project of experimental programs, using trial-and-error introduction, immediate assessment of practical results, and the introduction of changes.
- (C) The third and last part was a generalized use of the program. At this stage the Colombian government was expected to actively participate to spread the curriculum reforms from the INEMs to the other educational institutions of the country.

The results of the INEM program can be evaluated as per two approaches:



a) Regardless of their theoretical, philosophical, teaching and political background, the INEMs still survive in Colombia, thus indicating a high degree of efficiency since they show considerably satisfactory results as far as students' academic and technological training is concerned.

b) From the critics' point of view, the INEMs are still a technological American product that has limited the students' capacity and analytical development. To me it is a contradiction to see that the educational institutions in which analysis and criticism take priority (Universidad del Atlantico, Colegio Barranquilla, and in general state schools and universities) present the highest level of institutional underdevelopment. Some people believe that this fact is the result of state neglect with respect to education, even though this is true to a certain extent. There are many private institutions in which supposedly the student is not given freedom to express what he feels or considers. (Muckus, et al., 1985).

In most private Colombian universities (even in Catholic centres) approaches - including socialism or communism - are studied and under certain circumstance controversy is favored.

### **Educational and Cultural National Action**

This is the name given to President Barco's educational program which is, in essence, an attempt at rescuing the reforms in the curriculum whose third stage would never be accomplished and

1 would never transcend the gates of the INEMs.

These institutions did not have either the programs or the continuity that was expected from them. Furthermore, Turbay Ayala's and Betancourt educational plans drifted apart from this trend of technical education. Their terms in office were characterized, from the financial point of view, by chaotic educational development.

Public spending on education was planned in June 1983 so that at the beginning of 1985 all first- and second-grade teachers would have their teachers' manuals. But after the meeting on the Ministry's debt to the Caja de Prevision Nacional (organization in charge to pay the social insurances, and health services), the original plans were changed. There were sharp cutbacks in funds for teacher training, books for classrooms and theoretical booklets. There are people who have registered for teacher training programs and who only receive a sealed package of instructions.<sup>12</sup>

Nevertheless, the most acute drawback was the lack of participation of the community in the curriculum reform. There was no consultation about its design or introduction.

The National Federation of Teachers and Educators and the local trade unions which represent the teachers of the country were never sent any document or project consulting them about the reform. This does not mean, however, that the reform was bad, but such changes, in view of their importance for the whole society, require a wide-scale participation by all segments of the

I population.<sup>31</sup>

President Virgilio Barco in his understanding of this problem and despite his bias towards the technical trend did not hesitate to provide the reform with a facade that created the illusion of community concern. Hence the name of Education and Cultural National Action (ANEC). He stated:

We have to devote all the resources and means of society from the local to broader levels to make of education a social endeavor calling for the active and resolute participation of all the citizens. One of the five basic points of the strategy to fight against absolute poverty is the eradication of illiteracy and the improvement of the quality of education by attracting the people and implementing the programs and measures required to attain this goal<sup>34</sup>.

In a certain sense the current education policy of the Colombian government combines the two trends that have marked our history: on the one hand concern over the social problems of education and on the other a bias towards the trend of technology in education.

All the education measures and programs are part of the already mentioned ANEC, the great strategy that according to the government will provide the basis for a new social order.

This strategy is part of all the actions promoted by the government to further its plans of social and economic development:

- Programs for handicapped and crippled children and adults,
- Program of rural development,
- Program to eradicate poverty.

According to the government arguments, one of the ways of

fighting against this social illness is to fight what is known here as "the intellectual poverty" that is illiteracy, which actually affects about 14 million people in Colombia.

For the specific case of the current automatic promotion in primary school - which is the main program of the current education policy - the most important general objective has been defined as follows:

The universality of basic primary education is the chief front in the fight against illiteracy and absolute poverty. It will be possible to reduce the high poverty levels only if and when all citizens have the right to have an education, if the level of education is improved, and if we make of education an efficient and comprehensive system.<sup>35</sup>

The most specific objectives of the automatic promotion policy include:

- Improve the quality of the education,
- Reduce the number of drop-outs from schools,
- Change the conceptions of students' performance and assessment
- Introduce new changes at a curricular level in content, methodology, motivation policies and at an organizational curricular level,
- Offer more possibilities to the young and adults outside of the school system, and the youth who have not had access to education,
- Make of the local school a cultural and regional center,
- Change the attitude, psychology and role of the educational community.<sup>36</sup>

President Barco and his aides, defining this administration's policy on education, affirm that

...education will be greatly significant for the development of the country when and if it has the necessary qualities to meet the needs and expectation of society; when it sets a balance between human, social, economic values and professional training and when it starts to raise living-standards and contribute to social welfare<sup>37</sup>.

### **Automatic Promotion**

With the Decree 1469 on August 3, 1987, the Colombian government made official the obligatory compliancy of automatic promotion by all primary schools. Its main consideration is the improvement and the efficiency of the education system, by reducing the number of drop-outs and of academic failure<sup>38</sup>. This means that all pupils are to be promoted from one grade to another, regardless of accomplishment. It means that it is necessary to get rid of all obstacles to ensure 100% promotion of all the primary school children.

It is expected that automatic promotion would give children the opportunity to advance according to their abilities, without traumatic pressure and the frequent repeating of grades. It would also bring to prominence their interests, achievements, difficulties, and aptitudes, which would make it possible to reduce obstacles and motivate and check the individual process of development.

Automatic promotion is in itself a goal, a policy rather than

a pedagogic practice, a policy to strengthen actions and programs leading to the universalization of basic primary education in order to reinforce actions and programs that help to extend the educational basic level to all the Colombian population.<sup>39</sup>

From the macrosocial point of view, automatic promotion is also a means to fight functional illiteracy. If children do not have the opportunity to develop reading and writing skills and to use basic mathematics, or if having them, they do not have the opportunity of practicing and improving these skills, they soon become illiterates again.

The job of the instructional and administrative staff would be:

- To observe and assess systematically, gradually, and continually the schools' performance throughout the academic year;
- To identify the achievements and difficulties of the students in all aspects: physical, cognitive, moral, social, as well as the development of their abilities and skills;
- To record and analyze the information obtained to make use of it in order to take decisions in the process;
- To foster self-examining by the administrative staff, teachers, parents and children about their participation in and responsibility for the education process.

## Present Situation

The education system has been submitted to frequent and diverse reforms tending to improve its quality and to make the functioning of this service more efficient. There are not defined limits for the different structures that at regional and national levels are in charge of policy formulation, planning, the administration of human, physical, and financial resources, and consequently, supervision and control. This is true, in spite of the creation of the regional mechanisms such as the administrative board of the educational regional funds (FER), the experimental centers, the educational development nucleus, and the education districts.

However, there has been certain progress in the education process in Colombia if we take into account that:

- (1) The seventies saw a new trend in education, which was born in the U.S.A. and copied in Colombia. Its objective was to "technicize" education and to control the country's education system from special institutions.  
(INEM)
- (2) Former President Ayala's administration put a halt to this process by creating education nuclei or cells. He sought to decentralize administration and to give more responsibility to local and regional committees which were unable to cope with the task. This brought about confusion and administrative chaos.

- (3) Reforms in the curriculum only progressed to the second stage of their development. The third stage, implementation, encountered great opposition from the educators and the teaching community, as the introduction of the reforms was considered undemocratic.
- (4) Belisario Betancourt's administration engaged in an illiteracy campaign with programs such as "camina" and the UAD (universidad a distancia) to give different segments of the population better education possibilities. This campaign was considered by many a primarily political or "showcase" program and it failed due mainly to lack of financial means. The existing financial resources were appropriated to solve other major problems --- insurgency, drug trafficking, and tragedies such as earthquakes and the capture of the palace of justice by the M-19 movement who burned the palace, killing several magistrates and some personnel who worked there. Presently the leader of this group presides over the meetings of the elected group reforming our constitution (constituyente). On the other hand, Betancourt's political profile also contributed to financial difficulties as the international community, aware of his socialist-like policies, withdrew support<sup>40</sup>.
- (5) President Virgilio Barco rescued the curriculum reform and placed it within a comprehensive education program, the major element being automatic promotion. This is the



program currently enforced.

We have to say that there has been progress in the education process in Colombia, but it has been irregular because each new president has adhered to a philosophy completely different from that of his predecessors. The development in the education process in Colombia threw light on an already traditional lack of financial means which gets worse as existing means are misused.

Finally, evaluating the Colombian educational changes in the last decade from an objective angle of the effects on the social structure, I agree with the sociologist Gonzalo Catano (1989). He not only analyzes the books of Max Weber, Karl Mannheim, August Comte and the positivists, but he has been in Boyaca, (Colombia) analyzing the rural schools and the experiments on the student movements of the seventies. In the end, he has concluded that Colombian education is in correspondence with the economy and policy and that the sociological problem is not isolated from other aspects of the national reality<sup>41</sup>.

There is still a lot to do in private education, but in the light of the budgets that we have, it is time to attenuate the differences, looking for the democratization of education, with a major involvement of the national government.

It can also be said that the teaching community of our country has always been against the enforcement of technology in education. From this we can conclude that there will always be disagreement between the teaching community and the government due to the transfer of scientific knowledge, particularly the uncritical

imposition of models developed in some industrialized countries and whether or not these are mechanisms for augmenting dependency.

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## CHAPTER III

### SUPERVISION: GENERAL ISSUES

In this chapter we will deal with educational supervision in Colombia, as it is regarded from an overall view.

#### Basic Concepts

Although school supervision has a very specific significance, it is in fact a derivation from the broader function of supervising which in general terms means "to exercise the inspection of a task or work". It is a relatively simple concept, but it certainly acquires different connotations. Business administration is the area in which this concept is more highly developed. According to Gerald Fisch (1984), supervisors are the last hierarchical administrative level in an organization, that is, before the operative work itself.

As manager of operative employees they supervise work that is not complex and that seldom requires decision in policy. Supervisors generally follow specific rules and procedures which allow them to solve daily problems. (Fisch, 1984)

Koontz and O'Donnel (1974) consider that the qualification of a good supervisor should be: desire to administer, intelligence, analytical skill, ability to communicate, and integrity.

Once in the educational field, supervision acquires a special

dimension, although it is not absolutely separated from the basic concept. According to Anne Hicks, school supervision consists of

...the professional direction and assistance given by people with experience in education, whenever and wherever necessary, which tend toward the improvement of the overall teaching-learning situation. (Hicks, 1975)

In other words, school supervision consists of an overview of the whole educational process.

School supervision has elements of a greater importance in the sense that, unlike the supervision performed in a management organization, the individual's learning and fulfillment through the educational process acquires special dimensions. In the case of management organizations, the importance is focused on the results and not necessarily on the individual.

At first, the emphasis was on inspection and there was more interest in the fulfillment of teaching regulations, the conditions of the building, the legal situation of teachers, the observations of dates and terms for school events such as tests, transfers, registration, variations, and student's documentation. (Nerici, 1980)

From this interpretation it developed to another stage which had as objectives the improvement of teaching performance and the improvement and updating of courses for teachers.

Finally we come to the criteria by which supervision becomes independent of inspection, tending to improve not only the teachers' performance, but also the educational process; that is to say, the scope of the supervision is enlarged and all the agents

taking part in the process are included, thus defining a cooperative and democratic profile which in turn will tend toward the development of a creative supervision.<sup>42</sup>

Creative supervision stimulates and guides teachers in a democratic and scientific manner, so that they can obtain professional development and achieve, more and more, the maximum degree of efficiency in the teaching process. It fosters activities for professional improvement and creates an environment of research and stimulus which encourages teachers to improve themselves.

The final phase of school supervision which constitutes essentially the contemporary model, is not a simple evolutionary product. It is also the result of a broad educational process. One of the convictions generated in our contemporary society consists precisely in the assumption that the real purpose of education is to develop creative minds.

In fact, the school supervision is adapted to the new ways of contemporary science, because in order to achieve its broad goals and specifically the one dealing with promotion of the creative attitude, it requires some characteristics, among which we can highlight the following:

- It is justified only in terms of its relation with the teaching and learning situation.
- It presupposes the existence of good relations in the group, as well as communication and leadership, for the existence of a mutual and continuous interaction.

- It should be planned.
- It will focus attention on the foundations of education.
- In addition, it is necessary to adopt democratic characteristics, whereby it will be cooperative, integral, scientific, flexible and permanent.<sup>43</sup>

### Colombian Policies

The present National Educative Plan of President Virgilio Barco Vargas has been developed on modern scientific bases.

The so called "Popular Educational Action" has as its ultimate goal the generation of creative Colombians; this is through

...the implementation of an emergency educational cultural project which starts a sowing of values toward the education of citizens needed in the strengthening of a democratic society, of creative Colombians who exercise freedom in a conscientious and reflexive manner, who use their right to criticize others and themselves, who play a leading role in the development of science and technology, (who are) participants in the shaping of the national identity as of the acknowledgment and enrichment of their history, their values and culture, of Colombians who feel ineluctably committed to build, as of their integral and manual productive activity, a new social order<sup>44</sup>



## System, Structures and Educational Functioning

In spite of the many educational debates in Colombia, and despite the recognition of major shortcomings, the government has made an attempt to maintain a continuous reform and improvement of the system.

The prevailing structure of the Ministry of National Education is the one appearing in Figure 1, which has had modifications of a certain importance with respect to previous models. This is because the government itself recognizes that

...the educational system should face the challenge imposed by the new society, thus becoming an impulse of the change that comes to improve Colombian society, government and democracy, overcoming the bureaucratic structures which tend to preserve, repeat, and reproduce<sup>45</sup>.

The new reforms introduced in the M.E.N. have, from an administrative point of view, these main goals:

- (1) To acknowledge the major educational priorities and to determine the most effective strategies,
- (2) To improve competence in dynamic planning in order to achieve the goals and plans for the future,
- (3) To provide the organization with better implementation in order to upgrade the efficiency of the administrative structure,
- (4) To refine the systems of control and feedback of performance.<sup>46</sup>

The previous administrative system was perhaps sufficient for the type of requirements of that time, but when the quantitative

improvement policies were consolidated (before Belisario Betancourt), that is the expansion of the service, the system became insufficient. In addition, the decentralizing policies created organizational confusions which in turn generated deficiency as far as quality control is concerned.

The circumstances were pressing due to the strong impulse the national government was giving to regional autonomy, especially to municipal autonomy, which in fact made an impact on the organization and the administrative process and the financing of the educational service.

Therefore, it was necessary to clarify the relationship between the M.E.N. and the so called territorial organizations - departments, municipalities and districts, as follows:

M.E.N.: It would be the organization in charge of defining the national policies in education, technology, culture, sports and recreation. It would be consolidated as the governing, planning, coordinating and evaluating organization.

Territorial Organizations: They would be in charge of administering and providing educational service in a direct manner of strictly operational aspects: to provide the service to administer official schools, to direct and administer the personnel, to process licenses and authorizations for schools, as well as supervision.

The problem then was to respond to the need of improvement, decentralization and foresight, specifically placing emphasis on the following:

- Creation of the office of teaching secretary, whose functions would be the general direction of the curriculum and of teaching,

- Creation of new directorates: General Directorate of Teaching Career and General Directorate of Regional Education Planning and Coordination. The Division of Assistance and Internal Control for the regional educational inspecting and supervision belongs to the latter.

In general terms, the national government states that these changes will not imply an increase of personnel but a relocation of the present personnel which offsets any criticism about possible bureaucratic purposes by the government.

The curriculum reform of 1977 and the legal framework of 1984 and 1985 were used as a foundation for the final education improvement or, at least, as a guarantee for that purpose.

The curricular renovation, from the present perspective, has the following foundations:

**Philosophical:** The interpretation of a person as a social, cultural transcendent being, and of society as an organization considered from a democratic perspective.

**Sociological:** Education as a social phenomenon, an agent and product of society which implies the analysis of the elements of the national identity.

**Psychological:** The approach to man as a being undergoing a permanent process of maturation and development at a cognitive, socio-affective and psychomotor level.

**Teaching:** As per the Active School, understanding that only the immediate contact with experience allows the student to transcend, in the cognitive order, from concrete aspects to more abstract concepts; in the moral order, from the observance of the norms due to consideration for authority to the observance of norms because of comprehension and conviction.<sup>47</sup>

Under the latter foundation, the Curricular Renovation raises the possibility of leaving behind in a definitive manner the behavioral concepts involved in our educational system.

Automatic Promotion, as a strategy derived from the curriculum renovation, provides the basic primary students with the opportunity to advance according to their skills, with no traumatic pressures or frustrations for "failing the (school) year" but with a permanent and systematic follow-up of their activities, achievements, difficulties, interests and capacities which permit them to overcome obstacles, stimulate and direct their development process.

Automatic promotion will affect the quality of education because it is without doubt that the child enters school to advance in his integral development as a person and therefore it is necessary to ensure that his motivation improves as he becomes conscious that his learning and progress are valuable by themselves and not because of the threat of getting bad grades or "failing the year". Likewise, the need to develop a continuous evaluation of the student will have repercussions for better teaching, provided that the process be developed in conformity with the policies established by the national government.

School supervision has developed as any other social phenomenon. In addition, this activity has evolved in Colombia, through all the phases involved in the process, from the interpretation of supervision as mere inspection to its present advisory status.

In fact, until 1936, school supervision in Colombia was limited to inspection for watching and strictly controlling the progress of the institution in both levels, with emphasis on

regulation, teaching guidance by local inspectors, demonstrations by inspectors and unexpected periodic visits.

Between 1936 and 1949, the nature of school supervision program changed in the sense that supervisors were after the "improvement of education in all levels." However, they still made reference to the emphasis on technical supervision, that is, the criteria of inspection of the teaching at school and in the classroom were maintained.

Between 1950 and 1969, a considerable change occurred, for school supervision was provided with more teaching characteristics and responsibility, with the capacity to take part in educational direction, thus establishing responsibilities shared with directors of public and private schools. Similarly, the objectives and the nature of the supervision programs were defined as follows:

" Improvement of education in all levels. Emphasis on centralized programs. Basic cycle, cooperative studies development of the study plan; participation of national and international organizations to improve the teachers' education and professional level. Introduction to the concept of "planning of education". <sup>48</sup>

However, this evolution was basically theoretical since in fact the inspection continued being exercised in a traditional manner, especially when the design for the improvement in the quality of education within the technical line was introduced (1976-1977). When the M.E.N. expounded various teaching alternatives and as a result of the teachers' general rejection of the introduction of the behavioral teaching, "the strictness of some supervisors who forced teachers to adjust themselves in detail

to one of the alternatives" was demonstrated. <sup>49</sup>

Finally, after the difficult process of transforming and updating the educational system in Colombia, a control structure has theoretically been prepared, in which the key element - the educational supervisor - has come to adopt a responsibility of direction rather than inspection. The new Law on Automatic Promotion states this in a very clear way: The supervision shall focus attention on an evaluation which is implemented in accordance with the policies and norms that govern education.<sup>50</sup>

Educational supervision is officially framed under the label of the division of assistance and internal control for the Regional Educational Inspection and Supervision, as a response to decentralization. In Law 24 of 1988, the responsibilities of supervisors are:

- (a) To ensure that the criteria and standards for the approval of schools within the scope of supervision and inspection performed by the territorial organizations are observed.
- (b) To supervise the development of the contracts, signed between the Ministry of Education and the territorial organizations, which are scheduled to render all the educational services.
- (c) To establish methodologies of audit for the performance of each level of the regional organization to render the educational services, by which the results expected for each level of the regional organization can be specified, the criteria and indicators of evaluation or the performance can be defined, and comparable standards of performance can be selected.
- (d) To assist the territorial organizations in the fulfillment of their responsibility for the administration and supervision of educational programs, trying to combine the supervision process with the teaching assistance process and the administrative organization.<sup>51</sup>

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## CHAPTER IV

### SUPERVISION: SPECIFIC ISSUES

In the previous chapter it was observed that although supervision in Colombia has always been in compliance with changing national educational policies, it is undeniable that the tendency is toward the contemporary approaches of supervision as a function that emphasizes assistance and general guidance.

However, inside the educational supervision in Colombia there are problems which, in the opinion of many people, have not been solved and therefore there is no guarantee that the transforming process will improve the function of supervision in the Colombian educational sector in general.

In this chapter we will consider this problem, without underestimating the importance of the Colombian context, which was analyzed in the first chapter.

#### Major Participants

In order to be able to identify a problem within the scope of supervision, it should be understood that supervision is, in effect, a linking between the teaching-administrative macro-structure and the execution of the educational policies. Therefore, it is necessary to examine at first the participation of the various agents in the educational context.



## Teachers

Although Colombian teachers form a guild and are unionized thus constituting an important pressure group at a political, economic and socio-cultural level, they constitute an amorphous group as far as individual characteristics are concerned. Nevertheless, it is possible to detect several important subgroups:

(a) In terms of the ideological political identification:

Leftists: This is a very important subgroup that normally questions every governmental initiative or policy. In their conviction and philosophy they are staunch enemies of the technological system introduced in Colombian education, according to their opinion, by American Imperialism in order to avoid the critical and creative spirit of our generations, thus preventing them from considering the economic and political reality of the country. They are mainly distributed through the public sector in which, in spite of governmental provisions, they try to arouse nonconformism and aggressive policy in the student.

It is evident that this subgroup constitutes an important pressure factor in the country, which is related to union members, left-wing political parties, and even subversion.

Rightists: This group constitutes a totally opposed subgroup. They support the educational technology, the directed teaching and research and rigid discipline.

They reject outright the materialist concepts in education, or at least they accept them with considerable adaptations, and they consider the appearance of the "perestroika" and "Glasnost" in the Soviet Union as the end of the socialist movements. Most rightists are found in military-type private schools, as well as in religious and conservative schools.

Moderates: Although they do not support the presence of politics in education, they accept the different socialist or technological theories as real intellectual facts which should be explained to the students. They pursue the democratic ideal, and in general they are moderate teachers.

(b) In reference to the type of institutional support:

Lack of resources: This is typical of the educational context of the public sector. These teachers often work without enough resources, and their salary is generally paid long after they should have received it. They are generally heading for strikes at a national scale when the situation is extremely critical - they even spend three months without receiving their salary.

Obviously the government's budget and that of the other territorial organizations - departments, municipalities - is not generous. Rural educational institutions fall into this group.

Limited support: This takes place in private institutions in which particular owners do not have enough resources or they have the economic policy of reducing down expenses as much as possible. In this restricted context teachers limit themselves to strictly the job they were hired for: teaching. They do not commit themselves to orientation and development tasks in other areas of service: recreation, sports, and extracurricular research. In case some of these services are provided, they would do it as something personal or in an informal manner.

Absolute support: These institutions do not spare any efforts or money to render the educational service in an efficient manner, knowing that it is always performed under the efficient control of budget design and execution. Teachers here have the possibility, and in many cases the obligation, of providing their students with complementary services, orienting them in an integral way and developing social and cultural activities. This situation basically occurs in private schools with economic power, principally available to the upper class; many of these schools are under the control of the Catholic Church. (Quiceno, 1988)

In this classification we find the main problem of educational supervision in Colombia: the difference between the wealthy private sector and the poor public

sector. Leftists believe that the problem is originated by the government itself as a representative of the dominating economic and social classes; they also think that the "educational business" is in the hands of such classes and that their intent is to let the public sector deteriorate gradually so as to be unable to compete with the private sector.

### Students

Students are the users of the education system, and despite the differences inherent in each region or country, in general they exhibit an essentially similar behavior.

This similarity does not occur in teachers and other agents taking part in the educational process because the institutional and economic context has a significant impact on them. In the case of students, without considering their socio-economic status and their personality and attitude towards teaching, we always find the implicit expectation of the obligation to learn in the formal context inherent in the schools and in the university.

In the first year of school, it is likely that the first relations with classmates are less important to determine conduct than the influence of the teacher.

The influence of contemporaries becomes more important as children grow up and maintain more stable and closer relationships with others of their own age<sup>52</sup>.

Gradually, permanent relationships among children of similar

age become more formal. During the first years of mid-childhood the informal groups made up by the children themselves tend to prevail and the child usually makes reference to his own "gang". Later, between 10 and 14 years of age, the groups of children become more structured and cohesive. At this time, formal organizations - clubs and associations of youths, - become more important.

Then the child's socialization starts increasing because of the school context. Consequently, supervision as considered formally takes place for children and young people as an additional activity. The applications of governmental policies are not significant for students; children and young people adapt, almost spontaneously, to simple innovations which occur in a very external manner.

Although specialists make the attempt to design new and sophisticated educational systems, the effectiveness or lack of effectiveness of which can be determined whether a priori or a posteriori, the school will not ever be considered as a simple formal teaching center. On the contrary, it will have to be considered, first of all, as a context generating interpersonal socializing relationships. Even in the institutions of a major disciplinary control, as in military-type schools, there is a tendency on the students' part toward socialization as well as toward learning or personal education. In the book La ciudad y los perros, written by Mario Vargas Llosa,<sup>53</sup> this point is exemplified in an irrefutable manner.

The differences that can typify the Colombian student would be provided by the particular dispositions he adopts when he faces the need to accept the institutional formality. Generally, in Colombia, this process is developed slowly, but it ends up being relatively satisfactory in the final result. A social factor having an influence on this aspect is the almost total absence of distracting agents in the Colombian educational context.

Drugs, prostitution, homosexuality, and delinquency are phenomena which, unlike the school situation in industrialized countries, do not have much acceptance in our schools, not only due to the rigid institutional opposition, but also because of social rejection. In our country, even among lower social classes, the drug addict is rejected and socially isolated.

This situation is well known among almost all Colombians, although in foreign countries the existing tendency is to associate drug production with drug consumption, thus giving Colombians the role of consumers. Although it is true that there has been certain increase in drug addiction and in its byproducts (prostitution and delinquency) in Bogotá and Medellín, in general our society has assumed a relatively healthy attitude as compared to that of big cities in other countries. In our country there are no places exclusively dedicated to drug consumption without the authorities' intervention. For instance, in a rock concert the police are present taking control of the situation and penalizing those who consume or possess drugs.

These characteristics are of vital importance in our

I environment since they presuppose a better form of the students' concentration on education, and this is in fact achieved despite the lack of resources. In other words, the average student in Colombia takes advantage of what there is readily available, especially in the last years of high school and university. The great limitation consists of the social, economic and political projection. For this he is not as a general rule prepared by the educational institution.

#### **Assistant Personnel**

Only in the past few years have psychologists, social workers, and other professionals appeared in the educational sector, especially in the private educational sector. In private schools the psychologist tends to perform concrete activities which range from the selection of applicants from the lower levels to the attention of individual cases. This rapid development of psychological assistance in private schools, however, is due to the availability of professionals in this field. Because of little demand in the labor market for their services they have become active in schools. Similarly, social workers, who so far have been successful basically in the health sector and particularly with governmental institutions, have become active in schools and universities as well.

#### **Directors**

In the private sector the directors of schools are the owners

of such institutions. Therefore, education is a private activity to obtain profit and the various institutional processes are steered, directly or indirectly, toward economic profitability. Since the classic criteria of business administration in Colombia still exist at a management level in education (Mendoza, 1985), the development strategy of which tends to cost reduction, teaching quality is a criterion which is only considered as a priority in schools affiliated to corporations of great financial support - ecclesiastical institutions and organizations of great prestige.

In the public sector the situation is different in the sense that school directors are placed in different schools based on the bureaucratic - political apparatus, which does not always follow technical and ethical patterns. However, since education in Colombia is also a service provided by the government, the economic criterion also prevails inside the government when making a budget, deflecting these resources to other areas and subjecting factors like the payment, stimulus, and quality of teachers to political interests. The advantages that the quality of the public employee gives to this system obstructs the implementation of uniform policies in public institutions.

### Parents

In the private sector parents constitute a pressure factor inside the institutions. This happens because they are the users who pay for a service and also will bring benefit or detriment to the image of the school. However, the situation changes a little



in the case of institutions of great prestige.

The upper-class parents who will demand adequate attention to their children will understand that if their demands from the school are considered excessive, the directors of the school, may cancel their children's registration. It is a balance of powers to which parents and directors adhere.

In the public sector the situation is very different. Parents do not exert much pressure because of their social-economic situation; they are often not considered or taken into account in political decisions.

### Community

In terms of the control of teaching quality, the organization that is most theoretically authorized to represent the community is the press. In industrialized countries the press exerts much pressure. Unfortunately, in our country the press does not have this power.

Recently a spectacular case took place in Barranquilla. A homosexual with an obsessional attitude broke into a private school, killed a student whom he pursued, and committed suicide. This homosexual, who did not have anything to do with the school, managed to walk into the institution to commit the murder. From a legal point of view an action should be brought against this institution because it did not fulfill its responsibility as expected. However, besides the news and the speculations about the possible causes and consequences, nothing was done against the

institution, not even direct references to the responsibility appeared in the newspapers. This example shows not only the limited power of the press but also the respect toward the private institutions.

Therefore, it is true that the community is totally unprotected as far as the right to demand a service of a much better quality is concerned. In private schools this phenomenon is regarded basically as marketing: the preservation of the institutional image through suppressing the complaint: in public schools this is achieved by ignoring the popular classes.

#### **Relationship among the Agents and Consequences**

In the present government policy and especially in relation to automatic promotion, the student's integral evaluation focuses emphasis on the participation of the student and that of the different agents.

Since the systems to evaluate school performance have changed, the teacher will necessarily have to be assisted by professionals who can favor this total view. The psychologist is the most qualified person for these purposes. Nevertheless, directors, parents and the community may participate (Paternostro, 1988).

The idea is that through the process of the student's integral evaluation it is necessary to establish additional reference patterns - not merely the school performance - in order to follow guidance or remedial programs.

For this purpose the psychologist will establish a link

between the teachers and parents (Paternostro, 1988) because due to the nature of this profession he might be able to have a much better insight into the family context, thus contributing additional criteria to the evaluation.

According to this theoretical presumption these four important agents may be closely related to one another: students, teachers, assisting personnel, and parents. The directors will establish the formal channel so that the relation can be functional and does not interfere with the development of the individual activities. The community, in turn, and basically the parents, would be more acquainted with what happens in the institutions.

However, the level of results obtained so far is not yet the one that supposedly was to be achieved.

The assisting personnel already defined long before in the structure of many institutions, especially in private schools, are presently working as they used to do before the appearance of the regulation. In general, teachers prefer to continue applying their systems, although they are adapted to the demands in a moderate manner. This happens because the typical Colombian teacher - regardless of the different categories - has the tendency to be autonomous in his class. This characteristic is also reflected in the attitude toward the students: the teacher is the one who knows and the students are those who learn.

The socialist and humanist approaches (Suchodolosky, 1966) have one aspect of their educational theories: The teacher should have an open-minded attitude toward the students, accepting the

possibility that in a given moment the student can teach the teacher. Based on this the master-teacher centred class would disappear (Bel, 1978) because up to a certain extent it is a dictatorial style which does not admit proposals additional to the ones the teacher establishes with his students.

In this context of independence, the proposal of an assistance to the teacher in the integral evaluation of the student is in fact incongruous. First of all, the assistant (the psychologist) does not possess enough authority in the hierarchic structure of the institutions to take part in this process as the teachers do. The psychologist's job is limited to the mere submission of reports and the teacher will be able to decide whether or not such reports are to be considered.

Therefore, the first stage of the theoretically proposed relation does not exist and consequently the others do not exist either, or at least they are imperfectly executed.

The directors in turn try to adapt themselves to the official rules or regulations as well as to the budgetary interests or needs.

Parents are not always interested in participating in such a complex context. The lack of cohesion among them through demands based on the community makes the presentation of recommendations something useless. Knowing this, they do not make an effort to make a positive contribution. They do not even commit themselves to be involved in something so direct as evaluation. They may think that this responsibility falls into the scope of work of

schools and universities.

### Consequences

Given this situation, we can conclude that, as far as the interactions of the agents are functional, the results will appear in two ways: in a short term or in a long term.

Considering the lack of results expected by planning concerning the involvement of the agents in the educational activity, either through automatic promotion or through any other policy with similar purposes, the prospects of education would not be the best.

The idea that the student can become a cultural, social, political, and economic agent that transfers the contribution of the educational sector to the community will continue being controlled by formal procedures. The community and its representatives have not understood nor has their attention been called to the role they should play in the formation of the new generations. The supposed ideas of relationships between the institutions and the community are just abstract; they can even be adapted to the previous traditional procedures or policies. The involvement with the community can be easily interpreted as a simple continuation of the procedure of the traditional parents-teachers meetings in Colombia.

In a short term, that is, when the present presidential period (Virgilio Barco Vargas: 1990) comes to an end and a new four-year period begins (Cesar Gaviria, 7 August 1990), the situation in

education will basically continue the same with slight modifications. There will not be a collective compromise with the new generations; the development of technology, administration and teaching will receive new contributions, but this will be all. There will not be a real significance as far as the generational change is concerned.

Considering the future events and under the uncertainty generated by the present lack of political stability of our country, education will have to adhere to the needs of the country, not taking into account impossible ideas or procedures which cannot be developed but providing the required manpower. The same system, considering its limited results, will demand new contributions. In fact, there are some inclinations in this direction, but there is still a lot to be done.

### Control

There are at least four functions of administration. The first one is planning, the second is organization, the third is control, the fourth and last function is the execution (Terry, 1974). Some authors include a fifth function which is coordination (Newman, 1975).

It is convenient to make a clarification because when talking about the educational sector we make reference to a determined organization which, in Colombia has as its head the Ministry of Education. Despite the social, economic, political, and cultural implications of this service, it is necessary to recognize that the

sector is a microcompany and consequently it also responds to the application of the administrative principles and functions or process.

Considered from this point of view supervision is in fact the last administrative level in which this area is linked with that of operations. The teaching institutions are therefore the operative area.

Through supervision, the administrative part looks for the control of the other activities or operations within well defined policies.

### **Available Resources**

Presently supervision is performed at three administrative levels: National, Sectional (departments, intendencies) and local. The national supervisors depend on the Ministry of National Education. The number of primary school inspectors in charge of supervising is 407; of these, 40 depend on the Ministry of Education and 367 depend on the Secretariats of Education of the departments.

The ratio is 247 teachers per supervisor. This ratio is increased in some departments due to the dispersed distribution.

The special District of Bogota and the departments of Antioquia and Valle have an acceptable organization of supervision and a relatively adequate number of inspectors.

In high school the problem is deeper since there are only 92 supervisors for a total of 58,092 teachers, 30 of these inspectors

are national and 62, departmental. The ratio reaches 631 teachers per supervisor.<sup>4</sup>

High school supervision also lacks a functional organization by groups and work plans. The sectional supervisors depend on the Secretariats of Education; their functions have the double condition of being technical and administrative and they perform them in school zones in which several municipalities are integrated.

The local supervisors depend on the Secretariats of Education and their work center is the respective municipality. In general, they are appointed with different names: school inspectors, heads of group, school directors or coordinators. In some cases they are in charge of a class but in general terms they devote their time to the activities of supervision and school control.

The supervisor's role is still obscure. Paternalism and the tendency to keep too much power in administrative affairs still exist. The supervisor goes to the institutions when there is a conflict and his work is to be therapeutic rather than preventive. His role of assistance is still far away for a high percentage of the system, even though recent provisions tend to reinforce it.

In short, we can say that in theory there are many norms and regulations which are not put into practice in most cases (see annex 1).

Until the new regulations of President Virgilo Barco, supervision was limited to the control of the fulfillment of the norms by educational supervision (see Chapter Two). President



Barco's policy seemed to favor supervision, not exactly from the point of view of control, but as assistance and guidance.

### Interest of the President

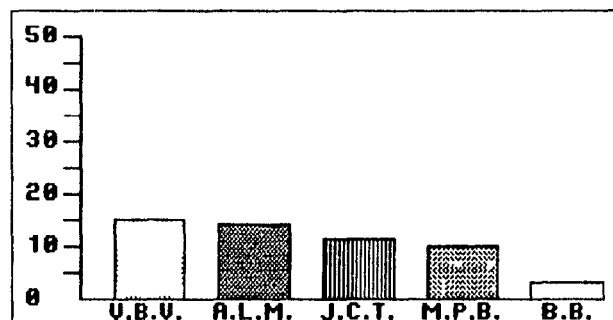
Concerning this issue, the first question of the survey allowed us to observe, however, that the supervisors are not in full agreement with this hypothesis (see Table 1).

**Note:** In all figures frequency is represented in the vertical bar

TABLE 1 (Question # 1)		
PRESIDENTS WHO SHOWED MOST INTEREST IN EDUCATIONAL SUPERVISION		
Presidents	Frequency #	%
Virgilio Barco Vargas	15	28
Alfonso Lopez Michelsen	14	26
Julio Cesar Turbay Ayala	11	21
Misael Pastrana Borrero	10	19
Belisario Betancourt C.	03	06
TOTAL	53	100

FIGURE 1 FREQUENCY

PRESIDENT WHO SHOWED MOST INTEREST TO THE  
EDUCATIONAL SUPERVISION



While 28 say that President Barco is the one who has contributed more to supervision, a similar percentage, 26% refer to Alfonso Lopez Michelsen, 21% mention Julio Cesar Turbay Ayala and 19 mention Misael Pastrana Borrero.

This lack of uniformity shows, besides varied interpretations of the reality, that for many respondents supervision has not been improved when Virgilio Barco attempted to transform the function of control to assistance and guidance.

Through a deeper analysis we can come to the conclusion that the supervisor in Colombia has an individual characteristic similar to that of the average teacher, in the sense that he wants to continue having a status similar to that of the past. Unlike the teacher who would not like to be assisted in the evaluation of his students, the supervisor may dislike assisting the teachers and the institutions in general. Obviously they are different roles which, despite the updating of this area would not have major advantages for them.

However, in real life it is true that the contemporary tendency in the administrative field in general, and not only in the educational context, is toward the change or transformation of the supervisor. Following the new successful design of the contemporary management strategies, globalization\* (Gutierrez Marulanda, 1989) which is a system applied by the Japanese, the inside of the organization will have to change in this respect.

Table 2 shows that 87% of those supervisors surveyed consider

that the government policies have certainly had an impact on educational supervision. Although it is logical to suppose that every policy issued by the Minister of Education has an impact on its dependent organizations, 13% of the supervisors stated that the mentioned policies have not had an impact on educational supervision in Colombia.

TABLE 2 (Question # 2)		
Government Policies had an effect on supervision		
Incidences	Frequency #	Participation %
YES	45	87
NO	08	13
TOTAL	53	100

FIGURE 2  
REASONS OF INCIDENCE OF THE GOVERNMENT POLICIES  
EFFECT ON SUPERVISION

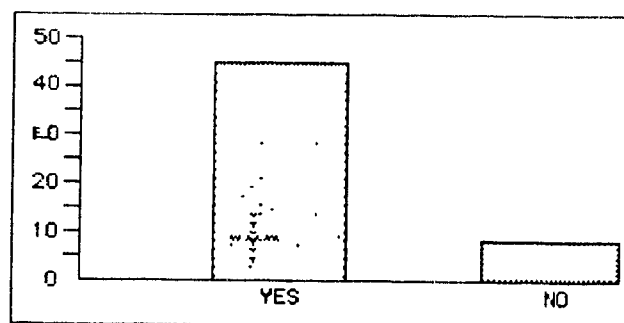


TABLE 2.1 (Question # 2)

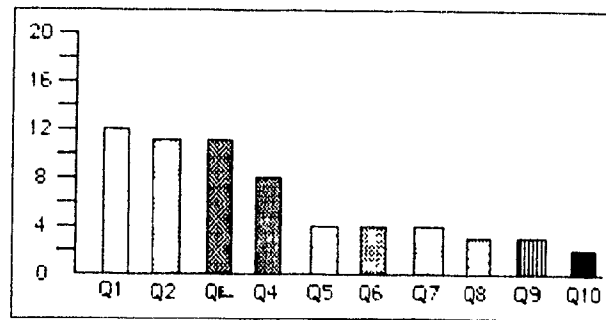
Influence of Governmental Policies on  
Educational supervision

Reasons	Conventions
on the political contribution	Q1
The "nuclearization" policy has lessened the importance of supervision	Q2
No answer	Q3
The supervisor has lost importance	Q4
The educational structure does not correspond to the M.E.N.	Q5
The creation of C.E.P.S. and the educational map program	Q6
Decentralization	Q7
Traffic of influences	Q8
Increase of functions	Q9
Salary decrease	Q10

Reasons	Frequency #	Participation %
1 "election"	12	19
2 "Nuclearization"	11	18
3 "No answer"	11	18
4 "Lost"	08	13
5 "Correspondence"	04	06
6 "Map"	04	06
7 "Decentralization"	04	06
8 "Influence"	03	05
9 "Increase"	03	05
10 "Salary"	02	04
Total	62	100

FIGURE 2.1  
INFLUENCE OF GOVERNMENT POLICIES ON EDUCATIONAL  
SUPERVISION



Twenty percent of respondents said that the influence of government policy on supervision was related to political contribution.

In some departments of Colombia public positions are given to those who supported winning candidates in elections. This design becomes self-perpetuating because the employee who was favored with such a reward will have to obtain the number of votes established for the next elections; if he cannot gather the assigned amount of votes, he will be jobless because the control of the public posts is directly exerted by different political leaders who distribute the influence zones among themselves.

The supervisors, like everyone pertaining to the official sector, belong to this circle, and therefore they are selected, promoted or fired based on their electoral-political contribution.

It occurs despite the fact that they form a guild, and they are organized and their qualifications are theoretically supported by a resume (curriculum vitae). Other surveyed supervisors (18%) consider that the "nuclearization" policy according to Decree 086 of 1969 has reduced the traditional significance of supervision. It

intended to expand the coverage of the education service, to upgrade the quality of education, to rationalize the administration and to integrate the state services in local areas. This system was imposed under the presidency of Julio Cesar Ayala in the development of his administrative decentralization policies at all levels.

Although the supervisor in the present hierarchic scale becomes an assistant orientator rather than a controller, this does not acquire a totally administrative quality, as in the case of the head of the nucleus. However, the lack of uniformity in the educational policies has generated the duality of functions between both parts.

As a logical result from these policies a duality of functions between supervision and administration has been generated.

Another important group of supervisors, (13%), consider that supervision has lost functions; in this case we do not refer to the conflict existing with the nucleus head. It is the direct assistance-orientation function which they consider a deterioration of the quality of supervisors as controllers.

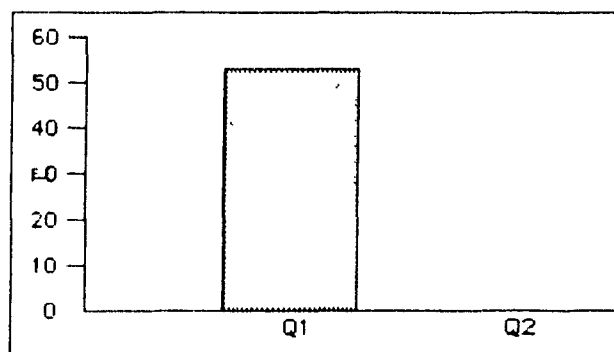
The addition of the main percentage amounts to a total of 50%, which is a figure that represents a negative attitude toward the governmental policies, which normally have a negative impact.

of those surveyed consider that the supervision is completely indispensable because it is the function in charge of inspecting the quality and efficiency of education and the application of the educational policies.

The two groups, namely supervisor and the head of the nuclei form 62 of the respective table, thus becoming the group of major significance and importance.

TABLE 3 (Question # 3)		
Indispensability of the Educational supervisor in our Colombian system		
Options	Frequency #	Participation
Totally indispensable	53	100
Not totally indispensable	0	0
Total	53	100

FIGURE 3  
INDISPENSABILITY OF THE EDUCATIONAL SUPERVISOR  
IN OUR COLOMBIAN SYSTEM



**Supervision as Essential Element in the Colombian Education**

Asking a doctor, a psychologist, a paramedic, or a public employee if their activities are indispensable would be a waste of time. Many groups believe their work is indispensable. The same would happen to the supervisors and it is certainly shown this way in Table 3. All of them stated that supervision is absolutely indispensable in our educational system.

My question, however, had two purposes: (a) to make clear that none of the supervisors foresees or expects the elimination of this function; and (b) to favor the methodological sequence of the investigation to be able to know the reasons why the surveyed supervisors gave a particular opinion.

Table 4 registers three reasons which are as follows: 43% think that supervision is the foundation of our educational system in assistance and technical-pedagogical control. This is true from



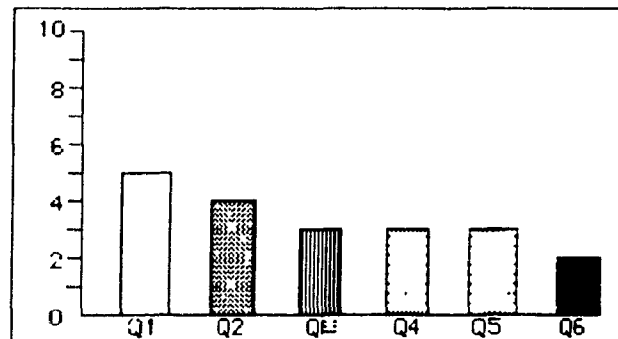
the point of view of the present design - as far as control is concerned - but not under the future design which at the moment seems to prevail - that of the assistance.

TABLE 4 (Question # 3)

Reasons for indispensability of educational supervision in the Colombian system

Reasons	Convention	
It is the base of our educational system	"Base"	
It is the institution in charge of inspecting the quality and efficiency of education and application of educational policies	"Institution"	
It generates basic changes in every educational system	"Changes"	
It is an institutional service that stimulates and obtains the participation of the numbers of community in general	"Service"	
Without supervision the teaching does not improve	"Improvement"	
It is the most important aspect in modern administration because it has its own role, control and inspection	"Important"	
It is an audit system	"System"	
No information	"No informa."	
Reasons	Frequency #	Participation
1 Base	23	43
2 Institution	10	19
3 Change	05	09
4 Service	04	07
5 Improvement	03	06
6 Important	03	06
7 System	03	06
8 No informa.	02	04
Total	53	100

FIGURE 4  
REASONS FOR INDISPENSABILITY OF EDUCATIONAL  
SUPERVISION IN COLOMBIAN SYSTEM



**The Evolutionary Process of Supervision Provided by the Supervisors**

Table 5 shows that for 77% of the supervisors, supervision has certainly evolved in a positive manner in Colombia. The remaining 23% have an opposite idea. This result is apparently inconsistent with the previous statements on the deterioration of this function. Nevertheless, this is understood as the result of a sort of confusion existing among the supervisors because:

- a) The state process of transforming supervision into an administrative function is interpreted as an imminent possibility of its disappearance;
- b) The state participation in this process as well as in other processes is usually rejected by teachers, supervisors and other educational agents;

c) The national analysis of the changes may originate favorable positions or attitudes. In any event, I cannot hide nor can I modify the data shown by the survey even if they indicate or contain contradictions. All I can do is to try to explain this phenomenon as I have done. Now following the analysis of Table 5, we noted that out of those who respond positively to the evolution, 15 (see Table 6) have as a strong argument for their criteria the development of the training courses that have been provided. Every change of structure in an institution implies the need for information and/or training of its members, which has occurred in Colombia.

The following 14 think that the Colombian educational system has been based mainly on supervision. This answer is somewhat paradoxical because it contradicts the previous opinion of these same supervisors (see Table 2) in the sense that the supervisor has been losing functions in the past years. It is important to keep in mind this contradiction for a later analysis because it reveals disparity of criteria inside the association of supervisors and therefore some disagreement. The characteristics of supervisors are, to a certain degree, similar to the characteristics of the teachers, many of them having been teachers; some are strongly influenced by the leftist groups embedded in the teaching profession.

### Profile of Actual Supervisors' Characteristics

The Colombian supervisors possess typical attitudes toward the educational problem in Colombia.

Although there is a consensus that the supervisor should have been first a teacher, unfortunately in Colombia the ideal may be corrupt due to political interests. The teacher-supervision relationship, as a continuous function, is not as functional as it should be. This is basically true because when the teacher becomes a supervisor, he tends to bring to this level of supervision the same deficiencies that have affected the Colombian educational system. Therefore, the supervisor is expected to carry out the supervision under the democratic criteria and investigative criteria that accompanied him when he was a teacher; he is therefore not expected to know or to be able to adapt himself to an objective conception of what is or should be an efficient teaching practice.

When considering this fact, it is undoubtedly expected to have a confrontation in a tacit or open manner between the supervisor and the teacher. Both possess the expectation of an autonomous action, which excludes each other, though this conflict is in fact solved with the necessary observance of the institutional formality.

Obviously, it will be more complicated to execute the assistance or orientation work because it will imply a closer relationship between the supervisor and the teacher.

The arbitrary appointment of many supervisors appears within the political-electoral context. These supervisors, who are not well prepared to execute their function, try to exert their authority toward the teacher not based on their experience and knowledge but under the protection of the regulations. Many teachers who know their job feel diminished when a supervisor with limited intellectual resources inspects them. This situation then tends to become general and be consolidated in the context of antagonism. Quoting Martinez, Castro and Noguera (1989) I would say that a supervisor should be a virtuous and well prepared person and that if the curriculum is well designed and supervised, then there is no need to hire teachers."

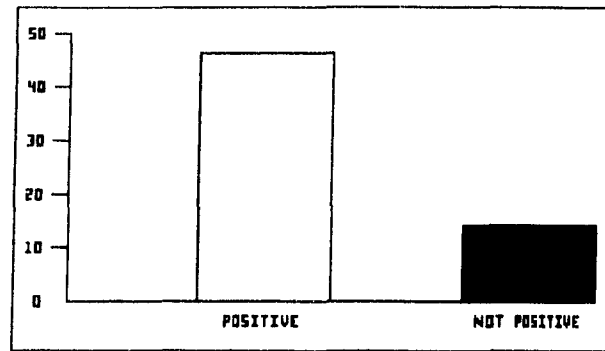
In the next chapter, emphasis will be placed on problems and possible solutions.

TABLE 5 (Question # 4)

Positive evolution of the supervision  
in Colombian during the last decade

Opinions	Frequency #	Participation %
It has evolved positively	46	77
It has not evolved positively	14	23
Total	60	100

FIGURE 5  
POSITIVE EVOLUTION OF THE SUPERVISION IN  
COLOMBIA DURING THE LAST DECADE



#### FOOTNOTES

52. Vargas Llosa, Mario. (1981). La ciudad y los perros. Barcelona, seix Barral, p.394.
53. Velazquez Cook, Alaro. (1979). conferencias, Asobank.
54. Quinceno, C., Humberto. (1988). Pedagogia Catolica? Bogota: foro Nacional.
55. Cortina, Martinez Tobias. Politica en la Nuclearización.
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## CHAPTER V

### ALTERNATIVES FOR A SOLUTION

Since the interpretation of a phenomenon or problem generates diversity of positions according to the individual who perceives and interprets it, the proposals of solution vary as well. In the case of educational supervision and education in general there are different approaches.

TABLE 6 (Question # 4)

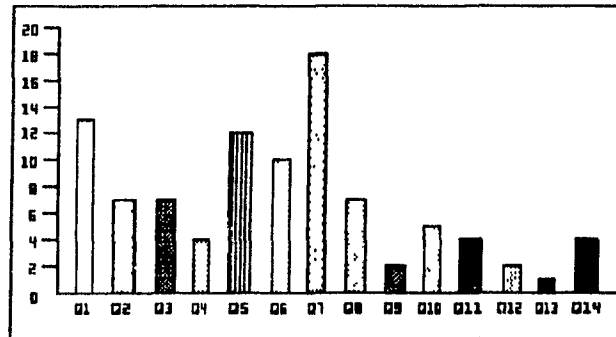
#### Reasons of positive evolutions

Reasons	Frequency #	Participation %
Q1 It is no longer inspection but assistance orientation	13	14
Q2 Major Credibility	07	07
Q3 New functions and responsibilities	07	07
Q4 Technology	04	04
Q5 Update	12	13
Q6 Specialization	10	11
Q7 Training	18	19
Q8 Personal effort rather than official effort	07	07
Q9 Concern or awareness	02	02
Q10 Union position	05	05
Q11 Without information	04	04
Q12 Labor stability	02	02
Q13 Everything evolves	01	01
Q14 The educational system has been based mainly on the supervision	04	04
Total	96	100



FIGURE 6

REASONS OF POSITIVE EVOLUTION OF  
SUPERVISION IN COLOMBIA



On the other hand, I observe two principal proposals around which all the others are grouped. One of them is educational technology, which in essence tries to transform the educational system into a process of high levels of efficiency, as compared to industrial models. The other proposal consists of the major participation of the agents in the contextual problems or the political, economical, social and cultural atmosphere, starting from the teaching stratum, fostering a critical, democratic and teaching spirit.

In Colombia the system is really a hybrid, basically because the foundations of our education system have their origins in educational technology, but the continuous pressures of the movements opposed to this policy which they call "imperialistic domination" have insisted in the adoption of the democratic philosophy in education with relative success.

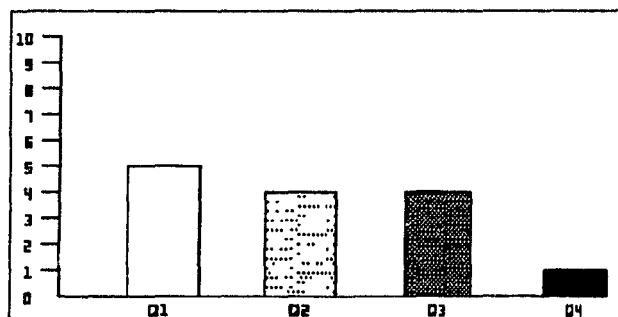
In this new social structure the practice of freedom of thought, experimental research, and critical study which open the door to creativity are inevitable. Education in Colombia seems to develop under this philosophy of democratization, but more in an ideal sense than in practical terms, since the influence of educational technology is still in force in the institutions and particularly in the private sector, in which the criteria of productivity prevail in a significant way.<sup>57</sup>

TABLE 7 (Question # 4)

Reasons for a negative evolution of the educational supervision in Colombia during the last decade

Reasons	Frequency #	Participation %
Q1 Governmental policies change very much	05	36
Q2 Concerning the role as training agent	04	29
Q3 Insufficient information	04	29
Q4 Dualism of functions with microplanning	01	06
Total	14	100

FIGURE 7



### Definition of the Problem

Within this framework of theoretical-institutional contradictions educational supervision develops similarly, assimilating a lot of traumatic situations deriving from such antagonism.

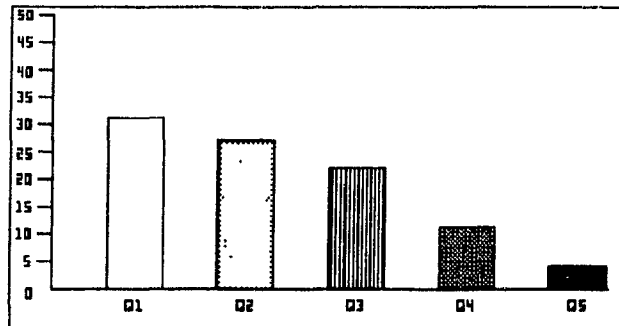
As a matter of fact, it is essential that establishing priorities among the problems pertaining to supervision be considered, keeping in mind that in spite of its relations with the educational system in general terms, its particularities become evident.

TABLE 8 (Question # 5)

Areas of major problems of educational supervision

Areas	Frequency #	Participation %
Q1 Economic	31	33
Q2 Political	27	28
Q3 Educational	22	23
Q4 Social	11	12
Q5 There are not problems	04	04
Total	95	100

FIGURE 8  
AREAS OF MAJOR PROBLEMS OF  
EDUCATIONAL SUPERVISION



In conformity with the supervisors' answers, the main troublesome areas of educational supervision in Colombia (see Table 8) are economic (33%), political (28%), and educational (23%), followed by the social areas (12%) and those who consider that there are no problems (4%). The analyses of the reasons which constitute the foundation of each position are as follows:

#### Economic Problems

According to the data of Table 9, 20% of the supervisors who referred to economic priority state that basically there is a lack of material and human resources and/or that the high cost of living does not make up for the institutional needs. The following 14%, with which we complete the 52% of the answers, affirm that the

economic aspect is fundamental for the good functioning of the whole system regardless of whether or not it belongs to the education area.

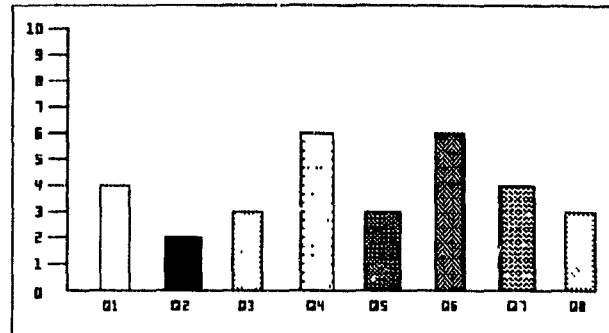
TABLE 9 (Question # 5)

Reasons for main problems of educational supervision in economic areas in Colombia

Reasons	Conventions	
The successful functioning of all systems derives from the economic aspects	Q1	
The lack of economic resources originates change in policies	Q2	
Lack of the elements for the improvement of the teacher's life	Q3	
Lack of material and human resources	Q4	
High cost of living does not make up for institutional needs	Q5	
Not budget	Q6	
Bad use of the budget	Q7	
In some department's there are inadequate economic resources	Q8	
Reasons	Frequency #	Participation
1 Functioning	04	15
2 Economic	02	08
3 Elements	03	11
4 Material	06	10
5 Cost	03	11
6 Not budget	06	20
7 Bad use	04	14
8 Not resources	03	11
Total	31	100

FIGURE 9

REASONS FOR MAIN PROBLEMS OF EDUCATIONAL SUPERVISION  
IN THE ECONOMIC AREAS IN COLOMBIA



In the previous three answers the essence of the problem is contained: the crisis of the economic context: (1) high cost of living, (2) the crisis of governmental institutions in relation to the budgetary factor in order to offer the required technical and human resources, and finally (3) the confirmation that the basis of support of all systems is found in the economic factor.

In the case of the supervisors, the problem is particularly acute with regard to the money needed to cover the expenses produced when the supervisors go to the schools assigned to them. This money is traditionally scarce and should be increased according to the rate of inflation; it also should be given in a punctual manner.

Despite the economic difficulty, it is true that through a better utilization of the scarce resources, it would be feasible to improve the service of supervision thus upgrading its quality. One

of the concrete difficulties is that the geographical areas to be covered are too large for the number of the supervisors available.

This is especially true when they need to go out of the urban areas or capitals of departments, which implies higher expenditures. In effect, the human resources in supervision are scarce when compared with the various institutions to be covered. This means that accurate follow-up cannot be carried out, especially the assistance-orientation which the new government policies imply.

With regard to the technical-pedagogical resources, today we have previously designed instruments which permit the orientation of all the supervisor's action, as in the case of the evaluation resources which are prepared; these are based on indicators of the various components of the school system as well as numerical and conceptual tables. Nevertheless, there are no supervision manuals and school legislation to facilitate the official's work.

### Political Problems

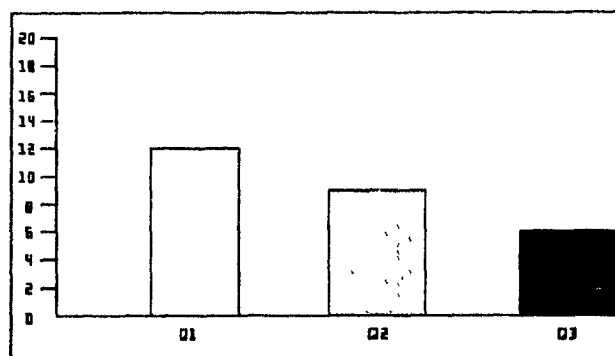
Table 10 shows that 45% of the answers consider that the political factor is a determining one in supervision, education and all the public life of Colombia. The other answers are a derivation of this: interference of the political bosses (33%) and the reaction of "political bosses" that obstruct the technical work (22%).

TABLE 10

## Reasons for main problems of educational supervision in political areas

Reasons	Conventions	
The political factor is determining	Q1	
Inteferences of political bosses	Q2	
The political business obstructs		
The technical activities	Q3	
Reasons	Frequency #	Participation %
Q1	12	45
Q2	09	33
Q3	06	23
Total	27	100

FIGURE 10



It should be asked: Which of the two spheres has a major importance in the problems: economic or political?

We consider that the nonexistence of resources is not always the absolute origin of a problem. But it is a problem when we do not take advantage of what is available, independently of how scarce these resources may be.

Consequently, and since the political aspect has had greater



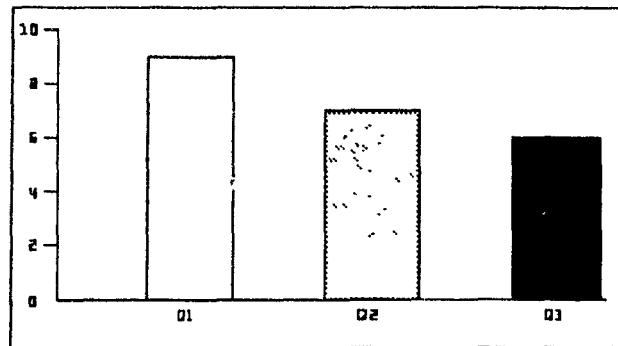
importance on the destination of a given budget, we believe that the political factor is more important than the economic one, not only in supervision or education but also in any human or institutional activity.

In our society the political factor is still more decisive, particularly due to the interference of the so-called political bosses in the decision making, as explained in Chapter 3.

### Educational Problems

TABLE 11		
Reasons for main problems in educational supervision in educational areas		
Reasons	Convencions	
Education is the foundation of everything in life	Q1	
Improper use of the M.E.N. policies	Q2	
There is no evident relationship between the education and the socio-political system	Q3	
Reasons	Frequency #	Participation %
Q1	09	41
Q2	07	32
Q3	06	27
Total	22	100

FIGURE 11



In Table 11 the opinion is expressed that there is a relationship between education and the social-political reality (40.9%). This is an approach typical of all the democratic and socialist theories in education, which is, however, not false; on the contrary, it picks up the essential aspects of the contribution of education to the national reality. If in practice the separation takes place between the two areas, the supervisor will not be able to fulfill his obligations because, as a logical result, it will be difficult for him to obtain a clear and concrete perception of the reality on which he will work.

Considering the three areas discussed, it is possible to conclude that the supervisors in Colombia develop functions that have little effect since they do not have enough resources, due to political factors. This intervention obstructs better use of the resources; this in turn makes it difficult for the official to have a clear understanding of the reality, not only in education but also in the social and political context of the country.

Perspectives of Development under the Present Approach

TABLE 12 (Question # 6)		
Perspectives of supervision in Colombia		
Perspectives	Frequency #	Participation %
Q1 Negative	25	47
Q2 Positive	14	26
Q3 No inform	08	15
Q4 Uncertain	03	06
Q5 Normal	03	06
Total	53	100

FIGURE 12

PERSPECTIVES OF SUPERVISION IN COLOMBIA

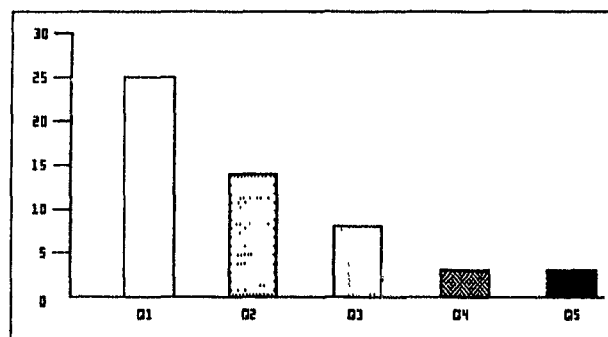


Table 12 shows that 47% of the supervisors surveyed define the perspectives of this activity in Colombia in a negative way. If we add to this percentage the 6% of those who considered that perspectives are uncertain, we obtain a negative total of 53%. This percentage is significant in contrast to those who observe positive perspectives (26%) and those who consider them as normal (6%), excluding the percentage of those who did not express an opinion (15%).

TABLE 13 (Question # 6)

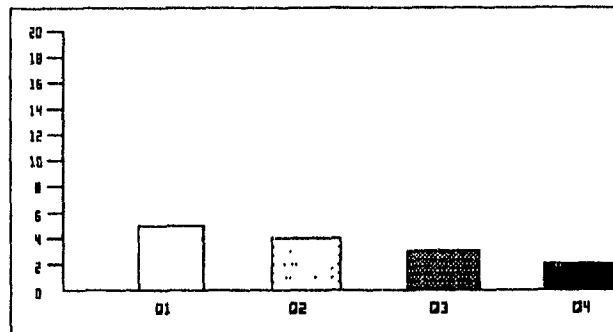
## Reasons for positives perspectives in supervision in Colombia

Reasons	Conventions
People will not be deceived they are well aware	Q1
Unawareness of major preparation	Q2
Non credibility in demonstrating programs	Q3
Stimulus of the ranking scale	Q4

Reasons	Frequency #	Participation %
Q1	05	36
Q2	04	29
Q3	03	21
Q4	02	14
Total	14	100

FIGURE 13



The so-called positive vision is based on reasons (see Table 13) such as major preparation (36%) and more credibility with the possibility to demonstrate his programs (29%).

The reasons for the negative perspectives (see Table 14) are very diverse (13 reasons), but those which stand out are lack of clear policies (15%), the lack of stimuli for the supervisor (11%),

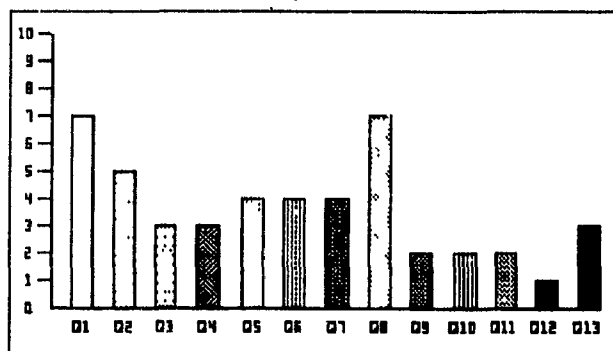
the undervaluing of this job (9%), the possible loss of status (9%), and the supposed tendency toward the disappearance of the supervisor. This set of reasons shows a significant 51%, since 15% of the remaining 49% corresponds to supervisors who did not provide us with the information.

TABLE 14 (Question # 6)

Reasons for negative perspectives  
in educational supervision

Reasons	Frequency #	Participation %
Q1 Lack of clear policies	07	15
Q2 Lack of stimulus for teachers	05	11
Q3 loss of morale	03	06
Q4 Legislative improvisation	03	06
Q5 Supervision has been minimized	04	09
Q6 It will lose status	04	09
Q7 It will tend to disappear	04	09
Q8 No information	07	15
Q9 Need of change	02	04
Q10 Lack of clear functions	02	04
Q11 Surplus personnel	02	04
Q12 Misuse of reforms	01	02
Q13 No guarantee to meet the supervisor's obligations	03	06
Total	47	100

FIGURE 14



It is evident that if we find ourselves in a present situation showing a deficit, with similar background and tradition, in addition to a natural context which is traumatic and chaotic, the perspectives will not be the best, especially if they are established in the form of the one who works in the activity concerned.

However, and as stated in Chapter 3, the process of transformation of the supervisor-inspector into supervisor-assistant does not imply, in an objective manner, a risk for this job or for those who perform it. The fear they have is related to the strong affection for a status or to the understanding he has or the change in policy.

The case of the Colombian superior is very similar but with its own features. Because he may bear the system ill will, which is justified due to the importance of the political factor, he sees in the new government policy the possibility that his functions will be assumed by the head of the nucleus. Under the latter point of view, the supervisor might be right because in any modern organization in which the rationing of resources due to economic reasons prevails, in a situation of ambivalence of functions between two jobs (both performing similar tasks), the most logical step is the suppression of one of the two. In order to make this aspect clearer, I transcribe the following functions of both officials, establishing the difference between Director of the Nucleus and Head of District.

#### **FUNCTIONS OF THE HEAD OF DISTRICT:**

1. To direct and control the application of the national and regional educational development policies.
2. To guide and assist the preparation, execution and evaluation of the work plans of the nuclei.
3. To submit to the secretary of education studies justifying the needs of redistribution and configuration of the nuclei.
4. To update, permanently, the inventory of needs in the District.
5. To schedule the collection, processing and analysis of the information provided by the nuclei and foster their proper utilization.
6. To schedule visits for the authorization of licenses to start the activities and legalize studies for the official and private teaching centers that require this. To provide assistance in related process.
7. To authorize economic resources to cover the expenses incurred by his section of the department and supervise the work of the directors of the nucleus in compliance with the regulations in force.
8. To propose training programs for the teaching and administrative personnel of the district, based on the existing needs.
9. To coordinate the educational development plan of the District with the services offered by other sectors and organizations.
10. To direct and coordinate the process of supervision of the educational programs of the District, which is done with the supervision group.
11. To direct and coordinate the administration of the personnel who work in the District, in accordance with the norms in force, and propose its relocation according to the needs of the nuclei of the Districts.
12. To prepare and submit to the secretariat of education the project of budget of expenses and investments of the district, control its execution and implement the functioning for those activities who require or need this.
13. To process before the secretariat of education the orders of items and supplies required for the District, direct their distribution in the nuclei and control their handling.

14. To foster the activities leading to the active participation of the community in all the nuclei of the District.
15. To schedule the educational services necessary to obtain equality of educational opportunities for the community.
16. To prepare together with the directors of nuclei and the supervisors the educational development plan of the District.

## FUNCTIONS OF THE TEACHING SUPERVISOR

### ORIENTATION

1. To be updated in all the fields of educational activity, school legislation, educational, administration and supervision, learning methods, school evaluation and orientation techniques.
2. To propose training programs for the qualitative improvement of the supervision programs.
3. To guide and direct the Directors of nucleus, directors and teachers in the aspects related with the curricular administration and layout.
4. To foster the cultural and professional improvement of the teacher by providing him with adequate data on updated bibliography sources, training courses, educational technology and other aspects related to the learning-teaching process.
5. To inform, in a timely and broad way, the directors of nucleus and official and private teaching centers of the changes of plans, programs, school calendar and legal norms which affect the educational system.<sup>58</sup>

### ASSISTANCE

6. To keep updated information of the needs and problems of the District and present alternatives of solution to the Head of the respective District.
7. To assist the Head of District and Directors of Nucleus in the preparations of diagnosis, plans, and programs.
8. To assist the Head of District, the Nucleus Directors, the principals of governmental and private teaching centers to interpret and apply the national provisions which rule education.



9. To propose to the Head of District and Directors of Nucleus education projects on administration, evaluation, training and anything else that can enhance the quality of education.
10. To design and apply models and procedures for the follow-up of the administration of educational plans and programs.
11. To participate in the programming of seminars and other activities that contribute to the improvement of the educational services.
12. To propose to the competent authorities the changes required to improve the curricular administration and the actualization of the learning-teaching process.

#### QUALITY

13. To control the fulfillment of the curricular objectives in each area, level, and scope of work.
14. To evaluate the curricular process in terms of the goals proposed by the Ministry and the Secretariat of Education and propose the necessary adjustments.
15. To evaluate, in coordination with the National Inspection, the general operation of the teaching centers and propose alternatives in order to upgrade them.
16. To implement, together with the National Inspection, the actions necessary to approve studies in the teaching centers that need it. <sup>59</sup>

According to this information it is possible to detect interconnections between the two officials in function #10 of the Head of District, in which it is established that the Heads of District shall direct and coordinate the supervision process; that is, the supervision would be subordinated to the Head of District.

The teaching supervision in turn is related to this official first through the Director of Nucleus (function #3), whom he will guide in administrative matters and curricular planning. He will also keep the head of district informed about the problems and

variable solutions of the respective area (function #6). He will assist both the Head and the Director of nucleus in diagnosis, plans and programs (function #7) and, in the interpretation and application of the education legislation (function #8). He will propose to them education projects in administration, evaluation, etc. (function #9).

In other words, there is not exactly an ambivalence of functions, since if it is true both have the same purpose, the supervisor constitutes, so to speak, a link between the teaching center - "operative" level - and the district and/or the educational nucleus - administrative level. However, he functions as an assistant adviser for both levels.

Then, the supposed confusion between "nuclearization" and supervision is just a misunderstanding derived from the successive organizational variables introduced by the different governments.

These continuous changes naturally generate confusion, but from the theoretical and intentional point of view of the government, the process of transformation of the supervisor-inspector into supervisor-advisor will contribute, if other variables were not considered, to the improvement of the level or category of the teaching supervision in Colombia.

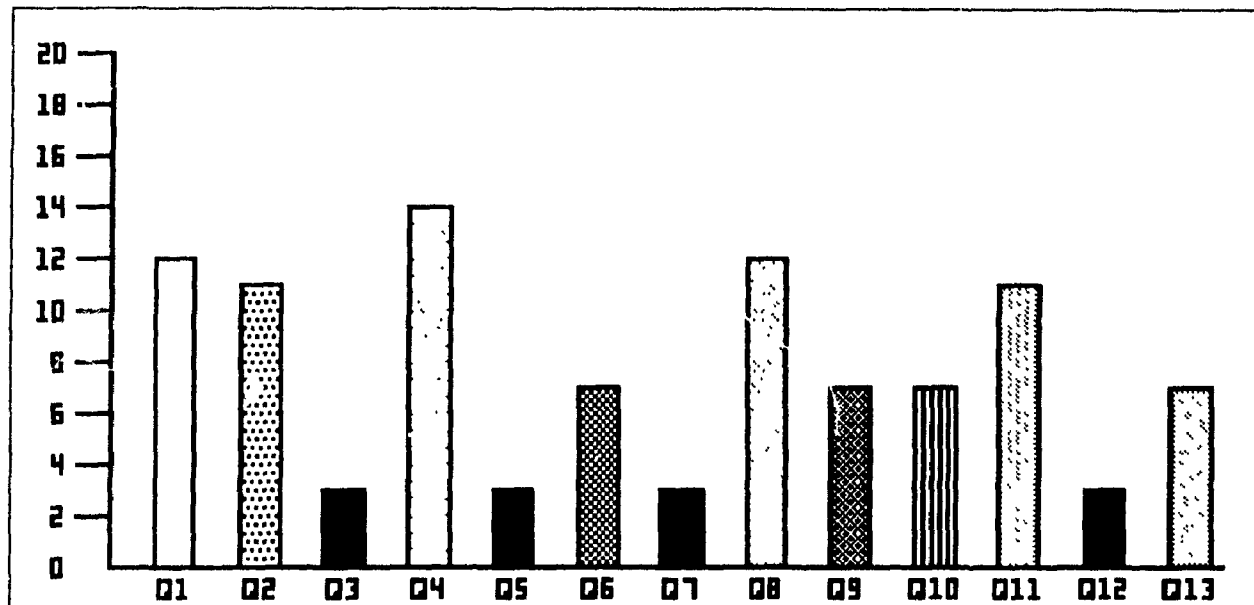
# Alternatives for a Solution

TABLE 15 (Question # 7)

## Solutions Proposed

Solutions	Conventions
To professionalize the supervisor	Q1
Stimulus through academic and salary representation	Q2
To design better policies	Q3
Major authority and autonomy for supervisor	Q4
To provide true training and updating in reforms	Q5
Restructure the secretary office to respond to decentralization	Q6
Clear and precise legislation concerning the supervisor's functions	Q7
To avoid political interference when selecting and assigning, mechanisms through the creation of technical mechanism	Q8
Without information	Q9
To expand the supervisor's role	Q10
Special items in the budget	Q11
law preserving this activity	Q12
Periodic evaluation and diagnosis of educational activities on supervision	Q13
Solutions	Frequency #      Participation %
Q1	12      12
Q2	11      11
Q3	03      03
Q4	14      14
Q5	03      03
Q6	07      07
Q7	03      03
Q8	12      12
Q9	07      07
Q10	07      07
Q11	11      11
Q12	03      03
Q13	07      07
Total	100      100

FIGURE 15  
SOLUTIONS PROPOSED



In Table 15 the proposals made by the supervisors are summarized; such proposals correspond to thirteen suggestions, indicating the diversity of criteria. Obviously there is a hierarchy of opinions according to the respective percentage participations.

First there is the recommendation of giving more authority and autonomy to the supervisor (12%).

Another group (11%) mentions the need to professionalize the supervisor even more, while another group with the same percentage (11%) refers to the fact that there should be an end to political interference in the selection and assignment.

Right after this, three groups with a participation of 10% appear; these surveyed supervisors consider as proposals of

1 solution the following items: stimulation through costs of academic and salary representation; training and updating; and special items in the budget.

As a whole, these alternatives constitute 64% of the total which is significant.

Nevertheless, it is relevant to discuss other proposals which, although they appear in a secondary place as far as percentage is concerned, might have some repercussion:

For example, three proposals appear with a percentage participation of 7% each: reorganization of the secretariat of education to respond positively to decentralization; enlargement of the supervisor's role; periodic evaluation and diagnosis of educational activities, with this same 7% applying to the supervisors who did not provide information.

Finally, we have the supervisors constituting 3% whose proposal is as follows: To outline better policies, to supply a true training and updating in reforms; to define clear and precise legislation on the supervisor's functions; and to issue laws protecting this activity.

The "organization of the work by programs", for which the following would be indispensable:

- Supervision specialized in different social sectors of education.
- Interrelation of administrative and academic processes, as well as those of community and cultural projection; processes of human, physical and financial resources; and the results.
- Programs of: nonformal education - adults, indigenous communities; special education - students with a high intelligence quotient (I.Q.) and the handicapped; formal

education - preschool, basic primary, classic high school; educational diversification - culture, recreation and sports, community and cultural development, educational research and planning.

- Permanent training in both directions: from supervisors to teachers and from the secretaries of education to supervisors.

### Evaluation

In this item we attempt to perform the pertinent analysis on the proposal we stated before.

Let us begin, then with the alternative for a solution with the highest percentage, this is the recommendation to give more authority and autonomy to supervision. I affirm again that in the practice the loss of these faculties seems to be determined by the quality of advice given to the supervisor. In administrative theory the assistance or staff is contrary to the authority of line.

- Staff refers to those organizational elements who help the line work more efficiently to achieve the main objectives of the company. (In the company) the ones who submit to this point of view almost invariably classify production and sales (and sometimes finances) as functions of line and purchase, accounting, personnel, plant maintenance and quality control as staff functions.<sup>60</sup>

Therefore, it is evident that there will be a loss of control with regard to the participation in line of the supervisor, which probably will be reflected in practice, and in general for the supervisors losing authority and autonomy. Nevertheless, if we altered the way we interpret the process, the quality of the staff

would produce a greater status for the official.

- Professionalization of Supervision: This requirement is basic for any activity, understanding that the official will acquire a major distinction, but for this purpose he would have to have not only the elements necessary to obtain a better status, but also special abilities and personal conditions that permit him to perform his job efficiently.
- Elimination of political interferences: This proposal would imply the reorganization of the Colombian political system which is, however, what they are trying to do with the Reform to our Constitution, by which the legislative rigidity in Colombia would be eliminated thus reforming the structure of congress and also permitting a true democratic opening.<sup>61</sup>

It is indispensable to discuss this issue because in spite of the present crisis of "narcoterrorism", political assassinations, kidnapping, and bomb attacks, some transformations of great importance are being generated and they could contribute to a recovery of our country. We have the transformation of the M-19 guerilla movement into a political party with a candidate for the presidency of the Republic of Colombia. There is recent news of a direct dialogue of the Colombian government with other armed groups - Ejercito de liberation Nacional", ELN; 'Quintin Lame; "Partido Revolutionary de los trabajadores" PTR; and the so-called "Fuerzas Armadas Revolucionarias de Colombia" FARC. Likewise, the government is asking the so-called self-defense or paramilitary movements to hand over their arms so that the government can exert

I a more effective influence in the rural areas.

Under this framework of participation, we are witnessing a crucial moment in our history, which would benefit the whole country and the economic, social, cultural and political activities.

Consequently, the proposal of avoiding the political interferences in the supervision which may be the most important reform and with which a better performance of the official would be encouraged will depend exclusively on the arrangements to be made at a macropolitical level.

As a result, if the juridical-constitutional situation is not modified substantially through the official approval of a reform to the Constitution, then the proposal in question will be utopian.

The representation is understood as the need for the supervisor to have a greater access to the taking of decisions with respect not only to his job but also to educational problems in general: the salary incentive is important for every person in an environment with such scarce resources like ours, who needs greater economic satisfaction in exchange for the services he renders. This solution, however, will depend exclusively on the respective budgetary arrangement. Finally, the academic incentive refers to the training of the supervisor, a better structuring with regard to the basis of his knowledge and of his job. Every professional needs to be trained; in the case of the supervisor, he has the need to be constantly updated due to the variable character of the various governmental policies.



Special items in the budget refer especially to the amount of daily expense allowance which is required, especially when the supervisors have to go to municipalities different from the capital city of the respective department. In Colombia, as it happens in countries of the Third World, the capital city of each department has the greatest development because it absorbs a significant part of the official budget and there exists an abysmal difference between it and the other municipalities. Then, when supervisors or any other person needs to go to a different city or municipality, transportation and the uncomfortable and expensive lodging conditions in the municipalities must be provided. This is especially evident on the Atlantic coast of Colombia. Reorganization of the Secretariats of Education must respond positively to the decentralization: This proposal just refers to the one aspect of the problem of the political-bureaucratic interference because the Secretariats of Education, like all other public organizations, constitute the basis of the electoral representations. As a consequence when the Colombian government makes an attempt to decentralize the administration in education, this attempt is always blocked by the consolidated political bureaucratic system.

The ambivalence which are actually generated between the Heads of District and Educational Supervisors are a clear example of this situation.

- Enlargement of the supervisor's role: This proposal in fact has been taking place, since when accepting the task or

1  
assistance, the perspectives of the role and status of the official are expanded.

- Layout of better policies and outlines by the government: In spite of the good intentions existing in the recent educational policies in general, the governments seem to be inefficient when putting them into practice.
- A true or genuine training and updating in reforms: A degree for the supervisors is needed.
- Clear and precise legislation: It should not lead to confusion which now has taken place due to the supposed ambivalence between supervisors and Heads of district.

From the individual analysis of these proposals presented by the supervisors we should proceed to a more systematic study. For this purpose we have established the following factors and their respective scales:

1. Participation percentages obtained directly from the data of Table 15.
2. Time to carry it out: If the proposal is already being carried out, or if it is not; whether it might be performed in a short, medium or long term period (5, 10, 15 years respectively).

- Scale:
5. It is being performed
  4. Short-term
  3. Medium-term
  2. Long-term
  1. It is not being performed.

3. Concrete Benefits: If the proposal actually provides benefits to the supervision and to what extent:

Scale:

- 4. Considerable
- 3. Moderate
- 2. Scarce
- 1. None

4. Costs of mobilization of the infrastructure: Whether or not the implementation of the proposal would imply notable changes in the educational infrastructure and/or supervision, or in the political and macroeconomical outlines:

Scale:

- 4. Great complexity
- 3. Moderate complexity
- 2. Little complexity
- 1. Simple development

The most advisable step to make the evaluation less subjective would be to proceed with several opinions for each group of valuation. However, I wanted to avoid a given slant in the answers, especially because in the group supervisors and other educational agents would have to be involved.

Following this framework of analysis the chart of evaluation (see Table 16) is structured, in which the scores for each factor are specified and finally we include the scores obtained by the multiplication of the individual scores by themselves.

TABLE 16  
Valuation of proposals of solution

Proposals	Conventions
More autonomy or authority	Q1
Professionalization	Q2
Elimination of political interference	Q3
Integral stimulation or incentive	Q4
Training and upgrading	Q5
Budgetary items	Q6
Reorganization of secretariat of education	Q7
Enlargement of the supervisor's role	Q8
Periodical evaluation and diagnosis	Q9
Design of better policies (by the government)	Q10
Genuine training and upgrading in reforms	Q11
Clear and precise legislation	Q12
Law preserving this activity	Q13

Term of Concrete

Proposals	Percentage	Implementation	Benefits	Cost	Score
Q1	13	01	02	03	76
Q2	11	03	04	01	130
Q3	11	01	04	01	43
Q4	10	02	04	03	238
Q5	10	05	04	03	595
Q6	10	03	03	02	178
Q7	06	02	03	02	76
Q8	06	05	04	04	505
Q9	06	05	03	03	284
Q10	06	03	04	01	76
Q11	03	04	04	02	86
Q12	03	05	04	03	162
Q13	03	01	02	03	16
Total	98				2466

SOURCE: Design and estimate by the author

FIGURE 16

VALUATION OF PROPOSALS OF SOLUTION

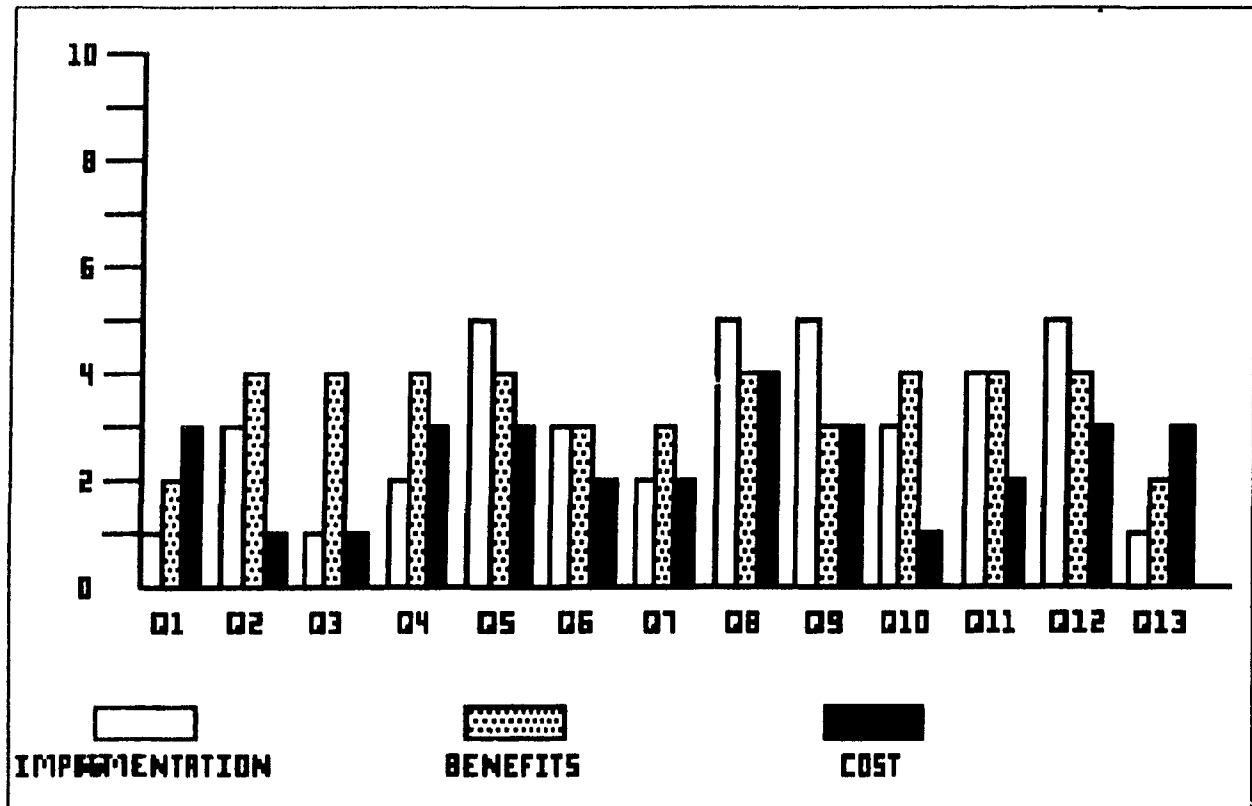


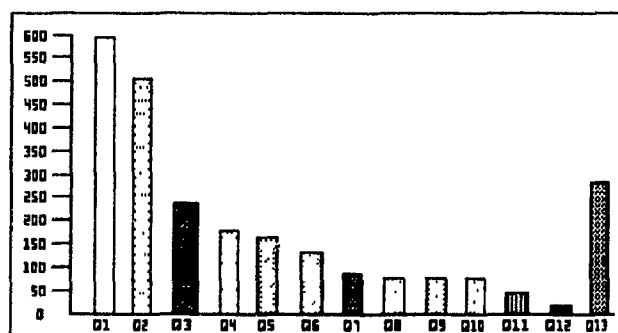
TABLE 17

## Hierarchy of proposals as per valuation

Code	Proposals	Score	Percentage
Q1	Training and updating	595	24
Q2	Enlargement of the supervisor's role	505	20
Q3	Integral stimulation of insentive	238	10
Q4	Budgetary items	178	07
Q5	Clear and precise legislation	162	07
Q6	Professionalization	130	05
Q7	Genuine training and upgrading	086	04
Q8	Reorganization of the secretariat of education	076	03
Q9	Design of better polices by the government	076	03
Q10	More autonomy or authority	076	03
Q11	Elimination of political interference	043	02
Q12	Law protecting these activities	016	01
Q13	Periodical evaluation and diagnosis of educational activities	284	11
	TOTAL	2465	100

FIGURE 17

## HIERARCHY OF PROPOSALS AS PER VALUATION



In Table 17 we present the hierarchy of the levels of the proposals as per the valuation achieved and the levels of percentage participation with respect to the grand total of points.

In the table it can be observed that the most feasible proposal, the one supervisors want of immediate implementation with concrete benefits and with the lowest cost of mobilization of resources, is the training and updating of the supervisors (24%), being followed by expansion of the supervisor's role (20%).

Both proposals constitute 45% which is not completely significant. In order to reach this percentage level, it is necessary, in our opinion, to obtain at least 65% of participation. This is why we include the following proposals: periodic evaluations and diagnosis of education activities (11%) and integral incentives (10%). The result then corresponds to 66%.

The other proposals are practically discharged because the additional budgetary items will not be added for the supervisors to the short-term implementation because this economic movement implies a whole process of union, political and bureaucratic antagonism, as it has already happened in other fronts in Colombia when items are requested. This is especially noted in neglected areas like education. Besides, we should take into account the criteria we expressed previously with regard to the rationing of the resources which is the correct strategy in underdeveloped countries like Colombia.

As it has already happened, the legislation itself is not ambiguous, but its exercise or practice seems to create problems.

The genuine training and updating is a degree of greater improvement for the main proposal, but will not be presented in short term if the education and/or professional structures remain the same, which supposes a prior mobilization of resources of high complexity, in which the government is necessarily involved.

The reorganization of the secretariat of education, although it is a relatively simple action, does not seem to be easy since it implies the previous arrangement of all the political structures, that is, the total change of the Colombian system. The same explanation can be applied to the proposal of the elimination of the political interference in the internal process of educational supervision.

The design of more effective policies and outlines refers exclusively to the government and does not depend exactly on the supervisors; besides, it would require complex changes in the sense that the government would have to adapt to the criteria of those who consider this proposal as the most adequate. The government of President Barco tried to use consensus for the design of its present education policy, but after the four years of government the opinions about his initial democratic intentions are still unfavorable.

The proposal of more autonomy and authority for the superior was the alternative with the most votes, and yet the least important. Both supervisors and many other professionals in the country are prompted by an individualistic eagerness, the defense of their interests, regardless of the consequences for the



community.

Finally, the proposal of a law that preserves supervision does not have any significance if this refers to the keeping of the inspection style. This law will not be passed because it would mean a backward step in the process of development of the educational supervision.

### **Specific Proposal**

The previous analysis has allowed us to conclude that the Colombian supervisors need the following:

#### **(1) more intensive training and updating,**

Description The training and updating process is, however, already defined in the functions of the educational supervisor:

(i) To be updated in all the fields of the educational activity, school legislation, educational administration and supervision, learning methods, school evaluation, and orientation techniques;

(ii) To propose training programs for the qualitative improvement of the supervision function.

However, we observe in these functions the little compromise existing on the part of the government because one of the functions should be worded as "receive training" not "...be updated" (that is by his own) and to propose programs. This is never implemented. In this case perhaps the government has to have a greater

participation since a more intensive training and updating process would require a greater institutional disposition and it would not be only the supervisor's responsibility.

#### Objectives

(i) To receive information, training and updating in all the fields of educational administration, research and learning methods, school evaluation and orientation techniques.

(ii) To propose training programs for the qualitative improvement of the supervision function and to ensure they are observed.

#### Instruments

(i) Configuration of committees especially designed for the analysis of the supervisor's permanent training and updating needs, not only in the education and supervision areas but also in complementary areas such as administrative processes.

(ii) Schedules of required training and updating courses, with all the pertinent specifications, supported by budgetary specifications.

### **(2) the expansion of their role:**

#### Description

(i) The expansion of the supervisor's role has been taking place slowly with the process of transformation of the inspection into assistance and orientation.

### Objectives

- (i) To enlarge the supervisor's role.
- (ii) To participate in a more direct manner and as collaborator in the work of planning developed by the directors of nucleus and the heads of district;
- (iii) To assume in a definite manner the quality or condition of assistant before the teacher and cooperate in the latter's updating with respect to the new disposition of the former;
- (iv) To participate, also as an assistant, in the process of community and cultural projection.

### Instruments

- (i) Organizational structure of participation and/or cooperation in the joint process with directors of nucleus and heads of district;
- (ii) Bibliography of available documents on theoretical and practical aspects of the assistance function, and development of their own documents which typify this function within the Colombian context;
- (iii) Definite communication channels permitting the educational supervisor to go easily to the various community sectors, related directly or indirectly to teaching.

(3) periodic evaluation and diagnosis of the educational activities

Description Periodic evaluation and diagnosis are being developed but they require a better system and objectivity.

Objectives

(i) To define and use uniform scientifically elaborated educational evaluations systems, trying to be as technical as possible when measuring progress, although analytical in their interpretation;

(ii) To establish clear points of interconnection with the teachers, especially at a guild level, for the periodic evaluations and diagnosis to be performed in a functioned and efficient way.

Instruments

(i) Functional instruments as formats designed by the planning department, selection of the experts through previous inscriptions in the C.E.P. (Centro de Capacitación), that permit a quick and efficient collection of data and their further processing so that they can be used as highly useful tools for evaluation and diagnosis;

(ii) Periodic meetings with representatives of the teachers to work on evaluation policies, using the pertinent acts or minutes of meetings to establish officially all the agreements reached in said meetings.

**(4) integrated policy or stimulation or incentive**

Description

Incentives include salary and academic incentives as well as participation in decision making. The salary aspect is obviously one of the hardest to achieve.

Objectives

(i) To present studies or analyses of operation costs of supervision and to make clear criteria with regard to salaries and per diem (daily expense allowance), thus avoiding complaints; all salary increase requests should be supported with this kind of study or analysis.

(ii) To have a greater significance in the academic environment, as a group organization, thus being able to know how to participate in decision making in the administrative-teaching area.

Instruments

(i) Bibliography of easy access on methodology and procedure for the preparation of technical and budgetary studies or analysis, with which we can generate manuals of evaluation of the supervisor's job, manuals of functions and, above all, salary scales;

(ii) Definite and interguild links between supervisors and teachers.

## RESOURCES

### Economic

For the fulfillment of all these objectives, and for the design of the required instruments, it is necessary to have sufficient economic resources. Although it is said that the educational sector is one of the most unprotected as far as the economic resources are concerned, the following alternatives might be considered, taking for granted that the resources derived from them will be meticulously channelled toward their final destination.

- Economic contribution from private institutions according to the level of confirmed income.
- Financial bank and/or institutional credits supported by the government, through the implementation of special lines.
- Contributions by parents of private institutions, according to their income and patrimony tax certificates.

With these three sources it would be possible to reach the objectives, which in fact do not require costly investment, but simply the rational use of the resources, and above all scrupulous handling and easy access for the execution of the budgets by any of the interested organizations.

### Human

The origin of the problems in most of the cases is found in the people. Many say that the economic factors are more important,

but we have thousands of examples in the history of mankind which show that this is not necessarily true. We have two examples: Japan was completely ruined in 1945 after World War II and today can be considered the first economic world power; Colombia had the most important moments of its development in the 1930's and then with the limitation of World War II. These examples, although taken at a broader national level, show that the will of people and communities, their discipline and the conviction that one can obtain what is wanted, overcome the economic type of limitations. Of course these objectives will be a failure if we have excessively conformist people, as in the case of the inhabitants of Barranquilla ("barranquillero"). In the 1940's Barranquilla was the first sea, river and air port of Colombia, but now it is the fourth port in importance in Colombia, and practically heading for an imminent closing of the port activities due to the destruction of the navigable canal. Another problem has to do with the public services which are the most deficient in all the most important capital cities of our country.

This contextual panorama of the personality of the "Barranquillero" has an impact on the educational supervisor, even though there are similar circumstances throughout Colombia.

The human resources for the project that has been described in this chapter should have characteristics different from the present ones: disposition to join activities with other sectors of the community; receptive attitude, avoiding the total rejection of the new criteria or policies without scientific and technical

I foundation, only prompted by the traditional desire to criticize; creativity to suggest new alternatives of development of the educational supervision activity; effort to carry out group projects.

### PROJECTIONS

According to what the educational supervisor should and could do in the development of his function, the perspective of projections of this area, today apparently downgraded and ignored, are not negative. At least we believe that there will be a genuine interest in those who will take the responsibility of carrying out these and other similar proposals.

Under the approach we have presented, the supervisor will need to assume a more dynamic attitude and behavior, with more participation in the diverse communitary projects, not exclusively in the teaching area or in his new conception of assistant or adviser. His disposition toward the consolidation of strong group structures and the interconnection with the sector of the teachers and other sectors of the community, as well as a decisive contribution to the society of which he is a member, will let him show this society the value of his potential and obtain from it the pertinent recognition that will prevent the government from doing anything against his interests.



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## CHAPTER VI

### CONCLUSIONS AND RECOMMENDATIONS

The analysis developed has permitted us to establish that the problems of educational supervision in Colombia are not entirely caused by the government, as it is generally stated, not only in this specific activity but also in all the development areas.

Although it is true that the government is made up of representatives of society, it is also true that for the fulfillment of these objectives society also has responsibilities and obligations as well as the already recognized rights.

In the case of educational supervision, we can say that it is a function that depends on the policies and criteria of the government in charge; it is also true that the evaluation of this function is not exclusively found in the government decisions, because the participation of the professional in this area is decisive. He cannot, for example, expect the government to solve, always, the economic problems.

It is true, however, that there is a consolidated political-bureaucratic structure that delimits all the activities of the public sector in Colombia, and especially in Barranquilla, but this phenomenon is fed by the passivity and conformism of individuals; there is not another explanation.

The education supervisors are also affected by this type of situation; they are on many occasions hired, promoted and removed based on political considerations. However, they possess a

potential derived from their job, which is underestimated because this potential is almost exclusively utilized within their function.

Unlike teachers who belong to a more solid group and therefore have a major participation in the problems of the country, who through different collective demonstrations exert an influence in one way or another on the design of governmental policies, the supervisors are passive and can be easily absorbed by the administrative-bureaucratic system if we do not take advantage of this occasion for the transformation in the process.

The new position of assistance, instead of inspection, enables the official to develop a broader mentality in which it would be necessary to include different factors.

This possibility of change is however wasted by many who fear that the status they have acquired for many years of teaching can deteriorate because of the new conception.

To a certain extent the phenomenon copes with the problem of generational change. We recommend then that new perspectives, different from the traditional ones be explored; that the political phenomenon of the so-called democratic opening penetrate the context of educational leaders and that they constitute an organization full of ideas and not only as practicians of this profession.

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## GLOSSARY

ADMINISTRATIVE DECENTRALIZATION: Project undertaken as of the presidential period of Julio Cesar Turbay Ayala, with which the government tried to relieve congestion in the central government as far as the handling of resources is concerned, providing the different territorial units with the possibility of a greater autonomy in the reimbursement of certain resources (Administracion Descentralizada).

BACHELOR: Undergraduate title conferred upon successful completion of six years of secondary studies (Bachiller).

BACCALAUREATE: Name of the secondary studies program (Bachillerato).

BANCO CAFETERO: Coffee-grower bank.

CAJA AGRARIA: Farmers' cooperative work.

CENTRALISM: Traditional political-administrative structure policy in Colombia, according to which the great national decisions are taken in the city seat of the government where the largest part of the national budget is administered, collecting large portions of the income of the departments, to which said money is refunded later based on the respective budgetary allocation (Centralismo).

CERTIFICATE OF COMPLETITION: Completion of basic grade of secondary school (Certificado de aprobacion).

COLTEJER: Textile industry.

DELEGATES: Delegado, represents the Ministry of National Education in the Departments (Delegados).

DEPARTMENT: 23 departments, Principal territorial geopolitical unit on which the geographical and political-administrative distribution of Colombia is based. 3 Intendencias, and 4 comissariats, appear as secondary units of first class (Departamentos).

DR: Doctor, degree awarded after completion of a 5 or 7 years program and the submission of a thesis (Doctor).

ECONOMIC AND SOCIAL DEVELOPMENT PLAN: Official digest of plans and programs that each president must submit for the development of his government (Plan de Desarrollo Economico y Social).

EDUCATIONAL INSPECTION: Function of supervision of educational development that does not include the work of assistance and orientation. In theory, in Colombia this function has been set aside although the process of transforming inspection into supervision is still evolving at a practical level (Inspeccion Educativa).

EDUCATIONAL NUCLEARIZATION: Decree 181 of 1982 defines the educational nucleus as a group of institutions located in a given area with similar economic, social and cultural characteristics (Nuclearizacion Educativa).

EDUCATIONAL SUPERVISION: Administrative-teaching type function that tends to assist and advise the development of the educational programs in compliance with the instructions and policies of the Ministry of National Education in Colombia (Supervicion Educativa).

FER: Educational and regional funds (Fondo Educativo Regional).

ICETEX: Colombian Institute for Advanced training Abroad (Instituto Colombiano para Educacion en el Exterior).

ICFES: Colombian Institute for Superior Evaluation (Instituto Colombiano para la Evaluacion Superior).

ICOLPE: Colombian Institute for Education (Instituto Colombiano para la Educacion).

INEM: Secondary Comprehension National School Institute (Instituto Nacional de Educacion Media).

INSPECTOR: The term inspector will be used interchangeably with the term supervisor (Inspector).

INTENDENCIE: Intendence, Political division of the country which is not in the category of a department or a comisariat (Intendencia).

LICENCIATED: Degree awarded after the completion of four years of study at a university (Licenciado).

"MAGISTRAL" CLASS: Traditional teaching exposition style by which the teacher is the only one who possesses the knowledge, the students will have access to him only through the teacher's exposition and or plans. This is the typical style of traditional teaching (Clase Magistral).

MINISTRY OF NATIONAL EDUCATION (M.E.N.): Ruling body of education in Colombia; it is of course the organization that plans, execute and supervises the educational policy in our country. Leading agency responsible for education in Colombia, which in turn conforms to the guidelines previously defined by the President of the Republic in his respective Economical and Social Development Plan (Ministerio de Educacion Nacional).

MUNICIPALITY: Principal territorial geopolitical unit on which the geographical and political-administrative distribution of the departments in Colombia is based. The jurisdictions appear as units of second level. That is to say, a department is made up of municipalities and jurisdictions (Municipios).

NUCLEUS: A group of institutions with similar economical, social and cultural characteristics (Nucleos).

OFFICIAL EDUCATION: Also called public education. It is the educational sector directed and administered directly by the government, designed in favor of the poorest social classes. Normally it copes with many problems originating from the lack of resources and the political-bureaucratic influence (Educacion Oficial).

POPULAR ELECTION OF MAYORS: One of the greatest reforms in the last few years in Colombian policy because mayors used to be appointed by governors. It was one of the partial products of the administrative decentralization process and is intended to give the community of each municipality the possibility of electing, through votes, the mayor they want to have. Mayors are elected for a period of two years, and by now (1990) we have already had the second election of popular mayors (Eleccion Popular de Alcaldes).

PRIVATE EDUCATION: Sector of the education handled by private individuals that is, however, subjected to the norms stipulated by the government resources and its institutions. In Colombia, however, private education is in fact very autonomous, which tends to be justified due to the lack of governmental resources to fulfill the obligations of providing the majority of the educational services. To a certain extent the so-called major autonomy is like a debt service of the government toward the particular individuals by way of the service they render when fulfilling the obligation that the government cannot perform because of its economical insolvency (Educacion Privada).

ROLE: Job, function, duties, responsibilities, expectations (Role).

SECRETARIAT OF EDUCATION: In charge of controlling the academic activities in every departament of Colombia. Before the Ministry of education it is responsable for the fulfillment of the policies established by the M.E.N (Secretaria de Educacion).

## ANNEX 1

### National Educational Official Organizations

The National Educational Sector is structured under the Ministry of National Education, it is grouped by the following official entities:

ICCE	The Colombian Institute for Schools Constructions
ICFES	Colombian Institute for Superior Education
ICETEX	Colombian Institute of Educational Credits and Technical Studies out of the Country
COLDEPORTES	Colombian Institute for Youth and Sport
COLCULTURA	Colombian Institute for Culture
COLCIENCIAS	Colombian funds for scientific research and special projects "Francisco Jose de Caldas".
IFUSCO	Colombian Institute For South Colombian Students
INCI	National Institute for the Blind
INSOR	National Institute for the Deaf
U.N.	The National University
-----	Institute Caro y Cuervo. Boyaca School
-----	Colombian Institute of Historical Culture
FER	Regional Educational Fund
ICETEX	Colombian Institute of Studies Abroad
ICFEX	Colombian Institute of Examinations for the Admission to University
ICOLPE	Colombian Institute for the Superior Education
INEM	Institute of Diversified Secondary Education

## **ANNEX 2**

### **Resolution Number 10406, dated June 17, 1982**

The following Annex contains Resolution Number 10406, dated June 17, 1982.

#### **MINISTRY OF NATIONAL EDUCATION**

Resolution Number 10406, dated June 17, 1982.

By which norms on functions, requirements and procedures of assignment for Directors of Nucleos of Educational Districts, are established.

#### **THE MINISTRY OF NATIONAL EDUCATION**

In use of the legal authority and in development of what is provided in Decree Number 181, dated January 22, 1982 and

#### **CONSIDERING:**

That the National Government through Decrees 181 and 1234 adopts and regulates the "Educational Map" program as educational planning and administrative system;

That in conformity with the mentioned decrees it is the competence of the Ministry of National Education to determine the functions, requirements and procedures for the assignment of Directors of Nucleus of Educational Development. Heads of Districts and Educational Supervisors,

#### **D E C R E E S:**

##### **. . .CHAPTER II - ASSIGNMENT PROCEDURE**

ARTICLE 4: The open context for the assignment of the Directors of Nucleus of Educational Development, Teaching Supervisors, and Heads of Educational District, is a process which must fulfill, in its order, the following steps:

- a) Preselection
- b) Induction and selection
- c) Assignment



PARAGRAPH: Comments on the decrees. The provision of the vacancies in the posts of direction of nucleus, teaching supervision and heads of district will be subject, as well as, to the requirements and procedures described in the present Resolution, when there is personnel who have participated in preselection and induction and obtained the score necessary to pass, will prevail for the assignment in the aforementioned posts. . .

ARTICLE 9: The following minimum requirements must be met in order to be a teaching Supervisor:

Diploma of licentiate in education with specialization in the area required for the position, or of university professional for the case of vocational education, nonformal or special, according to the case; tenth grade or higher in the national teaching scale; eight years of teaching in administrative experience in education; not to have been suspended or excluded from the national teaching scale and not to have administrative processes under way.

ARTICLE 10: The following minimum requirements must be met in order to be Head of Educational District:

Diploma of Licentiate in Education or university degree; eleventh grade or higher in the national teaching experience and three years of administrative experience in education, not simultaneous; not to have been suspended or excluded from the national teaching scale and not to have administrative processes under way.

ARTICLE 14: For the qualification in the preselection of the candidates registered for Directors of Nucleus, Teaching Supervisors and Heads of District, the following general scale of scores is established:

Diploma	40 points
Grade in the scale	25 points
Administrative experience	20 points
Teaching experience	<u>15 points</u>

Total	100 points
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These scores will be valued as per the following specific scales:

Master (?) in Education or higher degree	40 points
Licentiate in Educational Administration	35 points
Licentiate in other areas of education of specialized technologist in education	30 points
Technologist in education	20 points
University teacher	25 points
Technologist in education	17 points
Pedagogical high school or normal school diploma	15 points

Grade in the scale: (salary is according to the grade)

Grade 14	25 points	Grade 8	13 points
Grade 13	23 points	Grade 7	11 points
Grade 12	21 points	Grade 6	9 points
Grade 11	19 points	Grade 5	7 points
Grade 10	17 points	Grade 4	5 points
Grade 9	15 points	Grade 3	3 points

Administrative Experience in Education:

10 years or more	20 points
8 - 10 years	18 points
1 year and less	16 points

Teaching Experience:

10 years or more	15 points
8 - 10 years	13 points
1 year and less	11 points

ARTICLE 15: The Ministry of National Education will be able to authorize the reduction of the minimum requirements considered in this resolution those posts for which any candidates meeting the demanded requirements have not applied in two (2) successive convocation notices.

ARTICLE 16: The present Resolution is in force as of the date of its issuance.

LET IT BE NOTIFIED AND FULFILLED:

Issued in Bogota D.E., on the 17th of June of 1982.

THE MINISTRY OF EDUCATION

(signed) Carlos Alban Holguin

THE GENERAL SECRETARY

(signed) Humberto Velasquez G.

### ANNEX 3

#### Questionnaire

##### QUESTIONNAIRE APPLIED TO SUPERVISORS

Name \_\_\_\_\_ Occupation \_\_\_\_\_ Place \_\_\_\_\_

1. During the eighties, in which presidential period do you consider that educational supervision had a greater importance?

Virgilio Barco Vargas \_\_\_\_\_

Belisario Betancourt Cuartas \_\_\_\_\_

Julio Cesar Turbay Ayala \_\_\_\_\_

Misael Pastrana Borrero \_\_\_\_\_

Alfonso Lopez Michelsen \_\_\_\_\_

Others \_\_\_\_\_ which one(s) \_\_\_\_\_

2. Do you think that the government policies in education in Colombia have somewhat affected the supervision?

Yes \_\_\_\_\_

No \_\_\_\_\_

Others \_\_\_\_\_ which one(s) \_\_\_\_\_

3. Do you believe the educational supervisor is thoroughly indispensable in our system?

Yes \_\_\_\_\_

No \_\_\_\_\_

Why \_\_\_\_\_

4. Has supervision positively evolved in the last decade?

Yes \_\_\_\_\_

No \_\_\_\_\_

Explain \_\_\_\_\_

5. What types of problems acquire a major significance in Colombia as far as the political application of supervision is concerned?

Economic \_\_\_\_\_

Educational \_\_\_\_\_

Political \_\_\_\_\_

Others \_\_\_\_\_ Which one(s) \_\_\_\_\_

Explain \_\_\_\_\_

6. What future perspectives can be defined for the educational supervision in Colombia according to the present state of circumstances?

Normal

Positive

Negative

Other

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Explain

\_\_\_\_\_

7. What kind of solutions would be necessary to solve the present problems of educational supervision? (Define in a summarized way at least two reformist actions.)

III. ADDITIONAL REMARKS