

Project for the reform of the educational system

Pre-school, primary, secondary and professional education

Proposal for the debate



Ministry of Education and Science
SPAIN

Project for the reform of the educational system

Pre-school, primary, secondary and professional education

Proposal for the debate



Ministry of Education and Science
SPAIN



Edita: Centro de Publicaciones del Ministerio de Educación y Ciencia

N.I.P.O.: 176-87-167-6

I.S.B.N.: 84-369-1349-9

Depósito Legal: M-21192-1987

Imprime: Marín Álvarez Hnos.

TABLE OF CONTENTS

PROLOGUE.		5
INTRODUCTION:	The School and the Democratic Society.	17
PART I:	Social Change and Education Demands.	23
	1. The Educational System in Spain: Achievements and Limitations.	25
	2. The Right to Education and the Comprehensive School: Educational options in Europe.	39
	3. The Answer in Spain: The reforms undertaken.	45
PART II:	The Reform of the Educational System.	55
	4. Quality in teaching and educational innovation.	57
	5. Scholastic curriculum and Reform of the educational system.	63
PART III:	Proposal for Re-structuring of the Educational levels: Pre-school, Primary and Secondary Education.	69
	6. The Arrangement of the Educational System.	71
	7. Pre-school Education (0-6 years of age)	73
	8. Primary Education (6-12 years of age)	81
	9. Secondary Education (12-18 years of age)	87

10. Compulsory Secondary Education. The first stage (12-16 years of age).	95
11. Diverse alternatives in the organization of the Secondary Education.	105
12. The second stage of Secondary Education: the Bachillerato or High School.	113
13. The second stage of Secondary Education: Technical-professional Education.	121
14. Adult Education.	131
15. Educational Integration of students with special needs.	137
16. Curricular adaptations.	143
17. Evaluation of the educational process.	147
18. Educational orientation and supporting staff for the schools.	159
19. Training of the teaching staff.	165
20. Research and the process of educational innovation.	173
PART IV: The Reform Process in Teaching.	177
21. The process of change for the reform of the educational system.	179
APPENDIX.	187

PROLOGUE

During recent years, our educational system has undergone major modifications which have altered its overall appearance to a great extent. These innovations have been directed, on one hand, to "constitutionalizing" the educational system, that is to institute within the educational system all the rights and freedoms which are proclaimed in the Spanish Constitution of 1978. The legislation promulgated for this purpose has been based on the defense and fostering of the right to education. This is, in fact, the first and most basic of the educational liberties for there is no room for freedom in ignorance; rights and freedoms cannot be proclaimed at the expense of others. The Organic Law for the Right to Education (LODE) has set the bases for a plural, public and non-discriminatory service at the same time that it has introduced a new management plan for the schools based on the participation of all the members of the school community. In this way, one historic tradition was brought to an end, in which the inhibition of public powers before the scholastic needs of the society ran parallel with an interventionism which suffocated any possible initiative on the part of the educational agents.

At the same time, the different Educational Administrations have introduced measures into the school system directed towards correcting the inequalities of Education. In this section, we should point out both the compensatory educational programs fostered in support of the rural schools, as well as an ambitious policy of scholarships which has multiplied its resources and is beginning to produce its results. There has been a considerable expansion of Adult Education as well as programs for the integration of physically, mentally and sensorially handicapped children in ordinary classrooms.

They are basic projects which have been initiated over the last period and they should continue to follow their course and prolong their effects in time, in order to become components of the school system capable of correcting educational inequalities in a stable manner.

However, the deficiencies to which these initiatives have wanted to answer were not nor are they now the only ones existing in the Spanish Educational System. The rapid expansion of the educational offering experienced by our country during the decade which has transpired as of the institution of the Democracy once again has placed us at schooling levels comparable to those of the majority of the European nations. And, in turn, it has made evident the serious insufficiencies existing in our school system in regard to the quality of the services provided. The obsolescence of the current curricular arrangement, the poor adjustment of the educational system to the productive world, the gap existing between the techniques and teaching methods derived from unsatisfactory training and teacher selection processes, become the center of attention once the actions already related have been dealt with. Our educational system now attends to double the number of students of twenty years ago.

The most important concern now is the improvement of the Educational System and the reform of current teaching practices.

In the last five years, several initiatives have been undertaken which have partially fulfilled this undertaking. The updating and improving of the currently active teaching staff has been met by the creation of a number of Teacher Centers, close to their places of work and which are intended to attend to the needs expressed by the teachers themselves. In view of the youth of the Spanish teachers in general, whose average age is considerably lower than that of other countries, this measure proves to be particularly effective and it has come to reinforce the meritorious work which the diverse Pedagogical Reform movements have been developing in a voluntary way since the beginning of the seventies.

In a similar manner, both the Ministry of Education, as well as the Autonomous Communities with their assigned powers, undertook to coordinate the experimenting of new curricular designs, both in the Pre-school Educational area as well as in the upper cycle of E.G.B. (Educación General Básica-Primary School); both in the initial stage of Middle School Teaching as well as in the upper field.

Our education has a past filled with improvisations implanted by a Decree, based solely on a brief technical and administrative study of the matter. A similar proceeding has led to a state of disorder and confusion among the teachers due to its hasty preparation. However, in addition, it has awakened feelings of mistrust among the students and parents before any initiatives for reform, despite the fact that there is a generalized awareness of the deficiencies existing in the current educational model.

The method followed in the testing of the new curriculum models has wanted to avoid previous errors and it has had two essential aspects: Firstly, its experimental nature, as it has been centered around a significant but minority number of centers. In the second place, its voluntary nature, as it is the fruit of a collective decision and not the product of an administrative imposition.

To prophesy on the Past is always an easy task. But it is nevertheless true that a great of the inevitable errors committed throughout the long history of Spanish Education over the last decades could have been avoided if experiments had been undertaken for planned curriculum innovations. The truth of the matter is that experimenting with reforms involves certain disadvantages as well, one of which is the expectation awakened by the new plans in the whole of the educational world, and specially, between those which are given mistake by unreversible and unmutable.

However, it is also true that faced with these inconveniences, the advantages of the selected method appear to be tremendous: The results have been recorded from experimental experiences taken place in the centers where the new plan was

applied. The initial hypotheses were rectified whenever the results showed it to be necessary. Difficulties, both foreseen and unforeseen were revealed, for the proposed changes. Debating was encouraged between the educational agents who participated in the experiments and among those others who did not participate directly, but who followed the developments with great interest.

Thanks to this procedure, and most especially to the generosity of many teachers who have devoted their efforts without limit on behalf of this task, it has been possible to accumulate an enormous amount of knowledge which is highly valuable when it comes time to making definitive decisions.

The document which the reader has before him represents one step further in this reform process. It reflects the official proposal that the Ministry of Education wishes to present to the entire school community and to Spanish society in general on Reforms of Pre-school, Primary, Secondary and Professional Education. This document is a definition and an invitation to debate all at the same time, and it should be read and understood in that double dimension.

Reforms become absolutely necessary at times in the teaching world. I think that this is the situation in which we find ourselves at present and the majority of the Spanish teachers and the greater part of our society also see it that way. But no-one wants reform for mere reform, or as Ernesto Sábató said humorously: it is a whim of those responsible for education and "cannot alter the sum of the squares of the right-angle triangles". For this reason, when all kinds of demands are made for reform in the different sectors of Spanish education, the situation should be studied with prudence and with personal and intellectual generosity.

The present document begins with a diagnosis which I would dare to call unanimous as to the key problems existing in Spanish education: Pre-school Education is not regulated or controlled sufficiently; Curricular difficulties are noted in the

last stage of E.G.B. (General Basic Education-Primary School) which are translated into a marked discomfort of an important part of the students in relation with the school; the existence of two diplomas at the end of E.G.B. generates premature discriminatory effects which are almost always irreversible and it is the main source of social discrimination and the classicist, reproduction of our educational system; the Academicism of the current Bachillerato or High School system and its pronounced disconnection with the social, cultural and professional surroundings causes a high number of drop-outs; the insufficient valuation of Professional Training, its limited flexibility and lack of adaptation to the productive needs, which have, however, been partially corrected in recent years; all of this has made the modification of the educational system necessary.

The proposal contained in this document is designed to meet the problems mentioned and it contains novelties of considerable weight in relation with the current teaching structure, from which I will only single out the most relevant points. I will leave to one side, for the moment, other aspects which pertain to Artistic Teachings, which should be the object of special treatment.

Firstly, we can begin with the consideration of the before-six period as an educational stage. it is well known that this is a new concept in our educational system and that little attention has been given to the education of young children, generally speaking, especially in accordance with the principles which inspire the pre-school model.

In the second place, the document which the reader has in his hands proposes the extension of general and compulsory education until sixteen years of age, breaking with the current separation which is established today at the end of E.G.B. (Primary School and Junior High) at fourteen years of age. It aims at resolving the gap created by our educational system between the conclusion of compulsory and free teaching (at fourteen years of age) and the minimum working age (six

teen). This innovation involves in turn a reorganization of the last courses of Primary School and of the first courses of Middle School Teaching with the purpose of structuring an autonomous and specific stage; the stage of compulsory Secondary teaching would be made up of your courses.

A key aspect of this new curricular organization is the reformulating of the educational objectives, the incorporation of new content (health education, a second foreign language, environmental study, use of micro-computers, workshops...) the progressive optativity as of the age of twelve, until it is culminated in the last compulsory course in which the beginning of comprehensivity and the basic nature of the teachings is combined with a high degree of diversification and curricular flexibility.

In the third place, it is hoped that the expansion of the categories or modes of High School in the new form of post-compulsory secondary education will respond to the aspirations and interests of the young people. It is also hoped that it will prepare them in a specific field of knowledge and skills, as part of the initiating function of High School in relation with the University as well as the terminal or semi-terminal function of these studies, in relation with specific professional fields.

In the fourth place, we must mention the major transformation of Technical-Professional Education. A closer tie with the working world and a greater adaptation to the modern professional profiles appear as the two most characteristic notes of the new plan proposed. The proposal is structured at two differentiated levels: The first at the end of compulsory education (at sixteen years of age) and the second, at the conclusion of any of the High School forms.

Our educational system has suffered for a long time the effects of a concept which saw in the program changes, the essential factor for correcting the deficiencies detected in Education. In accordance with this view, it would be enough to proceed with a readjustment of the current programs in order to immediately correct the erroneous course being followed and

resolve all the problems. This concept is not very rigorous, however, and it reveals itself as tributary to a book-learning concept of the educational effort. It neglects, in general, the double dimension of Education, as a teaching/learning operation and completely ignores Rousseau's old apothegma: "Many adhere to what men should know, without considering what the disciples are in a position to learn". This concept in which the results of the educational efforts appear to be symbolically pre-determined by the program, in which the teachers and students appear as mere servants, has opened the way in our country to the conviction that the quality of teaching depends fundamentally on the quality of the different factor applied to the educational process and its correct combination. A suitable arrangement and an adequate curricular design are, without a doubt, indispensable requisites. However, a well trained teaching staff is equally important, a staff with periodically updated knowledge and professionally motivated; an adequate supply of material and equipment in the schools; the providing of sufficient teaching resources and the creating of a system for assigning enrollments which is essentially ruled by the educational needs of the teaching centers and which respects the stability of the pedagogical staff; a stimulating climate open to educational innovation; psychopedagogical and orientational equipment which would extend its sphere of action to the entire educational network. All of these conditions are indispensable for producing a giant step forward in the improvement of the quality of Spanish education.

It is true that some of these conditions can be achieved by improving the functioning of the Educational Administration in regard to the procedures and rates for assigning resources and promotional and supervisory systems to the educational action. However, we cannot ignore the fact that in order to improve educational results in a substantial manner, good intentions and political good will are not enough; no matter how sincere they may be. Nor is the undertaking of professors, students and parents sufficient, though it, too, is certainly essential. A greater investment is also required, an increase in public spending on education which will continue and intensify the positive tendency recorded in recent years.

Throughout the last decade, public spending on education by the Educational Administrations has evolved in a positive manner, not only in relative terms but also in absolute terms. This tendency has become increasingly more accentuated during the last five years. It represented 2,2% of the Gross Domestic Product in 1978, 2,7% in 1982, and reached 3,2% in the current budget year. Considering the educational spending made by other national (diverse Ministries), regional (Autonomous Communities) or local (Deputations and Town Councils) Public Administrations, it is situated at present above 4% of the G.D.P. Consequently, a favorable and sustained evolution cannot be denied. However, we cannot ignore either that there is still a big distance separating Spain from the average of the E.E.C. (5,3%).

The execution of a reform like the one which is projected in the present proposal involves an increase in the public resources dedicated to Education which will make it possible to reach the European average percentage at the end of its development.

Therefore, the document by which the Ministry of Education makes public its proposal for Teaching Reforms in the Pre-school, Primary, Secondary and Professional branches, commits the Ministry itself before anyone else. The Ministry is hitherto obliged to adopt the budget and material measures so that the proposed reform of our teaching system proves successful. The Ministry is also obliged to promote the necessary debate and arbitration by all of the participating mechanisms so that the model which is finally adopted integrates all of the innovating energies which exist in Spanish Education, all of the best wishes for improvement and all of the knowledge and suggestions which the teaching collectives, students and in general, all the institutions which function in the teaching world can offer to this Project. If these are the obligations of the Administration in the debate which is now being initiated, the remaining members of the school community cannot contribute much less. It is a matter of placing the best collective interests above all else and not the personal ones or those of the group, and participating generously in the project without narrow-mindedness.

With the present document, the debate on Educational Reform enters into a qualitatively different phase. The Ministry of Education puts forth its official proposal, assuming in this way its responsibilities for the orientation of this final stage of the discussion, before the preparation of the conclusions. All the collective or individual associations and institutions, either from inside or outside of the educational world, who are in a position to make partial or general contributions to the debate, should do so in writing. The Administration will have the adequate means at its disposal in order to achieve extensive diffusion of the proposals to the entire school community. We cannot allow ourselves the luxury of ignoring any suggestion, any valuable opinion, in a matter of such importance.

Whatever the model which is finally adopted, in the restructuring of the non-university level teachings, for its translation into a legal text, which will then follow the corresponding parliamentary prosecution, it will take into account the opinions of all the educational agents in accordance with the degree of preparation and congruency of the positions expressed.

Our country is in an ideal position to accept a broad reform of its educational structures in the coming years, adapting them to the demands for effectiveness and justice, characteristic of an advanced democracy. What must be forged from the debate to which the present proposal hopes to contribute is an educational system, capable of providing a prolonged, basic and quality education to all Spaniards, so that they can become citizens possessing the values of freedom, tolerance and responsibility. The System must be able to raise the level of instruction of all the young people, achieve a school coverage of four out of every five 18 year-olds by the year 2000 and provide a higher level of education at the end of the century to three out of every ten youths. This would democratize access to the university studies on a social plane.

The extension of the educational services is not only a social welfare factor and a contribution to the elevation of the cultural level of a country. It is also a demand which is derived

from the need to rely on human resources which are absolutely necessary to any nation which aspires to affirm its presence in the international economic sphere during a period in which the human factor and intelligence is replacing energy and capital as the principal productive factors.

Time cannot be wasted due to the significance of this challenge but haste is not justified either. For this reason, it is essential for us to combine our energies in an effort which surpasses the limits of a single group or professional collective and even those of a strict political nature, in order to take on the character of a major enterprise which must be undertaken by the whole Spanish society in order to assure its success.

José María MARAVALL HERRERO
Minister of Education.

INTRODUCTION

SCHOOL AND THE DEMOCRATIC SOCIETY

All human society generates formal or informal educational practices intended mostly for the new generations. In all known periods and all known societies, human beings educate their children, passing on to them a language, a set of instruments, abilities and, in the end, a culture. It is the tradition, the social and cultural continuity, which is assured in this manner. But Education can also be an instrument for social transformation.

Through Education, the Future is not only rooted in the past but at the same time, it transcends it. Either individual or collective projects for the future are then intensely mediated by explicit or implicit educational projects. A society's future, its best hopes for Tomorrow, are found in this way, to a great extent, delayed and projected at the same time by the educational practices.

It is a fact that Education projects a reflection of the social and dominant cultural hierarchy at any given time on the new generations, reproducing the values and habits on which the social practices are based. However, there are also social changes which are due in part to educational processes which have contributed to the release of transforming energies. Therefore, we should consider that, although Education is a reflection of the society in which it is found and serves with reproductive functions, Education can in turn act on the Society itself in order to modify its direction and its rules for co-existence.

The possibility that Education can contribute to a change in Society, to an improvement in the standard of living, to individual and collective welfare, is the aim of those who aspire for a better future and who are working for it in the educational field. We should not be surprised then that some of the greatest hopes of Humanity have been linked to educational utopias and projects.

Specialization and institutionalization of the project and the educational activity in a formal, systematically ordered organization for its intensive functioning, is not a recent innovation. From

ancient times, an organization and institutions other than the family have existed, which are specifically consecrated to educating children and young people. The school is, then, an institution as old as our civilization.

What is relatively recent is its extension to include the whole infantile and adolescent population of institutionalized educational practices, guaranteed by the public powers. Despite the great criticism which this schooling model has received, criticism which has gone so far as to propose the alternative of a de-schooled society, it proves evident that the establishment of an educational system as a public service constitutes an unrelinquishable achievement of modern democratic societies. The criticism of this system, even the more radical ones, have not been capable of offering feasible alternatives. The universalization of the schools means that a society is reaching the point of no return for which their educational policies have to guarantee certain minimums. One of them is the right to teach and learn in freedom, within the framework of a school which is an open area for all citizens.

From that moment, the educational system constitutes an essential part of a country's social policy. Its women and its men carry out the long process of "learning to be", they follow their apprenticeship as human beings through Education and, to a great extent, thanks to the formal educational system. The recognition of this role of educational practices can even lead to conceiving of the entire society in their light, drawing, then, the image of what has been called the "educational city". This is one concept of apprenticeship which is not circumscribed to any limited space and time, but which to a certain extent impregnates all of the social relationships.

In the Spain of our days, an educational project of a progressive nature has to satisfy specific demands from a technologically advanced, constitutionally democratic and culturally plural society.

The accelerated rhythm of technological innovations requires an educational system capable of fostering an interest for learning in students. It must also assure that interest for new knowledge and methods is maintained throughout a professional life, which will

probably have to be carried out in diverse areas of productive activity which is subjected more and more to the impact of new technologies. Technological progress, on the other hand, also presents serious challenges when it comes time to achieve a balanced social development, respectful of the human dimension of existence. The fear that Humanity has progressed more in technology than in knowledge exists and some have even considered it to be a well-founded diagnosis. Faced with this concern, the educational system has to respond by trying to form men and women with enough wisdom in the moral and traditional sense of the word as well as technological and scientific qualifications.

A democratic society has its more solid in the school, the institution where citizens initiate their learning of those values and attitudes which assure a free and peaceful co-existence. The society's knowledge, culture and history, especially that which is closest to each school community, takes on as well the function of illustrating and educating for a democracy. But this is not enough. The school has to be, in itself, a place where one lives in tolerance and equality, contributing in this way to initiating the social and democratic life of children and young people, even before it begins to impart knowledge. An integrated school for all, without discriminations due to sex, social origin or aptitudes. However, the demand for an equalitarian school does not mean a call for uniformity for all the students but rather it supposes educating in relation with the peculiarities of each student and with respect for diversity, pluralism and tolerance.

The current society is pluralistic in its values and in its ideologies. In the shaping of that pluralism, a decisive role is played by the abundance of images and information transmitted by the different communications media. They constitute in our day a first-class educational means which provides the greatest part of the information handled by young people and which contributes to the diversification of knowledge and values. The cultural fragmentation and pluralism of resulting sensitivities presents complex problems to the schools if one wishes to be a school for everyone, without presupposing the imposing of a homogeneous cultural universe. Adopting the plurality and integrating that great abundance of information which the com-

munications media transmits via their different supports is another of the essential functions of the educational system.

The reform of the educational system which is planned here in Spain is faced with the same challenges which other neighboring countries are facing and it incorporates some objectives which are also similar to those of the other countries. Financial, social and cultural changes, scientific and technological innovations, demographic changes and different life expectations of the whole of the population, the progressive interdependence between nations and the growing demand for more and better education for all, without discriminations and throughout one's whole life, all combine to demand a formidable effort on the part of the educational system to offer a satisfactory reply.

This response, which must take into account all of the foregoing conditionings, has to include concrete initiatives in relation with the extension and generalization of the educational offering, the changes in the contents of the curriculum and the teaching methods, the fine balance between common training and diversity of options, the opening of the school centers to their surroundings, the formation and motivation of the teaching staff and, in the end, the carrying out of a genuine school community around a common educational project in which teacher, parents and students participate together.

PART I:

**SOCIAL CHANGE AND
EDUCATIONAL DEMANDS**

1. THE EDUCATIONAL SYSTEM IN SPAIN: ACHIEVEMENTS AND LIMITATIONS

**Social change and
educational
demands**

1.1. In our country, as of 1960, demands on the Educational System have been intensified too. This is due to the process of accelerated economic development and, since 1977, the democratic transition itself which Spain has experienced during the last decade. They are demands which have already been faced by other developed countries, some years back, through the offering of a basic education to an entire population, the extension of the offering of a post-compulsory education and, in summary, the increase in all the social expenses intended for Education. All of this must be done together with a constant concern for an improvement in the quality of Education.

However, in Spain, if we consider that the offering of school positions in the compulsory stage is covered, it is necessary to expand the compulsory period to the different social levels. We should not forget that, just like in other countries, the accent of the demands is oriented towards a raising in the level and quality of teaching to which it is necessary to respond in a similar manner.

**The General
Education Law
of 1970**

1.2. In Spain, the "General Law of Education and Financing of Educational Reform" of 1970 established an arrangement of the educational system which, except for the University, continues to be valid along its general lines and which supposes a clear advance in relation with the previously existing situation. This Law structured the educational system at four fundamental levels or stages: Pre-School, General Basic Education (Grade School), from 6 to 14 years of age, Middle School Teachings, with one branch for Bachillerato (G.C.E. or High School) and another for Professional Training, and a University level.

A common effort and improvement in education

1.3. The demands for more and better education, an equalitarian access to the cultural assets on the part of the whole Society, have found a favorable echo in the institutions and in the individuals involved in educational activity. Both the Public Administrations –The Ministry of Education, the Educational Boards of the Autonomous Communities, the Deputations and Town Councils– as well as the groups and movements for pedagogical reform or the associations of the parents of the students, have worked in recent years on behalf of an expansion and an improvement in the quality of teaching.

This common effort has been decisive so that in one single decade, enormous progress has been recorded in Spanish Education. Some achievements reached during the past few years are now unrelinquishable educational requirements for our Society.

- a. The consideration of Education as a public service and a constitutional right of the citizens.
- b. Full, free schooling culminated by the Organic Law on the Right to Education (LODE) for the population from 6 to 14 years of age (see charts 1.1., 1.2. and 1.3.).
- c. The integration of that same population in a nondiscriminatory, unified educational system with a common curriculum.
- d. The great increase in schooling in Bachillerato (High School) and Professional Training (see charts 1.1., 1.2. and 1.3.).
- e. The progressive application of active and participational pedagogical methods.
- f. The special attention directed above all in recent years to the groups of less fortunate and marginal students, either for financial or social reasons, or due to physical, sensorial or mental handicaps.

CHART 1.1: EVOLUTION OF THE SCHOOL ENROLLMENT

COURSES	PRE-SCHOOL	E.G.B.	B.U.P.	PROF. TRAIN.	TOTAL
1975/76	920.336	5.473.468	818.403	305.254	7.517.461
1976/77	956.184	5.544.639	844.258	359.044	7.704.125
1977/78	1.008.796	5.579.662	877.516	457.812	7.923.786
1978/79	1.077.662	5.590.414	999.479	455.943	8.123.498
1979/80	1.159.852	5.606.850	1.055.788	515.119	8.337.609
1980/81	1.182.425	5.605.452	1.091.197	558.808	8.437.882
1981/82	1.197.897	5.629.874	1.124.329	619.090	8.571.190
1982/83	1.187.617	5.633.518	1.117.600	650.929	8.589.664
1983/84	1.171.062	5.633.009	1.142.308	695.180	8.641.559
1984/85	1.145.968	5.640.938	1.182.154	726.000	8.695.060
1985/86	1.127.348	5.594.285	1.238.874	738.340	8.698.847
1986/87	1.114.711*	5.518.204*	1.280.554*	826.805*	8.740.274*

Source: Ministry of Education. Statistics Cabinet.

*Estimates

CHART 1.2: EVOLUTION ACCORDING TO AGES OF THE SCHOOLING RATES (Pre-school, E.G.B., B.U.P., and Professional Training).

Age	1976-77	1977-78	1978-79	1979-80	1980-81
2	5,3	5,6	5,3	5,2	4,0
3	17,0	15,2	16,0	15,3	15,3
4	55,7	56,1	59,8	66,6	67,7
5	71,4	77,0	81,9	87,4	92,1
6	100,0	100,0	100,0	100,0	100,0
7	100,0	100,0	100,0	100,0	100,0
8	100,0	100,0	100,0	100,0	100,0
9	100,0	100,0	100,0	100,0	100,0
10	100,0	100,0	100,0	100,0	100,0
11	99,8	100,0	100,0	100,0	100,0
12	96,4	100,0	100,0	100,0	100,0
13	86,2	88,8	91,3	95,3	94,2
14	78,3	74,5	76,2	81,6	83,4
15	46,0	59,8	61,4	65,9	68,5
16	39,4	43,6	48,8	52,3	51,8
17	31,7	26,4	36,7	42,2	46,1

Source: M.E. Statistics Cabinet.

Certain drops were recorded in the rates during the 1981-82 and 1982-83 courses, due to the fact that the base population has changed, as the Population Census of 1981 was used, and before estimates had been used.

Age	1981-82	1982-83	1983-84	1984-85	1985-86
2	4,6	4,7	4,5	4,6	4,8
3	15,2	15,2	14,8	15,9	16,3
4	70,3	75,7	77,5	77,2	84,6
5	92,9	94,3	98,8	99,5	96,9
6	100,0	100,0	100,0	100,0	100,0
7	100,0	100,0	100,0	100,0	100,0
8	100,0	100,0	100,0	100,0	100,0
9	100,0	100,0	100,0	100,0	100,0
10	100,0	100,0	100,0	100,0	100,0
11	100,0	100,0	100,0	100,0	100,0
12	100,0	99,5	100,0	100,0	100,0
13	99,5	96,1	97,5	98,5	99,1
14	86,3	82,6	84,2	87,2	90,3
15	72,3	70,2	72,4	73,4	76,3
16	55,9	55,0	57,7	58,0	60,1
17	47,1	47,1	46,7	50,7	51,7

Source: M.E. Statistics Cabinet.

CHART 1.3: ENROLLED STUDENTS, CLASSIFIED BY LEVELS AND TYPES OF EDUCATION

NATIONAL TOTAL				
Level and type of Education	Courses		Differences	
	1982-83 (1)	1985-86 (2)	Absolute (2)-(1)	In Percentages (2)s/(1):100
Pre-school	1.187.617	1.127.348	-60.269	-5,1*
E.G.B. (Primary School)	5.633.518	5.594.285	-39.233	-0,7*
B.U.P. (High School) and C.O.U. (College Preparatory)	1.117.600	1.238.874	+121.274	+10,9
Prof. Train.	650.929	738.340	+ 87.411	+13,4
Total	8.589.664	8.698.847	+109.183	+ 1,3

Source: M.E. Statistics Cabinet.

* A drop which reflects the lower population. The schooling totals increase considerably.

SCHOOLING RATES OF THE SPANISH POPULATION ACCORDING TO AGE GROUPS (Pre-school, G.B.E., B.U.P., C.O.U. and Professional

Schooling Rates per 100 inhabitants in the age group		
Age Groups	1982-83	1985-86
2 - 3 years of age	9,9	10,7
4 - 5 years of age	85,6	91,1
6 - 13 years of age	100,0	100,0
14 - 15 years of age	77,9	83,2
16 - 19 years of age	37,7	44,1
Total 2 - 19 years of age	73,5	77,6

Source: M.E. Statistics Cabinet.

All of these educational advances have made it possible on the other hand, for considerable progress to be made towards equality of opportunity for all citizens.

Maladjustments and deficiencies

1.4. However, together with the already mentioned positive aspects, some maladjustments and deficiencies have also been made evident in the educational system.

- a. Among the maladjustments, those resulting from the inadequate model of the General Education Law stand out, in relation with the 1978 Constitution, both in terms of the new organization of the State, as well as in its Article 27.
- b. As for the deficiencies, the early selection which must be made of the students from among the High School and Professional Training, which form two reproductive networks of social inequalities, is important. Even though some other disfunctions can be attributed to an inadequate application of the General Education Law itself, these deficiencies were inherent in the Law and, in fact, have grown worse and become more evident as time goes by and as the educational system is confronted with new problems and requirements.

Early Childhood Education

1.5. These new problems and demands affect all branches of Education, beginning with Pre-school Education prior to EGB (Primary School). The social sensitivity has increased significantly in recent years in regard to the meaning of Infant Education and its importance both in the development of the child as well as in the prevention of inequalities and failure at subsequent educational levels. However, the truth of the matter is that this educational level continues to be conceived far too frequently as a day-care center, without its own educational substance. Other times, the essentially amusement nature which the child's activity must have in the children's schools is confused with the lack of specific educational proposals on the part of the educators.

In another area of considerations, the current Early Childhood Education scarcely assumes the decisive role which it could and must carry out in the prevention of social inequalities. In this sense, it is necessary to furnish sufficient school capacity, especially in the less favored areas, in order to anticipate and counteract the expected high index of school failures related to the social-economic and cultural conditions of the families.

Educación
General Básica
(Primary School)

1.6. EGB probably makes up the most stable stage of our educational system and that in which a full schooling level has been reached. However, this should not make us question the existence of problems which still exist at this educational level. There is general agreement on the fact that these problems are especially evident in the upper cycle of EGB between the sixth and eighth courses, where the programs are overloaded with a content, which is not very apt for fostering reflections and a real assimilation of the knowledge, which is scarcely adapted to the aptitudes and motivations of students between 11 and 14 years of age. Even though the concept itself of school failure is highly controversial and should be considered in terms of the required levels of success, the possibility of adaptation of curriculum and the system of evaluation used, it is necessary to recognize that the over-all results of the students at the end of EGB, despite a considerable improvement in the last courses, are still not sufficiently satisfactory (see chart 1.4. and 1.5.). These deficiencies in the scholastic results of a certain number of students of EGB are also due to the insufficiencies in the initial training of the teachers, a low level of back-up or supporting teachers and psycho-pedagogical teams, as well as problems of scholastic organization. These organizational problems frequently cause the distribution of teaching tasks without bearing in mind the specialties of the teachers and lead to an excessive mobility of teachers, often resulting in an incoherent and unstable teaching staff. These factors affect the rural areas and, in general, the less favored social areas in a very special way.

CHART 1.4: PERCENTAGE OF STUDENTS WHO FINISHED THEIR STUDIES IN RELATION WITH THOSE ENROLLED IN THE LAST COURSE

Educational Level	School Year			
	1981-82	1982-83	1983-84	1984-85
E.G.B (Primary School)	66,5	68,1	68,0	69,8
B.U.P. (High School)	64,6	55,6	66,5	66,4
C.O.U.	67,0	56,8	68,7	67,4
P.T. I	58,2	55,3	60,3	59,4

Source: Ministry of Education. Statistics Department.

NOTES:

In Primary School, the percentage represents the ratio between students who obtained the title of School Graduate and the total of these students plus those who obtained the School Attendance Certificate. They are not classified according to public or private sector.

In BUP (High School), the percentage corresponds to the total number of students passing the third course entirely, over those enrolled in the course.

In COU (College Preparatory), it is a matter of the percentage ratio between those passing the course and those enrolled.

In PT (Professional Training), the ratio is established between the students who made the grade, after having passed the corresponding examination and the students enrolled in the last course of each level or teaching system.

This information must be interpreted, bearing in mind the increase in the schooling at each one of these levels (see Chart 1.1.).

CHART 1.5: EVALUATION OF THE RESULTS IN E.G.B.

COURSES	STUDENTS WHO FINISH EGB		
	School Graduates	Schooling Certificates	Total
1974-75	322.306	151.602	473.908
1975-76	337.265	181.216	518.481
1976-77	372.358	210.484	582.842
1977-78	403.710	216.170	619.880
1978-79	392.392	233.261	625.653
1979-80	405.677	244.416	650.093
1980-81	426.038	244.117	650.155
1981-82	442.045	222.512	664.557
1982-83	463.868	217.779	681.647
1983-84	441.197	207.475	648.672
1984-85	466.535	202.180	668.715

Source: Ministry of Education. Statistics Department.

**Middle School
Teachings: BUP,
COU and PT.**

1.7. The educational level with greatest problems is that of the Middle Teaching Level: **Bachillerato Unificado y Polivalente (BUP - High School)** and the **Curso de Orientación Universitaria (COU - College Preparatory)** and above all, Professional Training. At this level, it should be stressed that there is a growing school demand, which still makes it necessary to create new school positions. Perhaps some of the problems of this educational level are related to the curriculum and the applied teaching methods. This accentuates the academicism of a traineeship which is often only an exercise in memorizing, the disconnection in relation with the social-cultural and professional surroundings and the lack of flexibility in the programs.

Many teachers feel, and quite rightly so, that High School study plans are still very far from the motivations, needs and possibilities of the adolescents today. In turn, the College Preparatory Course, despite the periodic changes it undergoes in its programs, has not managed to adequately fulfill either its orientative role, nor its function of connecting the Middle School Teachings with the University.

**A social
devaluation of
Professional
Training**

1.8. There is general agreement as to the idea that Professional Training, especially that of the first grade, is the area presenting the most important deficiencies in the current educational system. The causes for this are complex; both the teachers as well as the students agree that the contents which are taught are inappropriate, not very motivational and frequently disconnected from the professional and economic reality of the productive world. A Professional Training regulated as of 14 years and of an exclusively scholastic and not practical nature, involving difficulties for establishing a system for alternating studies with work due to the age of the students, will inevitably turn out to be unsatisfactory. In fact, such an educational option, always ends up providing limited general training and deficient professional training.

Arts and Trades and Languages

1.9. The Schools of Arts and Trades the Schools of Languages present other kinds of problems. The General Education Law, in its transitory provision 2.7., established that certain schools would become University Schools or Professional Training Centers depending upon the extension and nature of their teachings. Among them, are the Applied Arts and Artistic Trades and those of Languages. The Law 29/81, of the 24th of June, opened the way for the arrangement of these last teachings. The Schools of Arts and Trades, however, continue in their already traditional lack of definition, made worse by two types of problems; the lack of academic recognition of the diplomas or certificates it issues and its inadequate structure, which has not been revised since 1963. Most likely these factor lie in the origin of the limited demand of these teachings on the part of young people.

Artistic teachings

1.10. Artistic Teachings, on the other hand, also have difficulties derived from a deficient structure. The students are obliged to make these studies compatible with their Primary School, High School and Professional Training studies. In the case of music or dance, where an early beginning is important, children as of 8 years of age are overloaded, having to combine their ordinary, basic education with their artistic training activities. The result is that the Artistic Teachings find themselves pushed to one side, outside of the regular school hours, as if they represented a non-integrated, parallel branch in the formal educational levels. And this happens just at a time when the student is developing a growing interest in this kind of teaching.

A need for a new educational structure

1.11. The educational problems described up until now in the different levels and educational modes cannot be resolved by the current structure of the educational system. the intrinsic limitations refer to the current structure and their solution requires the modification of the current rules. The structure established by the General Education Law of 1970, once its innovating potential

was exhausted, turned out in 1987, to be a serious obstacle because it imposes serious limitations on an educational development which is appropriate with the current times and in accordance with that of the developed countries. In most of these countries, the comprehensive level for compulsory education is extended until 15 or 16 years of age. In our system, the premature conclusion of basic education (14 years of age), the levels of failure and the number of drop-outs in the upper cycle of EGB or Primary School and a not very attractive Professional Training system concentrate the difficulties on the 14 and 16 years of age group, especially since the minimum working age is 16. The need to choose between Bachillerato (High School) and the Professional branch at 14 years of age, as soon as Primary School, is completed is premature and practically irreversible and as a result, socially discriminatory.

Educational changes

1.12. In summary, both the intrinsic deficiencies of the system as well as the social and economic changes, which have been produced in the last decade suggest the prolonging of common basic schooling, the modification of Professional Training and, as a result, the re-arrangement of the last courses of EGB and those of all the Middle School Teachings. The carrying out of these changes must suppose an improvement in the entire educational system, in such a way that it offers a more coherent curriculum, where the training common to all is combined in the upper courses with a progressive optativity.

2. THE RIGHT TO EDUCATION AND THE COMPREHENSIVE SCHOOL: EDUCATIONAL OPTIONS IN EUROPE

Expansion of education and the comprehensive school

2.1. Until the beginning of the second half of our century, the educational systems of the European countries were characterized by an organization favoring the early selection and classification of the students and their early assignment to highly differentiated educational branches, due both to their curricular structure as well as the possibilities for social and cultural promotion which they implied. The distinction between an academic branch of high prestige, a less valued technical-scientific area and another professional one with a low status was very widespread. The assignment of the students was made theoretically in accordance with their marks in examinations after the 4th or 5th year of studies, that is, at around 10 or 11 years of age, as in the case of the British "eleven plus" or the examination for Spanish admittance. However, in practice, the influence of the social classes in this early assignment was decisive. In our country, the educational system was adapted to an arrangement of this type until the General Education Law of 1970.

2.2. In other European countries, the break with that model was much earlier. Soon after the end of the Second World War and especially in the decades of the fifties and sixties, an important process of educational expansion and reform of methods and content took place. There was growing confidence in Education as a basic instrument for promoting development and neutralizing social and cultural inequalities. In this context of confidence and expansion, the idea of the comprehensive school was developed. By a comprehensive school, we understand a form of teaching which offers all the students of a certain age, a strong nucleus of common content within a single institution and a single classroom, and which avoids in this way the sepa-

ration of students following different training courses, which can be irreversible. In this way, the aspirations for equality of opportunity, and a higher and common culture for all the students are achieved along with the opening up of a single school to a diversity, which the more progressive social groups have aspired for.

2.3. In Spain, the 1970 Law extended common and compulsory education until 14 years of age. This process came late in relation with other European schools in which compulsory education had already been extended until 15-16 years of age.

The limits of compulsory education

2.4. At present, most of these countries establish the beginning of compulsory education at 6 years of age –as in Spain–. Only the Scandinavian countries set it at 7 years of age. In practically no case, is compulsory education established before 6 years of age, even when the schooling rates include 100% of the children. However, there is an important gap between the Spanish system and that of other European countries in regard to the end of the compulsory education; it is set at 16 years of age in the Netherlands, Great Britain, West Germany, Denmark, Finland, France, Norway, Sweden and Switzerland. In Austria, Greece, Ireland and Luxembourg, the limit is set at 15 years of age. In Spain, as in Italy, the limit for compulsory education is 14 years of age. Although in our country, the schooling predictions for the greater part of the population is up to 16 years of age, this fact has never really been fulfilled. The gap is still greater if we take into account the fact that some countries tend to prolong the compulsory education on a part-time basis until 18 years of age (as is the case in Belgium and Germany).

2.5. The compulsory education limits coincide with the limits for comprehensive and common teaching in some European countries. On one hand, we have the Nordic countries (Sweden Finland, Denmark and Norway) and

Great Britain, which extend both until 16 years of age. In addition, in the Mediterranean countries (Spain, Italy and Greece), schooling is compulsory and comprehensive only until 14 or 15. In Ireland, the two limits coincide at 15 years of age. However, in other countries, this coincidence does not exist and they speak of "semicomprehensive systems", as in France and Portugal. In Germany, the Netherlands, Austria and Switzerland, a non-comprehensive tradition exists. In these countries, even though compulsory education is extended until 16 years of age, the tradition of an early selection of students at 10 or 11 years of age is maintained. In the countries of a comprehensive tradition, the tendency to permit the schools to have a certain margin of liberty for defining the curriculum is more marked, as is the case in England and Denmark, and the organization of the compulsory secondary teaching groups into "levels" is frequent, when it is a question of fundamental subjects such as maths and language.

2.6. The organization of compulsory education is also very different in the diverse European countries, depending to a great extent on what point they have been incorporated or not into a comprehensive tradition. Thus, in the German Federal Republic, in which the comprehensivity is still rather unusual to the system, after a primary education (**Grundschule**) of four courses (that is, at 10 years of age), there is the option for four types of centers, or educational branches: the **Gymnasium**, of a highly academic and introductory nature for the University –it covers the first and second cycle of secondary school until 18 years of age–; the **Realschule**, which prepares for the work of employees and average-level technicians and extends until 16 years of age; the **Hauptschule**, which prolongs the primary education until 15 and is often completed with professional training; and the **Gesamtschule**, which is of a comprehensive nature but quite minority. Around 2/3 of the students go to the **Hauptschule** and 1/6 to the **Gymnasium** and the **Realschule**.

In Belgium, there was a timid, comprehensive reform which led to three kinds of schools: the reformed centers, of a comprehensive nature and which tend to be generalized, and the academic and technical ones, of a more classic nature. In France, in which the comprehensive reform has spread to the entire system, the students follow the same curriculum until 13, and then two courses with optional possibilities. As of 15 years of age, a net distinction is set up between a "general" teaching and another "professional" one, even though the compulsory nature is extended until 16. In the United States, the comprehensivity often extends to 15 years of age and the compulsory nature often reaches 18. In the USSR, the obligatory nature is set at 17 years of age, while the comprehensivity is limited to the first cycle of secondary education (until 15). In Sweden, in which the system has a strong comprehensive tradition since 1962, the compulsory education (*Grundskola*) is divided into three cycles of three years (7-10, 10-13, 13-16). The curriculum is the same for all until the third grade, at which time optional materials are offered which do not put an end to subsequent possibilities.

Diversity and educational options

2.7. The diversity becomes greater in the case of post-compulsory education. In the countries of comprehensive tradition, the most frequent situation is that it is in this stage in which a net differentiation is established between an education of a more academic and introductory nature for the University and another of a technical-professional nature. In other countries, the differentiation is already established in compulsory secondary education. The clearest case is that of Belgium: in the traditional centers, there is an early differentiation between the technical branch and the general one, with seven different sections: in the reformed centers four possibilities for post-compulsory secondary education are established –general, technical, professional and artistic–. In France, the non-integrated cycle of secondary education begins at 15-16 years of age, which offers the option of long branches –3 years– in the *Lycées* or grammar

schools which progressively diversify the options, and the short branches –of two years– for highly varied professional teaching. In Italy and Greece, the lyceums offer four branches –classic, scientific, technical and linguistic in the first case, and, general, classic, professional and integrated technical, in the second– netly differentiated from the options which the professional schools offer.

2.8. In general, a clear tendency to offer diverse options in post-compulsory secondary education is noted, but it avoids having the optionality limit any subsequent possibilities. There is also a clear tendency to guarantee a general training as broad as possible for the greatest number of citizens during a longer period of time. This basic training is considered as the best guarantee for subsequent specialization and for entrance into the social and working world. In addition, emphasis is put on the need for psycho-pedagogical and professional orientation; on the establishment of connections with the world outside the school; on stimuli for combining work and study periods; as well as on the contact of the students with professionals other than their teachers.

De-centralization and quality in education

2.9. A step forward towards a greater de-centralization is also noted, though this tendency cannot be generalized. The central powers determine the general framework of the educational system and the major lines for the educational policy and structure. The regional and local powers specify and expand these principles even more, and the pedagogical centers and staff prepare and carry out their program within a considerable margin of autonomy. This de-centralization is normally accompanied by a strict system for evaluating the functioning of the educational centers and a final, out-side and standard examination of the students' learning. A tendency begins to take shape at this point, which refers to a certification which does not remain as a mere abstract credential but rather incorporates the results obtained by each student in his formative itinerary.

2.10. In the seventies and especially in our present decade, European administrations have shown a growing concern for the quality of teaching and a progressive extension of comprehensivity has been produced in countries in which it had not previously formed a part of the educational traditions. Together with this change, the comprehensive reforms were considered more critically in the light of improving these reforms in terms of quality, performance levels and their integrating capacity in regard to individual differences. Today we can consider that the extension and universalization of the educational offering until at least 15-16 years of age and the growing levels of comprehensivity, flexibility and connection between the different modes, are absolutely necessary achievements for these educational systems.

3. THE ANSWER IN SPAIN: THE REFORMS UNDERTAKEN

3.1. Over the last five years, the Ministry of Education has been faced with a whole set of problems which existed in the educational system and which evidenced an important time gap, in relation with the answers which most of the European countries have begun to give. During this period, the Ministry of Education's activity has been oriented in four main directions:

- To guarantee the constitutional right to Education.
- To extend the schooling.
- To compensate for the social inequalities in the school sphere.
- To improve the quality of the teaching.

Extension of the educational offering and equality of opportunities

3.2. The Organic Law of the Right to Education (LO-DE) has developed Article 27 of the Constitution, consecrating a set of principles which inspire a new educational system in Spain:

- The free nature of education at the compulsory levels.
- The establishment of a system of admissions for students, whose requirements are identical for the public and private schools.
- The initiation of a general teaching program which tends to assure an adequate distribution of the schooling offer and a rational use of public resources.
- The creating of a system of participation through three main types of organisms: the School Councils for the management of the schools, the State School

Council as a consulting and advisory body and the Conference of Educational Advisors of the Autonomous Communities for the coordination of the educational policy and the exchange of information.

– The development of the constitutional liberties and the protection of the principle of non-discrimination for reasons of sex, race, creed or social origin.

3.3. The extension of the educational offering has been another of the important objectives (see Chart 3.1.). The unusual characteristics of the Spanish population have oriented the effort undertaken to spread schooling. The conditionings have been of two types: on one hand, the regional imbalance has made it necessary to intensify the efforts in the areas of demographic expansion, while the offer of school positions has been higher in relation with the demand in rural areas. In addition, the drop in the birth rate has already affected the masses of students who study the first years of EGB or Primary School, while the promotions of young people who attend Secondary Education have not ceased to increase.

3.4. The promotion of equality of opportunities and the affective guarantee of the right to education has been another of the priority activities in these past few years. It is necessary to point out here, the policy of scholarships which have multiplied the resources set at the disposal of the young people coming from low income families, especially in the post-compulsory levels (see chart 3.2.). The Compensatory Educational programs have begun to provide the necessary resources to the more underprivileged areas and another achievement is the program for Integration of Handicapped Students, which has initiated the educational standardization of a considerable number of children with special educational needs.

CHART 3.1.: STUDENTS IN PUBLIC SCHOOLS

LEVELS	COURSE 78-79	COURSE 85-86	INCREASE	%
Pre-school	521.938	702.057	180.119	35
E.G.B. or Primary School	3.491.195	3.621.238	130.043	3,7
B.U.P. - C.O.U. (High School and College Preparatory)	615.138	844.973	229.835	37
P.T.	211.729	433.740	22.011	105
TOTAL	4.480.000	5.602.008	762.008	16

Source: M.E. Statistics Department.

CHART 3.2.: EVOLUTION OF THE SCHOLARSHIP BUDGETS

	COURSE 82-83		COURSE 83-84		COURSE 84-85	
	STU- DENTS	BUDGET	STU- DENTS	BUDGET	STU- DENTS	BUDGET
	UNIVERSITY	94.069	3.830.635.000	149.380	4.666.230.000	171.216
	68.200	3.049.102.000	69.076	3.964.894.000	80.379	6.157.599.000
TOTAL	162.269	6.879.737.000	218.456	8.631.124.000	251.595	11.843.955.000

Source: M.E. Statistics Department.

	COURSE 85-86		COURSE 86-87		COURSE 87-88	
	STU- DENTS	BUDGET	STU- DENTS	BUDGET	STU- DENTS	BUDGET
	UNIVERSITY	267.364	8.941.230.000	309.708	10.100.000.000	335.000
	113.884	8.922.384.000	143.632	16.500.000.000	230.000	26.806.000.000
TOTAL	381.248	17.863.614.000	453.340	26.600.000.000	565.000	41.006.000.000

Source: M.E. Statistics Department.

Quality of teaching

3.5. The Ministry of Education has adopted a set of measures directed to the qualitative improvement of teaching. The important increase in the teaching staff of the public centers at all the educational levels during the past few years, as well as the decrease in the students/teacher ratios are a significant index of the efforts made (see charts 3.3., 3.4. and 3.5.). The training programs for the teaching staff, the experimental plan for support of child education and the reform of the pre-school period, the expansion of the psycho-pedagogical teams, the setting up of the Atenea Project for the incorporation of new techniques, the Mercury project for the use of audio-visual materials in the schools and the support to the educational innovations are some more measures directed to the qualitative improvement of Education.

CHART 3.3.: NUMBER OF TEACHERS IN THE PUBLIC CENTERS (1)

LEVELS	COURSE 78-79	COURSE 85-86	INCREASE	%
Pre-school	15.907	25.648	9.741	61
E.G.B. or Primary School	127.314	131.950	4.636	4
B.U.P.-C.O.U. or High School and College Preparatory	34.374	50.393	16.019	47
P.T.	13.374	32.953	19.579	146
TOTALS	190.969	240.944	49.975	26

Source: M.E. Statistics Department.

(1) The teaching staff of Spanish schools located abroad are not included.

CHART 3.4.: EVOLUTION OF THE NUMBER OF TEACHERS IN PUBLIC EDUCATION 1982-83/1986-87

LEVELS	Course 82-83	Course 86-87			TOTAL COURSES 82-83/86-87	
	National Total	M.E.	Total CC.AA.	Total National	Number	%
Pre-school and E.G.B. Teachers	166.278	75.774	117.127	192.901	26.623	16,01
B.U.P. Teachers	38.676	20.849	29.121	49.970	11.294	29,20
P.T. Teachers	17.903	11.370	17.359	28.729	10.826	60,47
TOTAL	222.857	107.993	163.607	271.600	48.743	21,87

Source: M.E. Statistics Department.

NUMBER OF TEACHERS IN PUBLIC TEACHING 1986-87. PER AUTONOMOUS COMMUNITY WITH EDUCATIONAL COMPETENCIES

LEVELS	AUTONOMOUS COMMUNITIES						TOTAL
	CANARIES	VALENCIA	CATA- LONIA	BASQUE COUNTRY	GALICIA	ANDALUSIA	
Pre-school and E.G.B. (Primary School) Teachers	10.057	16.750	24.485	9.696	17.528	38.611	117.127
B.U.P. Teachers	2.408	4.206	7.599	2.987	3.763	8.158	29.121
P.T. Teachers	1.471	2.087	4.865	1.832	2.467	4.637	17.359
TOTAL	13.936	23.043	36.949	14.515	23.758	51.406	163.607

Source: M.E. Statistics Department.

CHART 3.5.: STUDENTS/TEACHER RATIOS

LEVELS	COURSES 1978-79	COURSES 1985-86
Pre-school	33 students/teacher	27 students/teacher
E.G.B. (Primary School)	27 students/teacher	27 students/teacher
B.U.P.- C.O.U.	18 students/teacher	17 students/teacher
P.T.	16 students/teacher	13 students/teacher
Average ratio	25 students/teacher	23 students/teacher

Source: M. E. Statistics Department.

In addition to these steps, the Ministry of Education, together with the Autonomous Communities, have promoted two experimental projects: the reform of the upper cycle of Primary School and the reform of the Middle Schools. With these measures, they have tried to explore the possibilities of a profound change in certain areas of the educational system, strictly and without improvisations.

3.6. The enormous complexity of the reforms at these levels of the educational system advised choosing this experimental path, in order to achieve the initial objectives for the reform in a few schools. In this way and throughout the entire process, results have been contrasted, rectifying whenever necessary, the initial hypotheses by means of the participation and debate of the teachers. The effort and dedication to these reforms

of a large number of teachers has been one of the decisive elements in their dynamics and has favored a deeper knowledge of their possibilities.

Experimental reform of the upper cycle of primary school

3.7. The objectives of the Primary School Upper Cycle reform concentrates on obtaining a more appropriate curriculum for the age and interests of the students than that which was established by the previous order. At the same time, it was necessary to decrease the discriminatory nature of Primary School and mitigate the negative effects of the double diplomas at the end of the studies.

3.8. The first evaluations of experimental design indicate that the students reach greater levels of comprehension, the teachers use a more active and individualized methodology, team work is increased among the teachers and a greater participation of the families is noted, along with a higher level of satisfaction of the parents, teachers and students who have participated in the experience. The main problems detected, centered around difficulties in relation with the first courses of Secondary Teaching, the lack of stability of the teaching staffs and the difficulties of adapting the curriculum to the students with apprenticeship problems.

Experimental reform in teaching

3.9. The experimental reform of Secondary School Teaching is based on the conviction that it was necessary to test an integrating and comprehensive educational model for all the students up to 16 years of age, which meant a new curriculum. That is, new objectives, contents and methods. Their generalized implantation would suppose the extension of the period of common education until 16 years of age and the establishment of a second stage of secondary teaching for two years more. At the end of this stage, the students could either study several specialized professional modes or go on to the University, once the test designed for this purpose is passed.

3.10. The initial results of the evaluation carried out show that with the experimental reforms, an important change in teaching methodology has taken place which allows the students to learn with more satisfaction and interest. This general evaluation is related to the strengthening of the tutoring work, greater team work and a greater participation and discussion in class.

3.11. However, the experimental method selected reveals as well the difficulties involved in some of the changes proposed. Significant differences continue to exist between the performance of students who are going to the High Schools and those who go to the Professional Training Schools which are without a doubt due to the prior educational histories of each of the groups of students.

In summary, the objective of a new curriculum accessible to all children until 16 years of age is an approach offering highly reformed content and which converges with the existing curriculum in the majority of the developed nations. However, the extension of comprehensive teaching until the age of 16, makes it necessary to resolve at the same time the limitations of the current educational system already mentioned. This would be the only way to make sure that this prolongation does not generate more inequalities and new frustrations among students.

Reform of the educational system

3.12. The analysis of the problems and limitations of the current educational system, the responses given in other countries before similar challenges, and the conclusions obtained from the experimental reforms adopted, lead to the need to undertake a general reform of the educational system.

The main objectives of this reorganization of the educational system should be to increase the quality of teaching, especially in the early childhood and basic, compulsory education stages, to extend this compulsory education until

16 years of age with a curriculum common to all, but capable of responding at the same time to the diversity of interests and capacities of the students and reforming in depth the post-compulsory secondary education, especially in the technical-professional area.

3.13. This reorganization, which supposes a new arrangement of the educational system, must be made with determination but at the same time with prudence and realism. The entire school community is aware of the enormous complexity which an over-all reform of teaching would entail, and of the great difficulties which are involved in bringing into the daily activity of the schools and the classrooms, the objectives of the proposed reforms. Throughout this long process of change, which will culminate in the implanting of a new educational system in its different sections, the curricular experimentation undertaken until now can continue to furnish valuable information and teachings.

PART II:

**THE REFORM OF THE
EDUCATIONAL SYSTEM**

4. QUALITY OF TEACHING AND EDUCATIONAL INNOVATION.

Quality criteria.

4.1. The quality of teaching is currently one of the priority objectives of educational policy in all advanced countries. It constitutes a goal which concerns all of the agents involved in the educational process. It is not simple, however, to define what the quality of teaching consists and there are not always standard signs, Nevertheless, the following criteria for evaluating it are widely accepted:

- The capacity of the school to favor the personal development of the students and their access to the cultural patrimony of a people.
- Their flexibility to adapt to the individual needs and interests of the educators.
- The response of the educational system to the demands of a complex and highly technified democratic society.
- The capacity of the educational system to compensate for the social and cultural inequalities of the students.
- The existence of coherent curricular objectives, as well as a varied educational offering and a connection between the different modes.
- A lower level of drop-outs and student failures at school, a general rise in performance levels, and in the acquiring of knowledge and abilities on the part of the students.

4.2. Increase quality of the educational system is presented in Spain as a priority objective, as long as full schooling can be considered as achieved in the period between 6 and 14 years of age. The expansion and universality

of the educational offering to other ages cannot be carried out without a qualitative improvement in teaching.

4.3. The solution to the qualitative problems of the educational system requires an increase in the resources available and specific attention directed to the different elements and factors on which the quality of education depends: teaching staff, scholastic organization, inspection and educational administration. The structural and curricular changes, which are contemplated in the reform of the system, would only mean a real modification of the educational offering in the measure in which they are oriented towards qualitative improvements in the daily life of the scholastic centers.

Competent teaching staff

4.4. The quality of an educational system will depend mainly on the teachers. Their task is complex and tricky, and so they need ideal preparation. A quality teaching staff has to be made up, above all else, of experts, with satisfactory qualifications in accordance with the functions and performance expected of them. These qualifications, which require specific planning for the initial training and updating of knowledge for the teachers of the different levels, has to be adapted to the school activity in the classroom, furnishing them with a rich repertoire of professional resources. However, in addition, it should capacitate the teachers for an efficient fulfillment of other educational functions such as the orientation of students, the evaluation of the school performance and their own work as teachers.

4.5. Quality teaching also requires a motivated, responsible teaching staff, familiar with the educational process in general in relation with the levels or areas of their particular area. A policy based on qualifications and incentives for the teaching staff, which is accompanied by a greater social evaluation of their work, represents the greatest guarantee of progress in the quality of teaching. Quali-

fication and motivation are, then, two essential characteristics, of a teaching staff which has to feel deeply responsible and committed to the educational processes.

4.6. The maintenance and raising of teaching quality calls for a permanent process of pedagogical innovation and structural reform. Educational innovation constitutes the result of many parallel and coordinated actions, whose limited influence on the educational system contributes to improving pedagogical practice in its real context; it is then, a central element in the quality of teaching.

A reform of teaching also requires: the furnishing of material and didactic resources to schools, the rationalization of the functioning and management of these resources as well as their interaction with their socio-economic and cultural surroundings, the coordinated action of the different administrative units which intervene in Education with the subsequent correction of disfunctions in the educational management, the promotion of curricular development, the supervision and evaluation of the educational task on the part of inspection services, the support of the orientation services, the existence of stable teaching teams which make the development of pedagogical projects of the center possible and, finally, the creative mobilization of the whole of the teaching staff and the social sectors who seek to improve educational and teaching practice.

Curricular innovation

4.7. The setting up of the curriculum is usually mediated by the pedagogical material which teachers and students use. The school materials and the teams of teachers become, in fact, mediators on one hand and interpreters, on the other, of the curricular orientations, for they are the ones who translate the subject matter into real educational practices. This teaching protagonism must not be mechanical or passive, but has to function in an active and creative manner.

4.8. The actions which can be taken by the Educational Administration to encourage an innovative attitude among the mediators and interpreters of the curriculum, are varied and can be specified as follows: to expand the freedom of the schools and the teachers to define the curriculum, thus avoiding the tendency toward excessive regulations which, in the end, is a sign of distrust of the diverse educational agents; to establish a more open and flexible regulation of the approval and distribution of the didactic materials; to favor the innovation and autonomous creation of all kinds of educational reform materials and stimulate their diffusion, on the part of institutions, foundations, teams of teachers and reform movements.

**Teaching
methods and
didactic materials**

4.9. The improvement of the teaching methods in daily work is the most specific element of this reform process. In order to promote it, specific systems of assistance to teachers should be put into practice as:

- Preparation of materials for curricular areas which furnish examples of how to carry out different teaching practices, by means of explanations to the teacher, type-activities, example activities in video, etc.
- Formation of work groups for the development of planned practices in specific curricular areas and for the analysis discussion of practical teaching methods. The Teachers' Centers (CEP) must be the nuclei of coordination and encouragement for these activities.

4.10. The Educational Administration should favor the flexibility of the internal organization of the schools, facilitating at the same time, the use of part of the teacher's working day for scientific and didactic up-dating.

4.11. Improved teaching also requires the furnishing of suitable didactic material to the centers and classrooms. This supply of material should be related to the setting into practice of curricular reforms, modifications in styles and teach-

ing processes, and the carrying out of specific pedagogical projects for curricular and didactic innovation on the part of schools or groups of teachers. The equipping of school libraries, laboratories, workshops and other educational equipment should be done without excessive uniformity, adapting the characteristics of this equipment to the pedagogical project of each center.

School centers and the Educational Project

4.12. The school are the preferential sphere of teaching and its possible improvement. The formation of active teams of teachers, as well as the efficiency of the performance of the managerial teams, are necessary conditions for the satisfactory functioning of schools and institutes. The stability of the teaching staff, the autonomy the schools for using resources and the development of programs and projects, the possibility of the centers themselves being the ones to establish the duly-controlled relationships with professionals who do not form a part of the fixed staff, are just some of the factors which can contribute to effectively improving school life. On the other hand, many of the current problems of insufficient resources can be resolved by means of the joint use of the existing resources by the schools. In the end, a more rational administration and use of the resources can contribute to a more efficient functioning of the services in the scholastic centers.

Scholastic media and the cultural surroundings

4.13. The fact that the school tends to define a closed system around itself has been denounced frequently; it is very often a system far removed from its contemporary culture and language. The relations between the schools and their surroundings is a major factor for educational quality and innovation. The organization of cultural activities in collaboration with different institutions, within the city or the surroundings where the center is located, contributes to enriching the educational offering. However, in addition, the scholastic centers must organize cultural activities directed towards all of the citizens. In this way, the center becomes a nucleus and a focal center of the scholastic community which extends beyond its own strict limits.

4.14. The establishment of permanent evaluation and diagnostic methods for the educational system, provides a precise knowledge of the qualitative and quantitative changes which are produced in the teaching process. Several firm bases are offered for the making of decisions, by the Educational Authorities and the centers and teachers are informed as to their own functioning; all of this contributes to improving the educational practice. This evaluation must make up one of the basic functions of the educational inspection services.

5. SCHOLASTIC CURRICULUM AND REFORM OF THE EDUCATIONAL SYSTEM

Functions of the curriculum

5.1. An educational project is structured around a curriculum. The curriculum determines the objectives which are sought by scholastic education, that is, those aspects of the students' development which deal with promoting and proposing an appropriate plan of action for the attainment of the goals. In order to determine the objectives of scholastic education, it is necessary to answer the question "What to teach?", or what is basically the same, decide upon the contents and objectives of Education. In turn, in order to propose an adequate plan of action, it is necessary to respond to the questions what, when and how to teach and evaluate?, that is, to decide on questions of teaching methodology. What, How and When to teach and evaluate are the essential ingredients of scholastic curriculum.

5.2. The curriculum appears in this way as the link between educational theory and pedagogical practice, between what the scholastic education must be and what it can finally be. The curricular debate always constitutes a central element of all educational reform and furnishes a necessary and integrating reference for such decisive questions as the setting into operation of initial and permanent training programs for the teachers, the preparation of didactic materials, the search for new organizational forms in the schools, the orientation of educational research programs, and above all, the use and generalization of experiences which, from the very pedagogical practice itself, seek to improve the quality of teaching.

5.3. In addition to its contribution to determining the orientation and objectives of scholastic education, the curriculum is an instrument at the service of the teacher, to whom it furnishes a model in carrying out his or her profes-

sional practice. No matter how well founded a curricular proposal may be, and no matter how commendable the intentions proposed, its effective repercussion on the reality of the classrooms and the improvement of teaching will be scarce or null if it does not offer a satisfactory model and source of assistance to the teacher who is, in the end, the one directly responsible for its application.

The unified and open curricular model

5.4. The increasing of this instrumental nature as much possible is translated in the first place into the need to have a vertebrate curricular model for each level of the educational system. Only in this way will it be possible to assure coherence and continuity between the different stages or cycles of teaching between Early Childhood Education and the Initial Cycle of Secondary School, between Primary School and the Middle School cycle; between Primary Education and Secondary Education, etc.

5.5. A reform movement whose main objective is the improvement of the quality of teaching is far removed from a close curricular approach, which involves the designing of curriculum which goes down to the smallest detail of content, of the teaching method and its evaluation. The educational and psycho-pedagogical principles which guide the reform process, as well as the constitutional respect for the powers of the Autonomous Communities in educational material, the results of current experimental reforms in the upper cycle of Primary School and Middle Schools, the consideration of the teacher as a true teaching professional and not as a mere executor of a previously established plan, all call for an open curricular approach. The proposals which are put forth below respond to an open curriculum model in which the State legislation must establish the basic reference framework. The Autonomous Communities must, in turn, have a hand in the curricular adaptation to their respective territories, while the schools themselves would have the necessary autonomy to create an open curriculum for their particular educational project.

5.6. An open curricular model, as the one we propose, presents in general terms the principles and prescriptions of the purposes of scholastic education—contents and objectives—and the most adequate plan of action—didactic and evaluative orientations—in order to obtain these ends. Only the open curriculum makes it possible to take into consideration the present multiple factors in each particular educational situation. In this way, the curricular adaptations are made possible, whose last responsibility is the exclusive and irrenouncible competence of the schools and the teachers.

5.7. The establishing of these open curricula in specific projects on the part of the schools and staff of teachers means that the Educational Administration has to make important efforts directed toward:

- Assuring an adequate formation of the teaching staff, making it possible to creatively apply the general principles and orientations of the curriculum to specific teaching-learning proposals.
- Furnishing the didactic and methodological resources which are sufficient for carrying out said applications.
- Setting up the work conditions and incentives for the teaching staff to prepare curriculum projects and programs with a guarantee of stability.

Base curricular design

5.8. It is necessary to maintain a balance between an open curricular approach and the existence of some minimum curricula common to all the students. This balance can be obtained via the definition of two proposals for specific curricular levels. The first proposal, which should be called the "Base Curricular Design", is of a prescriptive nature and presents a high degree of openness but also includes the curricular minimums mentioned previously.

The second level consists of proposals or "Curricular Projects" which specifically illustrate the way of using the "Base Curricular Design" under certain suppositions. In order to furnish an effective assistance to the professor, the "Curricular Projects" which are generated in this second level must start from the "Base Curricular Design" and must clearly explain to what suppositions they correspond. For example, the characteristics of the students to whom they are directed, the sequential selection and organization of the objectives and contents which are carried out, the organizational structure and the resources of the center where they will be carried out, the specific methodological options selected, etc.

5.9. The importance of distinguishing between these two levels of scholastic curriculum lies in the fact that both fulfill different functions, which require different responsibilities and actions on the part of the institutions and professionals implicated in teaching. Setting up the curriculum *minusus* to which all students must accede – spheres of scholastic learning, educational experiences, objectives, contents, etc – the "Base Curricular Design" contains compulsory prescriptions and belongs to a great extent to the sphere of educational arrangements. Its preparation is the unavoidable competence and responsibility of the Ministry of Education, which will set up the curricular *minusus* in force for all Spain. The Autonomous Communities with full powers in educational material, will complete and adapt the "Base Curricular Design" to their differential reality, respecting the general prescriptions which are contained therein.

Curricular projects

5.10. The "Curricular Projects", including those which are prepared and proposed from the Educational Administration, have a more illustrative and exemplifying function. They lack the prescriptive value and are outside of the sphere of the educational arrangement in the strict sense, despite the fact that they constitute an essential part

of the entire pedagogical innovational process, directed towards the improvement of teaching quality. Their preparation does not correspond exclusively to the Educational Administration which does, however, have the responsibility of facilitating their development by defining a "Base Curricular Design" which really allows for the drawing up of diverse "Curricular Projects", adapted to the characteristics and needs in each case.

5.11. The last responsibility for the application of the curriculum corresponds to the teachers and school staff. In its application to some specific students, under certain particular circumstances, the educational project of a center or a teacher is materialized. The option proposed by the Administration for open curriculum gives the teachers more autonomy but, it also confers on them greater responsibility. From the time in which the curriculum is presented only as a "Base Curricular Design", although it is accompanied and illustrated by specific "Curricular Projects", the teacher cannot develop his activity passively and he finds himself obliged to assume, together with the students, a leading role in the development of the educational process.

PART III:

**PROPOSAL FOR
RE-STRUCTURING OF
THE EDUCATIONAL
LEVELS:
PRE-SCHOOL, PRIMARY AND
SECONDARY EDUCATION**

6. THE ARRANGEMENT OF THE EDUCATIONAL SYSTEM

Qualitative objectives and structural reform

6.1. The changes which Spanish Society has experienced during the last two decades, the limitations and structural deficiencies of the educational system and its difficulties for successfully facing up to the growing social demands, according to what has been put forth in previous chapters, emphasizes the underferrable need to modify in depth the educational system.

6.2. The extension of compulsory education to 16 years of age, with an integrated and comprehensive nature, although adapted to the diverse needs of the students, makes a new arrangement of the current Middle School Teachings necessary but also presents the need for a coherent curriculum which includes the last years of the current Primary Education. Therefore, it does not seem like a satisfactory solution to undertake partial reforms in the educational system which are presented exclusively to modify just one of its stages. The experimental approach undertaken for the reform of the Middle School Teachings has made it evident that the progress which has taken place among the students depends to a great extent on their educational backgrounds and it would be very hard for any further advances to be made if intensive work is not first carried out to improve the quality of the teaching from the early years and a vertebrate curricular framework is not set up for the entire basic education.

6.3. These considerations emphasize the importance of proposing a new arrangement for the educational system which would provide greater assurance for attaining the objectives indicated.

Proposals for structuring the Educational System

6.4. In accordance with the proposals which will be developed in the next chapters, the educational system prior to the University will be structured in three levels:

1. Pre-school level, until 6 years of age.
2. Primary school education. It will go from 6 to 12 years of age (six years).
3. Secondary school education. It will cover another six years, which would be organized into two cycles.
 - The first stage of Secondary Education or Compulsory Secondary Education; from 12 to 16 years of age, which would be organized into two cycles.
 - The second stage of Secondary Education or post-compulsory Secondary Education, from 16 to 18/19 years of age. This stage would include two differentiated though inter-related forms: The Bachillerato or High School and Technical-Professional Education.

6.5. The most important objectives and characteristics of each one of these levels, stages and cycles are put forth in the following chapters. In addition, possible alternatives are offered for the re-structuring of Secondary Education. A series of proposals are also collected in those educational modes which have not been discussed in the first chapters, such as Adult Education and schooling of students with special educational needs. Subsequently, other questions are covered which are also decisive for the proper functioning of the educational system; the curricular adaptations, evaluation, scholastic orientation, teacher training and educational investigation. And finally, in the last chapter, the fundamental ideas for putting the reform of the educational system into practice with indications as to the foreseeable periodification and rates of application of the project.

7. PRE-SCHOOL EDUCATION (0-6 YEARS OF AGE)

From the custody
of the day-care
centers to Pre-
school

7.1. Traditionally and until a very little while ago, children's education before their access to compulsory schooling was the exclusive responsibility of the family, which was considered the absolute educational institution. The child's access to compulsory education marked the time when the family ceased to represent all by itself what the child needed in his formative process. As of that point, the greater responsibility for the child's education was entrusted to the school.

7.2. The growing incorporation of women into the working world, as the living and co-existing conditions of many families changed, frequently made it impossible for the child to be cared for by his mother during working hours, and so day-care centers sprouted up with the almost exclusive aim of taking care of children during the time when the mother is working. These initiatives lacked on the whole, educational objectives, perhaps because it was still believed that the family was the only educational agent of the small child.

7.3. Psycho-pedagogical investigations have contributed a different concept to what Education at the earliest ages should be, and who are the main protagonists. Without ignoring or neglecting the crucial role that the family carries out in this stage, educators, psychologists, pedagogues and sociologists coincide in emphasizing the enrichment represented by attendance at an educational center in which, under the guidance of professional educators, they find companions of their own age. In this way, the child relates and interacts in an organized surrounding with an educational intentionality which seeks his integral development.

7.4. From this point of view, the objective of the educational centers attended by children before the compulsory

age, is no longer that of merely caring for them while their parents work. Their purpose is really that of contributing to creating in small children - whether the parents work or not - a set of favorable experiences for their development, which do **not** replace the experiences lived within the family, but rather support and complement them. Consequently, both the family as well as the educational center share the objectives of accompanying, guiding and stimulating the childhood psychological development through different educational experiences which seek the over-all development of the child.

Expansion of the educational offering

7.5. The Ministry of Education is aware of the decisive importance of Pre-school education and considers, as well, that the efforts at these ages make up a clear bet for the improvement of the quality of the educational system and for a real equality of opportunities. It seems advisable, then, that this stage should be integrated within the educational system as a specific level, with its own objectives and characteristics. The Experimental Pre-School Plan, which the Ministry of Education has set into operation in recent years, starts from these educational considerations and will serve for their subsequent extension to all Pre-School Education.

7.6. A first effort must be concentrated on the extension, both horizontal as well as vertical of Pre-School Education. The current educational offering of the public system is concentrated above all on the levels of 4 and 5 years of age. In the 1985/86 course, 84% of the four year-old population and 97% of the five year-old population was enrolled in schools in Spain. The public offering must, then, increase at these ages and open effective means for a full schooling of the three to six year-old age group.

7.7. In addition to carrying out these efforts to extend the offer, the Educational Administration must stimulate other public administrations -Deputations, Town Councils- and non-profit organizations to create Pre-School Edu-

cational centers. For this purpose, agreements will be developed by means of which a mutual collaboration to achieve the educational objectives presented are facilitated.

7.8. For the establishment of such agreements, preference will be given to the location of these centers in areas evidencing a more severe lack of social and cultural resources. A project will be drawn up placing special emphasis on achieving the educational objectives which are mentioned farther on, as well as the integration of children with special needs and the active participation of the parents.

7.9. The existence of different educational offers from diverse public Administrations make it advisable to advance with more coordination between all the entities involved in order to achieve an adequate planning for making the best use of the resources.

7.10. Even though the entire Pre-School Education has some generalized methodological objectives and principles, two distinct sections or cycles can be recognized; a first cycle of 0 to 3 years and a second from 3 to 6 years. This division offers unquestionable pedagogical advantages, as it makes it possible to create a 3-6 year cycle with great complexity of spheres and areas, at the same time that it offers a periodification compatible with the possibilities of the already existing centers.

7.11. Simultaneous with the efforts intended for increasing the coverage of the public offering in Pre-School Education, other efforts should be made which are even more important, intended to assure the quality of that offering. What guarantees the promotion of the development proposed by Pre-School Education is not the attendance at a center but the whole set of experiences which that attendance permits, as well as the continuity of said experiences over a period of time.

Quality in
Pre-School
Education

7.12. There are many elements which influence the quality of the educational offering at this stage. Due to its special importance, mention should be made of the aspects relating to the educational, health and equipment conditions and the installations of the centers, the professionalization of the educators and those aspects referring to curricular development.

7.13. The public powers will assure that all the centers, attended in a regular manner by groups of children under the compulsory education age, meet the established requisites pertaining to the educational-pedagogical aspects (objectives, methods, materials, etc.), installations (the safety of the buildings, the expansion and diversity of the spaces, etc.) and health conditions (hygiene, the furnishing of services, etc.).

7.14. The education of the children in these centers will be placed in the hands of specialists in Pre-School Education. In the cycle of 0-3 years of age, the educational work will be carried out by teachers, who will share this responsibility with duly qualified pre-school educators. In the 3-6 year cycle, this work will be exercised exclusively by teachers.

7.15. In order for the teachers and educators to be able to carry out their work adequately and the children to benefit the most from their educational experiences, an adequate ratio of children/professionals will be established. Said ratio should be set between 8-10 children per professional in the first years and around 25 children in the last years of this stage.

Objectives in Pre-School Education

7.16. Pre-School Education must allow the child to attain the following general objectives:

- Be aware of himself by controlling the different parts of his own Body. Discover in this way his own most elementary needs and interests, acquire a positive

self-esteem and be aware of the world which surrounds him.

- Develop a child's capacity for observation, attention, imagination and creation when he discovers the possibilities of his own actions in the physical and social world.
- Set out the basic resources for verbal and non-verbal expression, in such a way that he can clearly express to the others, his thoughts and feelings.
- Advance towards a control of the language as an instrument for communication with himself, which helps him to regulate and plan his own conduct.
- Develop a capacity for corporal, plastic and musical expression, as well as a personal, progressive autonomy.
- Incorporate habits and attitudes of co-existence which facilitate life in a group, as well as the establishment of ties and communications with others.
- Promote behavior, habits and attitudes which lead to a healthy life.

7.17. It does not seem that through this period it would be appropriate to speak of curricular areas in the strict sense. It is more advisable to refer to spheres of experience which the Educator will furnish to the child. In any case, and by analogy with what occurs in other stages, one can consider these spheres of experience as areas in which Pre-School education is laid out and prepared.

7.18. The sphere of experiences of little children is relatively undifferentiated so that they only acquire complexity and an internal differentiation throughout their develop-

ment. Consequently, Education until 3 years of age should be less differentiated into fields than after that age. This is especially significant and useful to distinguish a double area of experiences, that of expression and language on one hand, and cognitive /motive development on the other. The development of affective ties and the building up of their personal autonomy must be present in all the experiences which the children live.

7.19. In the 3-6 year cycle, there will be a greater differentiation in areas of experience which should be defined and furnished in a balanced manner with the contents; areas of communication and language, of expression and body autonomy, of social-environmental and natural knowledge and logic-mathematical elements. The attitudes on one hand and the spheres of emotions and inter-personal relationships on the other, make up specific work areas, for their educational treatment must be carried out throughout all the situations and experiences which the child has in the educational centers.

Didactics and Programs

7.20. The didactic methodology of the entire 0-6 period must put special emphasis on the activity and development of experiences. This approach does not have to be identified with chaos or with the absence of structure, but it must be developed inside a space planned by the Educator and organized in such a way that its maximum educational possibilities are attained. The physical characteristics of the classrooms, the furnishings, the materials and the spaces must facilitate the educational work conceived in that manner.

7.21. Educational Administrations have to stimulate the preparation of programs which will be adapted to a variety of real suppositions present in the pre-school educational stage. Such programs will have as their objective, that the Educators can develop their work better and stimulate their initiative instead of replacing it. Thus, ways of col-

laboration must be established based on initiatives aimed at educational innovation, pedagogical reform and adequate professional training.

7.22. The planning of objectives and methods for work in Pre-School Education will be carried out in a way that foresees the treatment of special educational needs. In this way, children who show specific needs will find themselves truly integrated into the educational centers which they attend with other children.

Participation of the parents

7.23. The active participation of the parents constitutes one of the keys to success of Pre-School Education. It is not only that the parents and educators speak frequently with one another so that they exchange their respective knowledge and familiarity of the child, his interests, needs and problems from their own perspectives. It is a matter, as well, of the parents being able to participate in the center's educational projects and collaborate in its activities.

7.24. The Educational Administration should provide all the necessary means for the parents of all the social sectors to be aware of the importance that prior childhood education has in relation with compulsory education.

7.25. The corresponding educational inspection services will guard the adequate functioning of the public schools and those others which the Administration has set up under special agreement. In addition, they will give priority to stimulating educational innovations and a constant improvement of the quality of pedagogical work. These services will assure, as well, that the rest of the centers to which these children under 6 years of age attend in a regular manner, function with the necessary educational, safety, hygienic and health guarantees.

7.26. The special emphasis which has been placed in the pre-school education centers should not be understood

in any case as excluding the crucial role which the families play in their children's development. From this point of view, all the measures which contribute to supporting the parents in their educational efforts deserve special attention from the Educational Administration.

8. PRIMARY EDUCATION (6 - 12 YEARS OF AGE)

The Purposes of Primary Educa- tion

8.1. Primary Education has to favor the transmission of culture and the socialization of the children. Even though it cannot include, nor pretend to cover all the educational functions which it shares with the family and with other means of transmitting culture, as the communications media, it cannot reduce its role to merely academic objectives. It has to propose, in a general manner, some broad educational goals, referring to the entire personality of the student.

8.2. The school has to provide a rich medium in personal relations, promoting exchanges between the companions of both sexes through playing, dialogue, communication, cooperation and work in common. In a group of his equals, under the direction and support of the teacher, children will learn to confront their points of view and accept their differences, to help each other mutually, to work on projects in common, and furnish their own norms and fulfill commitments collectively adopted. All of this is basic for democratic co-existence and contributes to developing both a sense of tolerance and a critical sense.

8.3. The educational purpose of this stage is that of attaining the socialization of children, the acquiring of the basic instrumental learning processes, such as oral expression, reading, writing and arithmetic calculations and also, an elementary autonomy of action within their environment.

Objetives

8.4. The main general objectives of Primary School Education are oriented towards having the students achieve at the end of this educational stage the following:

- And adequate use of the Castilian Language, and, wherever pertinent, the language of an Autonomous

Community, in an oral and written manner. Through the oral and written language, the students should be capable of expressing their thoughts, wishes, intentions and feelings. Their ability and inclination towards reading and writing should increase both for the acquiring of information as well as the stimulating of their imagination.

- The development of the capacities for observation, searching, selection, organization and use of information; the identification of problems in the sphere of their experience. They should begin to acquire habits for objective, orderly and systematic reasoning.

- The preparation for living and working with other children and adults in a responsible, solidary and democratic manner.

- The obtaining of elementary knowledge with the comprehension of the physical and social environment in which they live.

- The development of their aesthetic sensitivity and their creativity, by means of the most varied expressive resources in all the facets of their daily lives.

- The control of simple calculation operations, as well as the most elementary mathematical and logical concepts.

- A well-organized image and at the same time a positive one, of their bodies; obtain voluntary control and a balanced development through physical exercise and sports. Good conduct and proper attitudes towards health and well being are also relevant objectives.

Structuring in cycles

8.5. As for its organizational structure, the stage of basic Primary Education will begin at 6 years of age and will extend until 12. It covers, then, the current Initial and

Middle cycles of EGB or Primary School, plus the 11/12 year course with which the upper cycle currently begins. Another option should be considered consisting of maintaining a primary stage until 1) years of age and then passing over the current upper cycle of EGB completely to the secondary stage. However, the alternative 6 - 12 years is judged to be preferable for it considers that at 12 years of age, the children are in a better position to begin a new stage, as is Secondary Education, with demands for an upper level and with a more complex curricular organization.

8.6. Another of the advantages of the alternative of a six-year duration for Primary Education is that it makes it possible to organize three cycles, two years each one. The existence of longer cycles runs the risk that in practice each course, taken separately, is the most relevant curricular unit.

8.7. Thus, the Primary Education stage would be structured in three cycles, the initial one, from 6 to 8 years; the middle one, from 8 to 10 years; and the upper one, from 10 to 12 years.

Within this perspective, the Ministry of Education will assist the publishers of textbooks and other didactic material so that their publications for individual use by the students are valid during an entire cycle, thus avoiding their becoming obstacles for this unitary concept of the educational cycle.

Curricular Areas

8.8. Throughout the entire period, certain curricular areas of knowledge and experience must be maintained: language and the initiation to literature, mathematics, artistic education and physical education. In the first cycle, an area of social and natural experience would be organized in a unified manner; on the other hand, as of the middle cycle, it would be broken down into two areas, one dedicated to

social sciences and the other, to science and technology. On the other hand, it is advisable that the teaching of a foreign language be initiated at ten years of age, advancing this curricular study by one year in relation with the current situation.

8.9. During the development of the curriculum in the daily practice of the teaching-learning process in the classrooms, the different areas of knowledge and experience must be inter-related, complemented and mutually reinforced so that they reach the general objectives of this stage listed previously in the most effective manner.

8.10. Some over-all and inter-disciplinary approaches as those which promote the areas of knowledge and experience make it possible to fit within the classroom the most relevant dimensions of daily life and the subjects of more specific interest to the students which a disciplinary structure cannot always include. It is in this way that most of the time, the teacher can have the students working actively and sufficiently motivated during the periods of permanence in the school, within a learning context connected with daily life.

Support Tutors and Teachers

8.11. During Primary Education, each group of students is connected to a teacher. A group of students will have the same teacher as much as possible throughout each cycle. However, it seems recommendable and even necessary that there be a teaching staff with due specialization in certain areas of the curriculum, specifically in foreign languages, music -within the area of artistic education- and physical education.

8.12. As for the teaching staff of the primary education centers, the number of teachers should not be exactly equal to the number of groups of students. Apart from the proposals which are made for children with special educational needs, the Ministry of Education considers that there must

be at least one supplementary teacher, with polyvalent functions, for each primary school with twelve units. The providing of this teacher is a very important element in the improvement of the quality of education in the primary stage.

Inter-Cycle promotions

8.13. The students will continue in their-same group from one year to another within a same cycle. When a student has not obtained satisfactory results at the end of the cycle, the question of his remaining one more year in that cycle can be considered. This permanence which for the child is equivalent to a repetition of the course at the end of the cycle, has to be considered as exceptional and in no case as a customary practice in the school. The teachers must avoid making it part of the normal school life, to have a certain percentage of students find themselves obliged to repeat. Therefore, the principle that a student should not repeat a course more than two times throughout the compulsory primary and secondary educational cycle, should be maintained. These same criteria are the only ones which must be taken into account in the passage of students from Primary to Secondary Education.

8.14. In order to decide upon the permanence of a student in a single cycle during one more year, a participative and reasonable procedure has to be established, with the intervention of different people implicated in the students education and with full guarantees for the student and his family. It will be necessary, then, to take into account the opinions of teachers, tutors, inspectors and the advice of the psycho-pedagogical staff of the sector. In any case, the general criteria for deciding upon the permanence of students one year more in a cycle should be debated and approved by the whole teaching staff.

8.15. Primary Education must favor the development of all the students in an individualized manner. Measures are oriented towards, the attainment of this objective, such

as continuous evaluation, the adaptation of the curriculum, the incorporation of back-up or support teachers, the existence of psycho-pedagogical teams in the sector and orientation departments, and the decrease in the student/teacher ratio, which should be set below 30.

9. SECONDARY EDUCATION (12 -18 YEARS OF AGE)

A prolongation of the basic teaching and ordering of the secondary stage

9.1. The Secondary Educational period is, possibly, the most complex and that which raises the most difficult problems at present. Perhaps, for this reason, it is also the educational level which most urges an in-depth change.

9.2. Whatever the structure decided upon in the end, Secondary Education should consist of two stages which require a differentiated treatment: an initial stage of basic compulsory education and a second post-compulsory one, with two options connected to one another, that of Bachillerato or High School and that of Technical-Professional Education. The new structure of Secondary Education means, above all, the separation of 7th and 8th grades, from the current Primary School, which would then form a part of the first stage of Secondary Education. In this way, some of the problems of the upper cycle of EGB cease to be the typical transition problems from Basic education to superior educational levels. These problems must be resolved in the over-all treatment of compulsory Secondary Education.

9.3. The commitment of the Government and the Ministry of Education to universalize the educational offer until 16 years of age is based on the firm desire to prolong the basic education of the citizens until their possible entrance into the working world. This would furnish them with a more complete common culture, taken from other preparations more directly linked to professional life and would constitute a starting point for a polyvalent training in post-compulsory Secondary Education. The prolongation of schooling has the social value of avoiding an excessively early segregation and, in many cases, an irreversible one.

9.4. This commitment to extend the basic and obligatory education cannot be understood as a mere prolon-

gation of the years of schooling within the current structure of the educational system, but rather it makes a profound reform of this system necessary, defining an intermediary stage between Primary Education and post-compulsory Secondary Education, giving a greater sense and coherence to this extension. This new educational stage, the first stage of Secondary Education, requires at the same time, the designing of an integrating curricular order, which is capable of improving the quality of the educational offer thanks to the preparation of the teaching staff and the existence of sufficient diversity, optativity, orientation and human and material resources.

The principle of a comprehensive teaching

9.5. The more advanced educational approaches in relation with Secondary Education have been drawn up in the past ten years around the beginning of comprehensive education. By a comprehensive school, we understand a form of teaching for all the students of a certain age interval, as broad as possible, with the following characteristics:

- The furnishing of a polyvalent training with a strong nucleus of content common to all the students within a single institution and a single classroom.
- The bringing together of boys and girls of a single rural or urban community.
- The offering to all of them of the same basic curriculum.
- The delaying as much as possible of the separation of the students into different training branches which can be irreversible.

On these bases, the comprehensive school aspires to offer the same training opportunities to all the students without distinction to social classes and acts as a compensating mechanism for the inequalities resulting from social and economic origin.

9.6. The principles of comprehensive teaching are unrelinquishable in the over-all reform of our educational system. In our society, one cannot conceive of a basic education and in particular a compulsory Secondary Education, which does not try to attend to these comprehensive principles. In other terms, it is necessary to design a first stage of Secondary Education which can offer the same opportunities of instruction and the same educational experiences to all the students regardless of their social origin, economic possibilities, sex and other individual characteristics. The reform of the system must clearly decide on an over-all model of comprehensive, non-segregating teaching, which delays as much as possible the separation of the students into different training branches, offering, to the contrary, a basically common training.

9.7. The challenge which is presented today by comprehensive teaching is not only that of more years of schooling within a common curriculum. The challenge is found, simultaneously in the area of teaching quality. On the other hand, the expansion of comprehensive teaching cannot ignore the great differences of interests, motivations and aptitudes which are often presented by students of over 12 - 13 years of age.

The principle of diversified teaching

9.8. The principle of comprehensive teaching must then be complemented with an offer for diversified teaching which provides true satisfactions to the students educational needs. The main question which is presented, then, is the following. How to maintain the balance between both principles within an over-all comprehensive teaching approach?.

9.9. The countries which have opted for a model of comprehensive teaching have tried to combine both principles in different ways. One way consists of establishing diverse levels of performance within each cycle or course, in such a way that all of the students study the same subjects, but in some of them, for example, in mathematics or foreign

language, they do so with different requirements or levels of difficulty. Another form, which is surely preferable, and not at all discriminatory, though it is obviously more complex, consists of adopting flexible organizations within the classroom, which attend to individual needs, while maintaining the principle of heterogeneous classes. This second method, together with the introduction of the principle of optionality on some curriculum subjects, surely represents the best solution, but it requires a significant increase in resources, a radical change in the organization of the centers and especially in the way the classes are taught by the teachers.

Introductory values and terminal values

9.10. The two stages of Secondary Education encounter another kind of problem derived from their relation with the following educational levels. They are stages which can and must be contemplated within their own values and characteristics, that is, with a terminal value. In addition, they can and must be set in relation with the following educational levels, that is, they also have an introductory function. In the case of the first stage of Secondary Education, this double value is evident; it is a cycle with a terminal value, which marks the end of basic education but is also a cycle with an introductory value, and so it must assure the students the passage to the post-compulsory secondary stage without discrimination of any kind. Of course, both functions are intimately related and cannot be contemplated as superimposed but they should not be confused. It is necessary to consider them simultaneously at the time of deciding upon the materials and contents which will make up this educational area.

9.11. The clear recognition of a terminal function and not just an introductory one, in the two stages of Secondary Education permits to underline the value of this level by itself? in relation with the following ones. This consideration in addition to emphasizing its relatively autonomous nature makes it necessary to abandon the idea of a Seco-

dary Education primarily designed with the purpose of preparing the students for their entrance into the University. This made Secondary Education assume the image and likeness of the University and weighed it down with considerable academic content.

**Criteria for the
reform of
Secondary
Education**

9.12. From the previous considerations, a series of basic criteria are inferred which must preside over the reform of Secondary Education. They can be summarized in the following manner:

9.12.1. Secondary Education has to be capable of adequately combining general training with a progressive specialization, the acquiring of knowledge which makes up the necessary baggage for all citizens with practical experience and contextualized application of what has been learned. It must as well try to create basic and common material for all the young Spanish people, together with the specific requirements of each Autonomous Community, of the local communities and the educational centers themselves.

9.12.2. In the course of Secondary Education, a progressive differentiation of the curricular contents must be established in order to achieve an adequate balance between the principle of adequate attention to the different interests, motivations and capacities of the students, which are manifested with growing intensity as of 12-13 years of age. While it seems reasonable that all the students share a basically common curriculum at the beginning of Secondary Education (12 years of age), curricular diversification makes it possible, at the end of High School or of the Technical-Professional Education, for the student to have studied very different curricular in accordance with the successive options which the system offers.

9.12.3. In strict consonance with the foregoing, the postulate of progressive diversification of the teaching staff and the subjects of the curriculum are found. At the beginning of the first stage of Secondary Education, the curricular unit must be the area, with a teacher for each area; at the end of it, the curricular unit is already the subject with a specialized teacher for each subject.

9.12.4. In accordance with the two previous postulates, the student will carry out a series of successive choices throughout his Secondary Education. The criteria which must reign in the structuring of both the first as well as the second stage of Secondary Education is to delay as much as possible the irreversible options; it must then be assured that the curriculum of the first stage of Secondary Education will allow for studying any of the modes of the following stage despite a necessary diversification and optativity. In addition, the existence of effective and easy to cross bridges must be assured between the different modes of the second stage of Secondary Education.

9.12.5. This search for a balance between comprehensivity and respect for the difference in the students' interests, motivations and capacities, which makes up a crucial element for a correct approach of Secondary Education, requires the setting into operation of several effective services of a psycho-pedagogical orientation.

9.13. Secondary Education thusly conceived, implies a complexity of the educational offer which is much greater than what is currently being offered by the school system and it requires an important investment in material and human resources in order to assure the quality of Education. At the same time, it is necessary to attend to attend to

the social demand in order to generalize the educational offer. Both commitments must be attended to in a balanced manner in order to avoid their presentation in alternative or exclusive terms.



10. COMPULSORY SECONDARY EDUCATION. THE FIRST STAGE (12-16 YEARS OF AGE).

The structure of a basic secondary stage

10.1. The first stage of Secondary Education must begin in the 7th course of schooling and includes two or three courses more (8th, 9th and, if it corresponds, 10th), according to the diverse alternatives which will be examined farther on. The stage, thus, covers the last two courses of the current upper cycle of EGB and is prolonged for one or two years more. The two courses currently included in EGB are netly uprooted from the Primary Education stage and are incorporated into a new educational stage with its own identity, which coincides, from the point of view of the students' development, with the pre-adolescence years.

10.2. The different possibilities for the structuring and organization of this stage are subordinated to an obliged reference framework which should be studied thoroughly before we go into its systematic discussion. An essential element of this reference framework is, without a doubt, the double purpose which this first stage of Secondary Education pursues. On one hand, it is a matter of having the young people critically assimilate the basic elements of our contemporary culture and prepare themselves for being citizens capable of carrying out their obligations and exercising their rights in a democratic society. On the other hand, it is a matter of setting up the bases for the subsequent post-compulsory training in its different forms, whether it be via the High School, or the Technical-Professional Educational option.

10.3. In this stage, the basic objectives transcend the sphere of what is strictly academic and include as essential aspects those relating to the capacity for the analysis and resolution of real problems, the acquiring and exercise of a

a critical and creative spirit, the development and practice of habits involving cooperation, solidarity, and team work. All of these aspects must be specified in terminal objectives and constitute the obliged point of reference for the selection of curricular areas and contents.

10.4. The students, at the end of the first stage of Secondary Education will have to have acquired the following capacities:

- Express in a correct and orderly manner, their own thoughts and sentiments, by means of the use of the language and media for the most adequate expression.
- Understand the messages emitted by means of specific languages and, in particular, by means of written texts.
- Reason with logical correction and critically use the customary sources of information and documentation.
- Make use of basic comprehension of the physical, technological and social reality, indispensable for living in today's society as a free citizen.
- Acquire new knowledge with certain autonomy.
- Face new situations by means of the generalization and application of previously acquired knowledge.
- Think, express and act on one's own initiative, with relative independence of opinions and imposed models of conduct.
- Plan and organize time itself in a balanced manner in the different spheres of activity: studies, intellectual work, manual work, leisure and sports.

- Evaluate in a positive manner work well done, both in the intellectual sphere as well as in the manual, sportive and artistic areas.
- Manifest attitudes and behaviors in accordance with the values of social participation, responsibility, solidarity, justice, tolerance and the opening to other cultures, both national and international.
- Work in teams, in a cooperative manner, with a balance between the interest and perspectives of the group and the individual interests and contributions.

These general objectives of the first stage of Secondary Education are specified in each one of the curricular areas of the cycle by means of the corresponding general objectives of the area.

10.5. In a first approximation, one can contemplate the following areas: language and literature, mathematics, foreign language, social sciences, natural sciences and technology, artistic expression, physical and sporting education, workshops for practical and/or pre-professional activities. It is advisable to insist on the fact that the foregoing are areas which can and must be reflected in some cases in different subjects or materials.

10.6. The areas mentioned are those which appear in Compulsory Secondary Education for the majority of the advanced countries. The tendency should be stressed, however, to introduce compulsory subjects, of a common trunk, which do not correspond to the traditional academic subjects; for example, the teaching of the communications media, the protection of the environment, consumption and advertising, professional information, use of microcomputers, sex education, health education, etc. This tendency shows the adoption of the terminal value of Secondary Education and consequently, of its aim to complete the

basic formation of all citizens. For example, environmental protection or health education are related more or less directly to the traditional areas of knowledge –biology, geography, mathematics, etc.–, but they also have a very clear function for the citizen of today and their importance would probably be even greater to the citizen of the immediate future.

Areas and content

10.7. The selection of objectives and content in the different curricular areas must also take into account, the objective of having the students acquire all the basic knowledge so that they can go on without difficulty to the different modes of the second stage of Secondary Education.

10.8. The formal expression of the curriculum includes a series of areas, specified in terms of subjects or workshops. These areas are the reference point for the common curriculum, for the subjects intended for in-depth study and reinforcement and for the offer of optativity to the students. This diversity has to be compatible with an organized curricular structure which avoids an excessive dispersion and fragmentation of learning experiences.

A possible arrangement of this structure is reflected below:

AREAS

RELATED DISCIPLINES

- | | |
|--|---|
| 1. Mathematics | Mathematics, Quantitative Techniques. |
| 2. Language and Literature | Castilian language and the languages of the Autonomous Communities, Literature, Classic Studies. |
| 3. Science and Technology | Physics, Biology, Environment, Natural Sciences, Technology, Chemistry. |
| 4. Social Studies and Humanities | Civics, Introduction to Social Sciences, History, Geography, Art History, the Culture of other countries. |
| 5. Foreign languages | First language.
Second language. |
| 6. Physical and Health education | Sports, Gymnastics, Hygiene, Sex Education, Health Education. |
| 7. Artistic expression | Dance, Drama, Cinema, Painting-Drawing, Industrial arts, Music. |
| 8. Practical and/or pre-professional shops & modules | Wood, Metal, Electricity, Electronics, Audiovisual media, typing and office training, cooking, farming, gardening, art workshops, technical |
| 9. Religious education (optional) | |

10.9. The contents of the curriculum have to cover a series of basic principles which avoid an excessive academism and present an attractive educational offering for most of the students.

– The inter-disciplinary relationship is favored between different areas of knowledge and experience. For example, the area of Natural Sciences must have a social projection, in addition to serving as an element for comprehending the physical world which surrounds us. Consequently, Natural Sciences, Technology and the social consequences of the sciences should be presented in an integrated manner.

– Efforts will be made to establish within the school sphere, an integrated relationship between the multiple spaces of learning. Formal education has the aim of furnishing the student with educational content such as that of refining and ordering the very different stimuli which the student receives. However, at the same time, it is necessary to reject the exclusive idea that the essential learning is found only in the classrooms. The house, the street, the classroom, the library, the laboratory, the work shops, cultural visits, museums... are all areas for learning.

An attractive offering for students with

10.10. Compulsory and comprehensive education must also face the problems which are derived from the students' different capacities, interests and motivations. Together with the common trunk or basic curriculum, it is necessary to present multiple mechanisms of adaptation.

10.10.1. Plan development programs for the more advanced students, consisting of the studying of different subjects, monographic work, etc., in depth.

10.10.2. Provide specific reinforcement or recovery programs for the students having greater difficulties,

in order to cover the minimum common objectives in certain areas.

10.10.3. Create options which can vary in the different Autonomous Communities, geographic areas and even from some centers to others, in application of the curricular autonomy which the LODE Law recognizes.

10.10.4. Carry out curricular adaptations for the students in relation with diverse areas and pedagogical methods. In this sense, the possibility should be considered of adapting curriculum in the last year of the compulsory stage so that, on a part-time basis, the student studies under another methodology or in another center. It is necessary to bear in mind that at the end of the first stage of Secondary Education, some students will be one or two years older than the regular age for that particular course, due to their having repeated a year; they, nevertheless, wish to conclude this period of their education.

10.11. The weekly school schedule in compulsory Secondary Education is set around 25 hours during the first cycle (12-14 years of age) and around 30 hours in the second cycle (14-16). Bearing in mind the beginning of progressive curricular diversification throughout the first stage of Secondary Education, the percentage of materials of a common trunk, of a compulsory nature for all the students, could be situated at about 80% in a beginning and then decrease progressively until 50-60% is reached at the end.

The subjects which do not form part of the common trunk will be organized according to a reinforcement, more in-depth or optional nature.

10.12. Contrary to Primary Education, where the principle of one teacher per group of students reigned, in the

first stage of Secondary Education the orientation would be towards one teacher per area. During the entire Compulsory Secondary Education period, the students have to have tutor-teacher, but he would not be their only teacher. As a general tendency, the students will have as many teachers as areas, without excluding, of course, that there are some groups of related areas taught by the same teacher. In any case, the principle of organization of education according to areas makes specialization absolutely necessary, for the teaching staff of this compulsory secondary stage.

Promotions of students and the terminal structure

10.13. During Compulsory Secondary Education and in particular, in its last course, the student has to have time and opportunities for orienting his educational and professional future. The professional orientation becomes particularly important during this stage. At that critical moment in the schooling of young people, the educational system must count on the permanent and continued collaboration of orientative services which carry out, together with the professors involved, the tasks of scholastic, academic and professional orientation. It will be the work of those services to collaborate on the necessary curricular adaptations, orient the student for the choice of his possible optional subjects and advise him of the most appropriate type of center for continuing the studies he has selected.

10.14. The promotion of students from one course to the other will be automatic in Compulsory Secondary Education. Only at the end of the cycle, or throughout this stage, would the possibility of the repetition of one year be accepted in exceptional cases. A procedure should be set up which would offer sufficient guarantees that the repetition is the most adequate solution. The customary treatment of the inherent diversity will be assured preferentially by means of the flexible grouping of students within the same class, the preparation and development of curricular proj-

ects adjusted to their educational needs, the use of varied didactic resources, activities for reinforcement and in-depth study, the support and psycho-pedagogical orientation and, of course, the existence of a diversified teaching offer which would make growing optionality possible in the course of this educational stage.

11. DIVERSE ALTERNATIVES IN THE ORGANIZATION OF SECONDARY EDUCATION

11.1. Once a clear reference framework is established for compulsory Secondary Education, it would be advisable to analyze diverse possibilities in relation with their organization, from which choices will have to be made.

Balancing the comprehensivity with the diversification

11.2. The great challenge presented from the beginning of compulsory Secondary Education is how to maintain some students, with highly diverse educational needs and very different personal interests, within a same center and a single classroom with a curriculum which is to a great extent common. It is the challenge of the balance between curricular comprehensivity and diversity of the students. This balance becomes more problematic as Secondary Education advances and the heterogeneous nature of the educational needs of the students becomes greater.

11.3. The crucial question is, then, the following: How many courses is a reasonable number in order to assure that the diversity of the educational needs of the young people can be attended within the framework of a basically comprehensive teaching? Any reply can be debatable depending upon the evaluations given to the responsibilities carried out by economic, social, scholastic and cultural factors in the origin and variety of the educational needs of the students. From among the many possible responses, we will analyze those which appear to offer the best solutions to the problem:

- The first option would suppose a Secondary Education with two stages: the first from 12 to 15 years of age and the second, from 15 to 18.

- The second option would define a secondary education with two stages: the first from 12 to 16 years of age and the second from 16 to 18.

The alternative from 12 to 15 years of age

11.4. The first option takes into account two fundamental factors. The first concerns the difficulties which are noted in the terminal stage of compulsory education. The second refers to the solutions in force in other countries which have opted for some time for a comprehensive approach. Even though their structures vary, they tend towards the average age of 15 as the appropriate time for initiating the diversification.

Both factors lead us to think that the maintenance of the principle of compresivity is difficult in the first stage of Secondary Education, for more than three courses.

11.5. In addition, it should be pointed out that this option leaves a margin of three courses between the end of the first stage of Secondary Education and the end of this educational branch. This would make a better organization of High School and Technical-Professional Education possible.

11.6. One of the most serious objections which does not have a solution in this proposal is that at the end of the cycle, the average theoretic age the students -fifteen- does not coincide with the legal working age -sixteen-. In this way, a marginal pocket of young people is produced which, for very different reasons, do not study the second stage of Secondary Education, but yet they cannot legally go to work.

A complementary course

11.7. This consideration calls for the creation of an alternative to the first cycle of Secondary Education made up of three courses for all the students. It would be a matter of including a fourth course -tenth grade- for some students under certain circumstances. Under this hypothesis, at the

end of the first stage of Secondary Education, the students who do not obtain a sufficient level on the tests, as well as those who do not wish to follow the second stage of Secondary Education in any of its forms, can remain for a new course in the first stage of Secondary Education. It can be compulsory for those who have not reached the legal age for joining the working world, and voluntary in the contrary case, as long as the students are not over 18 years of age. At the end of the 10th course, all of the students would receive the corresponding accreditation, specifying the performance levels reached in the different curricular areas and with an orientation on the most appropriate educational options to be followed.

11.8. This 10th course would be free and as long as it does not cause any irreversible segregation of the students, it would be a suitable tool for handling diversity. In order to achieve this end, the course could not be understood as a simple recovery course for repeaters, but as a very individualized course with a higher diversification of the teaching offer. It is a matter, then, of a course of a highly optional nature, where the student would choose between the different possibilities offered to him, under the guidance and council of tutor teachers in accordance with the motivations, capacities and interests of the individual student. This course should be directed basically to completing the learning processes corresponding to the first stage of Secondary Education, in order to reinforce, consolidate or delve more deeply into certain areas in view of subsequent studies. The student would also acquire several basic and general professional skills by means of the organization of Education in different workshops.

11.9. Together with the evident advantages, this first alternative presents equally important problems. In the first place, it involves a more limited plan -one year less- of comprehensive education for everyone. This panorama has

been presented insistently and from very diverse perspectives for 16 years.

In addition, there is danger of having the 10th grade being devaluated in practice and that the difficulties for organizing it in an efficient manner, adapted to the specific needs of each student would be insurmountable.

However, even though they are serious, these would not be the major problems presented. As it involves a substantial alteration in the current structure of the educational system, it would be necessary to adopt a set of drastic changes, both in the organization of the centers as well as in the structure of the teaching staff, for it does not seem feasible to have the first stage of the basic Secondary Education (12-15 years of age) organized in two different centers, if it is made up of only three courses, not even in the first stages of the reform.

The alternative
12-16 years of age

11.10. The second option presents a first stage in Secondary Education from 12 to 16 years of age, with two cycles from 12-14 and 14-16, as well as a second stage from 16-18. The advantages of this option are clear. It makes the end of compulsory and comprehensive education coincide with that of the specific curricular stage and with the legal age for entering the working world. It has greater possibilities for fulfilling objectives assigned to this educational stage and it reinforces the comprehensive nature until a higher age. In addition, the selection of differentiated modes in the second stage of Secondary Education is put off until 16 years of age at least, and respects the curricular structure of two-year cycles.

11.11. Despite the unquestionable advantages which this hypothesis presents, it also offers a series of difficulties as well. How can a satisfactory response be given to the great diversity of students who will be enrolled in the last

year of a compulsory ten-year education? How should a second stage of Secondary Education be structured when it is reduced to only two years?

11.12. The first question centers around the possibility of offering a comprehensive teaching and at the same time a diverse one, during the last year of compulsory Secondary Education (10th grade). The reply to this difficulty supposes the preparation of a broad and flexible curricular proposal which combines in a progressive manner, a common trunk and optativity. This makes it necessary to establish an effective system for orientation and reinforcement, adopting flexible forms for grouping together the students. And also that a continued training of the teaching staff is facilitated and the centers count on sufficient human and material means to attend strictly to a great diversity of students from a comprehensive approach. Similarly, this diversity would be reached by means of curricular adaptations and the use of different educational resources which exist in the sector where the school is located.

11.13. As for the second question asked, it is necessary to strengthen the concept of Secondary Education on its whole as a period of over-all education and thus make sufficient continuity and coherence between the two stages possible. In this way, the contents of the current middle school teachings would not only be covered in the second stage (16-18), but would be found in the last years of compulsory Secondary Education.

11.14. In addition, this alternative comes up against the same problem as the foregoing one in regard to the re-structuring of the schools. However, the division into two-year cycles makes it possible to resolve the problem more easily, as it is possible to initially use the current schools and teams of teachers for each one of the respective cycles.

11.15. In order to select one of the two alternatives, the following criteria and objectives should be taken into account:

- Expand the educational offering as much as possible for all the citizens.
- Delay as much as possible the need to decide between diverse educational offers (High School or Technical-Professional Education).
- Combine the comprehensivity of teaching with the differences between the students.
- Maintain a balance between resources used in the expansion of education and in the re-structuring of the system and resources destined for the improvement of the quality of teaching.
- Choose an alternative which makes its setting into practice possible without the demand for prior remodelling of the entire current organization of center and teachers.
- Improve the educational system by making the best use of currently existing resources.

The Ministry of Education's proposal

11.16. The two alternatives presented certainly have their advantages, though both of them also have their disadvantages. However, the careful analysis of the criteria and objectives already put forth, led the Ministry of Education to decide that under the present circumstances, the second alternative is the most adequate for the organization of Secondary Education, which would be structured then into two stages: a first stage of compulsory and basic Secondary Education with two cycles (12-14; 14-16) and a second stage of post-compulsory Secondary Education (16-18). This option has the added advantage that it permits a better use of the current resources of the educational system, above all in regard to the organization of the schools and the distribution of the teaching staff.

11.17. This respect for the existing organization of schools and teachers makes it possible to concentrate the maximum of efforts and resources on the curricular design and consolidation of this stage, on the training of the teaching staff and on a set of measures which favor a substantial improvement in the quality of the educational system.

11.18. Thus, then, the first cycle of compulsory Secondary Education would be given in the current Primary Schools by the teachers, specialists in the corresponding areas, who will be given the appropriate scientific and pedagogical up-dating.

The second cycle of Compulsory Secondary Education will be offered both in the current **Bachillerato** Institutes or High Schools, and in the Professional Training School, which would be called Institutes of Secondary and Professional Education, respectively. This cycle would be given by the current teachers of Secondary Education, who would be furnished with a complementary psycho-pedagogical training for teaching with greater preparation. In those schools, the second stage of Secondary Education would be continued, within its High School form, which would last two years as would be the case of the academic training in the Technical-Professional Education.

In order to consolidate the curricular entity itself for this stage, a series of measures must be adopted to guarantee a necessary coordination between the different types of schools and the diverse teams of teachers. It would be necessary to specify the link between each one of the centers which offer the first cycle of Secondary Education and those other centers where the students would continue the second cycle of their education. At the same time, the orientation services will be strengthened at the end of the first cycle, which will make it possible for all of the students to receive the most appropriate psycho-pedagogical and curricular orientations. And finally, the activities programmed

in common will also serve to tighten the links between both types of centers.

11.19. The long-term objective of educational reform in relation with this branch of teaching will be to create an integrated stage from 12-16 years of age, which is covered in a single school with a coherent teaching staff. Thus, all the experiences which are developed in this direction will be supported and the construction policy for schools and training centers for teachers will be oriented in this direction in order to assure the progressive extension of these educational approaches.

11.20. This option which connects with the approaches of the current experimental reform of the upper cycle of EGB, Primary and Middle School Teachings, takes the best advantage possible of an important wealth of experiences and innovations generated over the years and which have proved to be positive. The discussion of these alternatives, as well as a possible calendar for its progressive execution, will be put forth in greater detail in Chapter 21 of this document.

Universalize the Educational offering and improve its quality

11.21. The structuring of Secondary Education is a key question for the reform of the educational system. However, all the information which is available at this time in regard to reforms in the educational system show that a new arrangement of the educational system would not be very useful if it were not accompanied by a set of necessary measures for improving the quality of teaching. It will be necessary, then, throughout the entire process of teaching reform to maintain a balance between the economic resources intended for universalizing the educational offering and those which are more oriented to the qualitative improvement of the educational system.

12. THE SECOND STAGE OF SECONDARY EDUCATION: THE BACHILLERATO OR HIGH SCHOOL

12.1. Secondary Education, set between two very characteristic levels, as are Primary and Higher Education, has always debated the search for a more and better defined identity. Their confessed will to overcome a merely introductory nature and become an educational level with its own ends, has not been enough to attain a balanced solution. Those who saw in the Bachillerato or High School only the necessary road for reaching the University, have asked for a greater tie between the content and methods of Upper Education. To the contrary, those persons for whom High School was the last stage of school life, have insistently demanded a greater educational horizon and closer links with the professional opportunities available on the work market.

High school models

12.2. A review of the different educational systems in the advanced countries confirms for us a characteristic common to all of them. A generalized dissatisfaction with the existing models. The aim is for post-compulsory Secondary Education to be, at the same time, specialized and general; it should offer options, but without the costs which the making of a choice implies. There, where the diverse models predominate, one tends towards integration; to the contrary, where the integrated models predominate, a greater specialization is required. In general terms, it can be said that the academic models struggle to open a way to their surrounding environment, that the more professional models try to raise the requirements of access more polyvalente starting points, furnished with greater scientific and cultural solidity, and that the need arises for all the modes to be connected to one another in order to make the transition between them possible.

At this time, we should insist on the importance of relating the educational system to the working world.

Traditionally, the professional opportunities of Secondary Education were limited to occupations related to industrial and administrative fields. However, in recent years, new professions have appeared, especially in the service sector, with not very well defined profiles. They do have the common denominator of the demand for a broad culture and individual capacities. Thus, not only the technical modes but all the modes take on a potential virtuality for acceding to very different jobs. It is not strange, then, that the Permanent Conference of European Education Ministers has recently insisted on the appropriateness of the need for relating the different modes of Secondary Education to professional and labor experiences.

12.3. In most of the countries of our cultural surrounding, the limits of our comprehensive education are set at about 15/16 years of age. At that age, the different motivations, aptitudes and interests between the students as well as their maturity for choosing defined alternatives of social and personal fulfilment, advise a net differentiation between the branches of Secondary Education. In it, High School has its own substance and a well defined character for several reasons:

- Its non-compulsory nature differentiates it from the first stage of Secondary Education.
- The emphasis on the preparatory function for University or Technical-Professional Education, without losing sight, however, of the fact that High School must also have a terminal nature.
- The offering of broader possibilities for choice, in consonance with the greater diversity of interests and aptitudes of the 15, 16/18 year-old students, and also, due to the greater proximity to the professional and working world, which requires diverse preparations.

- The definition of the subject and not of the areas as a curricular unit, which also implies a greater differentiation of clearly specialized teachers.

12.4. A basic function of High School is to establish instrumental learning processes and the necessary contents for successfully following a university curriculum or acceding to the Technical-Professional Education level. This means that, in High School, the student will acquire a set of concepts, techniques, analytical strategies and knowledge which, in addition to their intrinsic value, will serve for upper education. In addition, in consonance with the terminal value of this stage, it will have to provide a content of knowledge and culture, rational and critical attitudes, values as responsibility and solidarity, and sufficient conceptual and expressive instruments for shaping citizens, capable of incorporating themselves into their socio-cultural environment and transforming it in an active and creative manner.

Objetives

12.5. At the end of High School, apart from the form followed in each case by the student, the students should be able to:

- Use forms of logical and critical thought.
- Understand fundamental elements of scientific methodology.
- Use the main techniques for intellectual work.
- Use the oral and written language in a fluid and coherent manner.
- Master at least one foreign language.
- Use formal languages for resolving defined problems.
- Use basic, theoretic paradigms for the analysis of the physical and/or social world.

- Have broad fundamental knowledge of the cultural, scientific, technical or artistic sphere of the High School form selected.
- Carry out studies or work which imply the integration, preparation and assimilation of information coming from varied sources.
- Cooperate in the carrying out of work in teams.
- Analyse daily information and situations in a critical manner.
- Define their own interests, in relation with upper and/or professional studies.
- Evaluate the individuality of the rest and the forms of organization, representation and management the groups to which they belong.
- Know the society in which they live and be prepared for participating in this society in a responsible and democratic manner.
- Respect the forms of culture, customs and beliefs which are not one's own.

Subjects of a
common trunk

12.6. Spanish High School appears, then, to be made up of a stage of multiple functions. On one hand, a structure has to be maintained in a certain common measure, with the purpose of guaranteeing the perfecting of the basic capacities of the individual and of initially opening to the students all the possibilities either for technical-professional or university study. However, on the other hand, the High School stage has to be presented as much more diverse than the previous ones, as a stage capable of attending to the aspirations and interests of the young people, which reinforces the need to introduce a certain specialization into its struc-

ture. This specialization guarantees the mastering of a specific field of knowledge and skills, which facilitates access to a broader range of superior studies and/or professions related to this knowledge.

12.7. As a common element to the different modes of Bachillerato or High School the existence of a block of knowledge is proposed which makes its unity possible, facilitating the exchange of students from one initial option to another and does not necessarily determine future elections. The subjects which would be included in this common trunk would initially be the following: Spanish Language and Literature, and if it corresponds, the Language and Literature of the Autonomous Community, a Foreign Language, Mathematics, History and Geography, Natural Sciences, Philosophy and Physical Education. Each one of these subjects could appear in the two courses or in only one of them and would have varying significance depending upon the mode of High School selected. These common materials would occupy about 40% of the whole time.

12.8. Together with this common trunk, different modes of Bachillerato or High School must exist which form a sufficiently coherent and diversified educational offer. The smaller the number of these modes, the greater would be the flexibility and optativity with which they are internally formed.

12.9. A first option considers the six modes of the current Experimental Bachillerato: Linguistics-Literature, Human and Social Sciences, Natural Sciences, Industrial Technology, Administration and Management Technology, Plastic Arts.

This alternative is suggested for it makes up a broad, diverse and highly specialized educational offering.

12.10. However, this option is not entirely satisfactory and it presents problems with a difficult educational solution. In the first place, a separation between the Human and

Specialized
modes

Social Science mode and the Linguistic one is not easily admissible, for it is necessary to study languages in close connection with their historic, social and cultural context. In the second place, a greater diversity and specialization must necessarily reduce in practice the possibilities for a future choice. And finally, an offer with excessive diversification can in practice turn out to be in the long run contrary to its own pretensions, for it might discriminate some areas or centers which have to limit their offer or it just might not be feasible.

12.11. For these reason the Ministry of Education would choose a second alternative organized around three main modes: A High School course of Human and Social Sciencies, a High School course of Natural Sciencies and Health and a Technical High School. Within this last category, two varieties could be contemplated: Industrial Technical and Administration and Management.

This alternative would require a considerable extension in the offering of specific and optional subjects for each one of the High School modes and a more flexible order to permit the students' choice. It would also be completed with another more specific and unique mode: the Artistic High School course.

12.12. This alternative has a set of important advantages as are the possibility of providing a more balanced offer, a greater polyvalence, a more open connection with higher studies or professional opportunities and, in general, its easier implantation.

In any case, the possibility would exist of creating new modes or proceeding to a future division in accordance with a greater specialization in some of the modes proposed.

From the organizational point of view, the design of three basic modes requires the assurance that all the Seco-

dary Education and Professional Education Institutes will offer at least two of these modes.

Specialized subjects

12.13. The specific subjects of the different High Schools would contribute to defining the profile of each one of them. In order to furnish a rough initial draft of this definition and for merely orientational purposes, it is possible to mention some of the specific subjects.

– Technical High School

- Technical, Industrial Option: General Technology, Technical Drafting, Physics-Chemistry, Mechanics, Electronics, Computer Programming.
- Administrative and Management Option: Administration and Management, Computer Programming, Economy.

– Human and social science High School

- Classic languages - Latin and Greek, Theory of Knowledge, Economy and Sociology, History and Geography, Art History.

– Natural science and health High School

- Physics, Chemistry, Biology, Geology, Drafting, History of Science, Mathematics, Computer Programming.

The continuation of the experience of the artistic High School which began later than the other experimental High Schools, would make it possible to reach some conclusions on the block of subjects which it would offer.

12.14. The specific portion of each one of the modes will occupy about 40% of the total time of the school schedule, that is a time approximately equal to that of the common High School subjects.

Optional Subjects

12.15. The common trunk and the specific modes are completed with the block of strictly optional subjects. These subjects offer the possibility of adapting the curriculum to the needs of the schools and the students themselves. They also make it possible to correct or accentuate the specialization of the school and in this way, strengthen any of the two aims of this stage: terminal or introductory.

From the combination of subjects from a common trunk and the option ones, the students will obtain an undoubted enrichment from the mode selected. They will have the possibility of amending their specialty by studying subjects of other modes, and they will also be able to introduce some of the subjects of greater interest for future professional options into their High School years.

12.16. The specifying of these optional subjects should be done by the Autonomous Communities. In any case, the schools will also have to have a margin of freedom for establishing their own offer for optional subjects. However, the Ministry of Education considers it fundamental that all the students have the possibility of continuing the learning process of a second foreign language within the school schedule and they are obliged to furnish the appropriate resources to the schools which administratively depend upon it for reaching these goals.

12.17. The time set aside for the optional subjects will be set at around 20% of the total school schedule.

13. THE SECOND STAGE OF SECONDARY EDUCATION: TECHNICAL-PROFESSIONAL EDUCATION

Technological development and the exchange of professional profiles

13.1. Technological development in today's society has influenced in a decisive manner, the traditional function of education for preparing citizens for an active life. New professional profiles have appeared which are closely related to the new technologies, to the implanting and appearance of new social demands, mostly in the service sector.

13.2. The rapid technological changes, which have led to the appearance of new professions and a major modification of the already existing ones, demand from the educational system, above all, a broad training with basic common learning experiences for the diverse professional fields. The Educational System will have to anticipate the possible diversifications and needs for future adaptations. At the same time, these changes, require an educational system capable of following an up-date rhythm of permanent reform of content which cannot possibly be satisfied by the customary system of periodic reforms of study plans and educational structures. It is necessary, then, to organize a professional education which has in itself the mechanisms for permanent up-dating and makes periodic over-all reforms unnecessary.

Deficiencies in current professional training

13.3. Current Professional Training does not respond satisfactorily either to the needs of the social-working world, nor to the needs of those who follow these studies. The number of drop-outs and failures in PT-1, especially in its first course, are the highest of the entire systems. On the other hand, with a better prepared and more motivated student body, better materials and an improved teaching staff, PT-2 has experienced a relevant boom in recent years and has obtained better results not only in academic terms,

but also because it furnishes more opportunities for obtaining a job.

13.4. However, structural and functional defects common to all Professional Training should be recognized even in PT-2: excessive strictness of a highly controlled and strongly academic systems; insufficient linking with the educational High School-University branch and limited possibilities for intermediate professional opportunities; financial difficulties for maintaining up-to-date work equipment in the workshops; an insufficient connection with the working world. All of this means that PT does not receive all of the potential candidates which a quality Technical-Professional Education would absorb and which would furnish the students with a professional capacity which they would need to successfully face their transition into the working world.

13.5. Outside of the educational system, the so-called occupational, professional training has been developed over several years. This name has been used to designate an offer of courses organized by the National Employment Institute (INEM) and other Public Administrations, in addition to the training programs offered by the companies to their workers.

The separation between controlled and uncontrolled occupational professional training is due to historic reason which have crystalized into different concepts and administrative frameworks. Attempts have been made to soften this situation through agreements between the Ministry of Work and Social Security and the Ministry of Education and the Autonomous Educational Administrations, but they have not been sufficiently functional in order to face the requirements and objectives of Professional Training today.

The reforms of the educational system has to overcome this inadequate separation and consider Professional Train-

ing as a whole in which, even though the different Administrations and social agents can have specific functions and tasks, it should carry out a general, common design facilitating collaboration between their diverse forms and grades. This implies, in the first place, the recognition on the part of the educational system of its own limitations in providing specialized training which are necessarily very changeable. However, other training agents, such as the companies, must accept the fact that they can only develop with difficulty the basic training which any specialization requires.

The participation of all the Public Administrations and social agents implicated in Professional Training must cover both the future regulations and organization as well as the financing and the systems for certifications and diplomas.

The proposal which is designed and covered below refers to Professional Training as a whole, though it intends to sketch mainly the great lines of reforms of the base Technical-Professional Education. It refers then to that training program which is carried out in the future under the responsibility of the educational centers without rejecting the possibility that these centers participate in the programs of other institutions and invite them to collaborate in theirs.

Reform and flexibility

13.6. The reform of Technical-Professional Education constitutes one of the most important elements in the reform of the educational system. Efforts in this field have had certain influence on the last years of compulsory Secondary Education, in the form of workshops and practical and/or professional activities. However, it is decisive, above all, to plan that innovating effort in the stage of post-compulsory Secondary Education, in the formal mode of Technical-Professional Education.

13.7. The structure of Technical-Professional Education is particularly complex due to the great variety of

branches, professions and specialities which it covers. At present, 21 branches in PT-1 and another 21 in PT-2; the first broken down into 70 professions, 16 experimental ones and 54 controlled ones and the second, diversified into 168 specialities, 110 experimental and another 58 controlled.

Together with this enormous diversity, the variable nature of the demand and the formative requirements in Technical-Professional Education make it very difficult and, in addition it is inadvisable, to establish a rigid norm and even a generalized norm. Their structure must necessarily be based on general and flexible criteria which have different applications according to the different areas, professions and specialities.

13.8. Technical-Professional Education has to respond not only to the needs of Society, but to the expectations and demands of the students themselves. In this sense, a satisfactory professional teaching is based on the social-labor reality of the country, but it cannot ignore an obliged the training needs of the students which do not strictly follow the margins of certain jobs.

Objetives

13.9. All Technical-Professional Education has a clear terminal objective: to facilitate the immediate incorporation into the work force of the young people and furnish them with specific knowledge and abilities for carrying out specific professions. A teaching thusly conceived makes training possible not only of the youngest students, at the end of compulsory education or High School, but also of all those who throughout life demand a new or greater technical-professional qualification. Thus, this teaching also incorporates a system of permanent education offered by the educational system.

13.10. The general principles established for professional teaching by the Council of the European Economic Community (EEC), up-date by the resolution of 11, July

1983, create orientative guidelines which must be taken into account. According to these principles, the professional training must:

- Assure the professional qualifications of the workers in the different sectors of the economy.
- Adapt the economic and social development, favoring at the same time the development of the personality of the students.
- Allow for the obtaining of knowledge and capacities for exercising a profession in a certain field.
- Offer each person, according to his aspirations and aptitudes, an improved preparation which will him access to a higher professional level.
- Offer possibilities for recycling of those workers located in sectors more vulnerable to the changes produced in the productive structure and generally furnish, a basic professional training which makes it possible to adapt to the technological changes.

13.11. In addition, the decision of the EEC Council, regarding the "correspondence of qualifications of professional training between the member States", oriented in favor of free circulation of workers in the European Community, has structured the professional qualifications at five different levels. The new structure of Technical-Professional Education must bear in mind these classifications, adapting the different diplomas and specialties to these qualifications levels.

The structure of technical-professional education

13.12. The proposal for the structure of post-compulsory Secondary Education which is formulated here, foresees in addition to the High School mode already described, another mode, the Technical-Professional one, whose fundamental characteristic is that of directly leading to the

obtaining of a professional degree with immediate value on both the national and European work markets.

13.13. The Technical-Professional Education is structured then on two levels:

- A first level to which the student can accede without High School, at the end of compulsory education.
- A second level to which all those people who have followed the two courses of High School can accede or those who can accredit the acquiring of equivalent knowledge, which will make access possible to university studies with an equivalent training program.

13.14. At the end of compulsory Secondary Education (16 years of age), the student will be able to choose one of the different specialties which make up the first level of Technical-Professional Education. The duration of each one of these specialties will depend on each profession, though it will normally vary between one and two courses.

Modules, training programs and didactic units

13.15. Those students who have gone through High School, will be able to accede to a second level of Technical-Professional Education, which will have an average duration of one academic year. However, the two levels which make up Technical-Professional Education will be related in order to make it possible for the student to go to the second level from the first, after having completed his academic training. This complementary training will be organized in a flexible manner, so that each student will have to study more or less the same subjects in accordance with the specific curriculum which made up the starting speciality.

13.16. The structure of the two levels of Technical-Professional Education will be, in any case, of a modular nature. Each professional module will have a coherent

training program, of variable duration in accordance with its specific characteristics, whose when passed will imply the accreditation for the exercise of the corresponding profession.

These training programs will be set up in accordance with credits or didactic units, both for following other professional modes as well as for going to High School. These units will authorize, prior accreditation, the exercise of the corresponding profession.

13.17. The didactic units will be organized in three areas; the technical-practical area, which will have the most weight in the program, the area of scientific and technological knowledge necessary for the exercise of each profession and the humanistic and social training area for guaranteeing an adequate comprehension of the social surroundings in which each profession must be exercised.

13.18. The responsibility of Technical-Professional Education must be shared by the educational system and the company. The educational system would contribute its pedagogical potential, its teachers, certain didactic material (laboratories and workshops, not subject to technological obsolescence). The companies, on the other hand, would contribute their technical capacity, their specialists, up-dated material and the possibility of an apprenticeship which only the productive and/or professional activity can give.

13.19. Technical-Professional Education has to be organized and structured with the participation and commitment of diverse social sectors, especially that of the business managers and unions. They would have the possibility of contributing with their initiatives to the designing of the professional modes and the training programs of each one of them. But they will also have to assume their responsibility in the professional training of the young people enrolled in these studies and furnish them with continuous practice

on an alternative basis in the companies as well as their subsequent incorporation into the working world. Certainly, the General Council of Professional Training has to occupy an outstanding role in the design of the professional profiles and in the training content, as well as in the promotion of a greater participation in all the social sectors for renewing the Technical-Professional Education.

Participation of Social Sectors

13.20. The implication of different social agents in the programming and setting up of Technical-Professional Education in all its stages will have its greatest influence at the levels of regional and local scope. The need to rely on a common framework to guarantee the unit of the work market is evident, not only in each country but with a view to the European work market. All of our neighboring countries have already, advanced in that direction establishing a national system of qualification levels and professional certifications, controlling the training levels offered by each training institution and carrying out a permanent analysis of the qualification needs. However, at the same time, there is a clear tendency to decentralize the training devices, in such a way that it is possible to adapt them to the work demands which arise in local spheres and allow the implication of social and private initiative.

13.21. Technical-Professional Education, in its academic aspects, will be given either in the Secondary Education and Professional Institutes, or in those other centers which are specifically destined for this purpose in accordance with the principles put forth herewith.

13.22. Technical-Professional Education as it is laid out in the previous sections supposes an enormous change in relation with the Secondary Education existing at present, both in terms of its concept, organization and design as well as by the requirements which the students will have to present in order to accede to it.

The new Technical-Professional Education must be developed both in the educational center as well as in the working world. The different social agents will carry out a major role in the definition of their different specialties. These teachings will be organized in a decentralized manner with a broad participation of the entities of a regional and local nature. The flexibility for adapting the plan of studies to the profile of each one of the professional specialties will be one of the distinctive features of this kind of teaching.

And finally, an important modification will be produced in relation with the preparation and age of the students who will be able to follow these studies. The first level of Technical-Professional Education will begin as of 15-16 years of age, after the student has obtained the certificate of compulsory Secondary Education and has already reached the age for joining the working world. The second level will be studied once the student has finished High School or reached an equivalent educational level.

14. ADULT EDUCATION

Education as a permanent process

14.1. Adult Education has been one of the most neglected sectors of the Spanish Educational System throughout its history. The historic, structural deficiencies of the public service of Education have produced educational deficiencies amongst the adult population which has not been sufficiently attended due to the fact that the resources have had to be destined to correct insufficiencies existing in the school network, attended by children and young people.

14.2. During the last few years, however, significant efforts have been made to create educational structures and programs intended for the adult population which have still not reached either the dimension or the consistency which they have enjoyed in other countries.

14.3. The General Education Law and above all the White Book which preceded it, which conceives education as "a permanent process throughout life", assigned a key function to Adult Education. On one hand, Education received at child and adolescent ages, was considered as the beginning of learning; on the other hand, the structures and programs destined for the education of the adult population should guarantee the continuity and enrichment of the knowledge, values and aptitudes which today's society demands.

14.4. The levels reached by our country's educational development, the needs which emanate from the deficiencies in the instruction of the adult population, as well as those which are derived from our full incorporation into Europe in a context of rapid economic, social and cultural transformation, recommend that Adult Education as it appears in the White Book of Adult Education, published by the Ministry of Education in 1986, should incorporate the new structure of the educational system in an explicit and realistic manner.

The field of action and cooperation

14.5. The field of Adult Education covers the following areas:

- a) Training directed to work: initiations, up-dating, re-conversion and renovation of knowledge of a professional nature.
- b) Training for exercising rights and civic responsibilities, as well as social participation.
- c) Training for personal development.
- d) When the General or Basic training which is the essential foundation in all of them is not achieved at the appropriate age, it, then, constitutes an indispensable, compensatory requisite.

14.6. The size of the field and the practically unlimited number of potential students makes absolutely necessary what in other fields of the educational system is also advisable: the effective collaboration of the Educational Administrations with other public powers and with social and private initiatives.

14.7. However, the Educational Administrations must be responsible, in the last instance, for the proper functioning of the educational programs intended for adults, whatever the body which promotes or finances them. This responsibility, which can be shared, includes the following aspects:

- The training of educators and expert teachers in this area.
- The preparation and diffusion of educational resources.
- The following up, evaluation and control of training programs and institutions financed with or without public funds, which lead to any type of certificate or diploma.

The role of the Local Administrations

14.8. The responsibility of the Educational Administrations must be the greatest guarantee for an effective collaboration of efforts among all the agents involved in Adult Education. If this were already an unavoidable demand some 20 years back, the extensive resources set aside today for one aspect of Adult Education, that of job training, is an element which makes coordination at the local level immediately necessary. This kind of coordination should facilitate the existence of joint programs of the different administrations which participate in each territory. This local coordination will only be operational if a coordination similar to the regional and national character exists at the same time.

14.9. Local coordination requires the gradual creation of districts. The Municipal and Regional Councils, foreseen in the LODE, can constitute a decisive step in that direction. The Municipal Corporations can find a capacity of educational participation which has not been crystallized until now. Both the LODE as well as the Law of Local System Bases, will encounter in the district one of their most specific and promising efforts and in Adult Education, a privileged field of experimentation in which to act in a priority manner.

The role of the Universities and their institutions

14.10. The general training programs included in Adult Education can be developed by the schools. The School Councils will find in this way a manner for carrying out in practice the function which the LODE has entrusted to them to relate the school to its surroundings. The progressive association of the current centers of Permanent Adult Education (PAE) with ordinary schools, will make it possible for both to reach a greater pedagogical vitality and develop programs and didactic materials which will rebound in favor of both the adult population as well as the ordinary centers themselves and their management and participation organisms.

14.11. The same plan could be used for Technical-Professional Education which adults are demanding more and

more and which quite a number of Permanent Adult Education Centers try to offer. As we have said in the previous chapter, the centers which offer Technical Professional Education will be open to the adults who need to expand their education. If the Adult Education Centers collaborate with the persons responsible for Technical Professional Education in their local areas, better results will be obtained in quantity and quality. The collaboration of the companies and institutions would be of invaluable assistance for the training of unemployed adults, as would also be the collaboration of educational centers for the training of workers at the companies. In this way, general instruction could be complemented with others of a professional nature and they in turn would be enriched with elements of general education.

14.12. Other important fields of Adult Education are the education of participating citizens, aware of their democratic rights and obligations, the education of consumers and users, as well as an incentive system for new managerial vocations.

14.13. Spanish Universities have not played until now an outstanding role in Adult Education, contrary to what has happened in many other countries. It is important, however, for an opening in this direction to be produced. Three areas of university intervention in Permanent Adult Education can be indicated:

- a) Research: There is a considerable lack of information as to needs for qualifications, professional profiles, methods and educational resources for adults. The collaboration of the Universities with those responsible for the regional or local programs in this field could be very important. The experience of different foreign Universities shows the usefulness of this intervention for the Universities themselves.
- b) The creation of training programs for the preparation

of the different professions which develop their activity in a field as specific as educational action.

c) The opening of the University to non-university students. This is an ever growing experience in countries of our cultural surroundings and joint programs with all kinds of companies and institutions are prepared. The recent involvement of a Spanish University in initiatives of this type is a promising event for Adult Education in Spain.

15. EDUCATIONAL INTEGRATION OF STUDENTS WITH SPECIAL NEEDS

15.1. Special Education has traditionally been considered as a mode of education, separate from the ordinary educational system. In it, children with sensorial, physical or mental difficulties were enrolled in the belief that they had insuperable difficulties for attending ordinary schools and following the curriculum of all students.

Special educational needs in the ordinary school

15.2. At present, we are witnessing a profound change in the concept of Special Education. One speaks today of "students with special education needs" and special emphasis is given to the conviction that the educational system has to provide the necessary means in order to reply to the needs of these children, whatever they may be. From this perspective, all of the children have their own educational needs and only vary in their degree and nature. This concept is what supports an individualized, standardized and integrating educational project, before the traditional concept of Special Education as a parallel and independent system in relation with general education.

15.3. The need of the school to give a reply to these special needs calls for the reform of the entire educational system. Teaching and the school has to change so that the integration of most of the students with special needs be as expedite as possible, without having the educational system neglect to meet its objectives with the whole group of students.

In addition, the setting into operation of an integrating process in the ordinary children's school with special educational needs, whether they are due to a mental or physical limitation, constitutes a powerful factor for the reform of the school and the educational practice developed therein. Thus, while on one hand school integration presupposes a

reformed school, the educational reform can in turn be stimulated by a policy of integration.

15.4. To be more specific, the integration of children with special educational needs calls for important modifications in the school organization and in the distribution of learning spaces which will have to necessarily be more flexible. It also requires an increase in the number of back-up teachers for the entire center, a revision of the established procedures for evaluation and promotion, the establishment of a means of assistance for the teacher and the educational system in general, as well as a profound reform in the initial and permanent formation of the entire teaching staff.

Curricular adaptations and schooling modes

15.5. According to this principle of integration, the curriculum of the students with special needs has to be the same as the rest of the class, but with the curriculum adaptations required by their development. The progressive modification of the ordinary curriculum will be necessary in accordance with the significance of the children's special needs. These adaptations can be specified as follows:

- a) A modification of the time foreseen for achieving the curriculum objectives.
- b) The elimination and introduction of objectives, content and activities in the ordinary curriculum.
- c) The granting of priority to certain areas or curriculum objectives before others.

15.6. In accordance with the level of adaptation which is reached, one can distinguish three types of individual curricula:

- Ordinary curriculum with some adaptations: Adaptations will fundamentally be made in the time and level of the most important didactic orientations.

- Ordinary curriculum with significant adaptations: In this case the adaptations in time and priorities of the curriculum will be numerous and would affect the most significant elements of the curriculum, that is, the general objectives of the area.

- Special curriculum: In this case, the individual work plan of the student supposes a modification in the majority of the elements of the curriculum, which implies a partial integration or even the schooling in a specific center.

15.7. The need for introducing curricular adaptations is not limited to the children with mental, motive or sensorial deficiencies, and nor to the children with special educational needs according to the concept developed here. The curricular adaptations for these children constitute a particular case, but not a unique one, of a principle and a more general practice, which refers to the need to adapt the curriculum in a flexible manner to the realistic possibilities and objectives of the education of each child.

15.8. The curricular adaptations can be so important for some children that their integration in an ordinary classroom is impossible and they then need a special classroom or a specific center. The educational system has to plan the centers and classrooms for those children who can only integrate themselves with great difficulty into an ordinary classroom. In this way, Special Education will be scaled in a range of educational modes, some of which will be modes of integration.

The tendency towards a growing integration

15.9. A priority objective of Education in any of these modes is to try to place the child in conditions for passing on to the more integrated mode as long as this is considered as the best reply to his needs: from the specific center to the special classroom, from the special classroom to the ordinary one with extra support, and finally, if it is possible, to the ordinary classroom without any need for special support. This means, of course, that the school situation of every child with special educational needs has to be periodically reviewed, valued by the center and the psychopedagogical team. The parents have to be consulted, so that at the end of each course, the corresponding evaluation and orientation can be made towards the more appropriate educational mode for the following school period.

15.10. This tendency towards the mode of maximum integration, makes it possible to foresee a reduction of students in special centers and classrooms which should then result in a partial transformation of some of these centers. It is necessary to consider the modification of some special classrooms into classrooms with support services. Some specific centers, in addition to their teaching functions, can also serve as a center of pedagogical and personal resources, with an infra-structure for certain interventions, rehabilitations and specific treatments. Other special classrooms can remain as such on a part-time basis and some of them, even on a full-time system. Their location would preferentially be situated in the rural environment there where there are no specific centers and they would carry out functions similar to those of these centers.

Special educational attention at different ages

15.11. In view of the significance of the early years in child development, children who show some type of special educational need at this stage will be attended to in a specific manner. In addition, the coordination of the steps taken with other institutions which work in this field will be guaranteed.

15.12. In the period of compulsory Primary and Secondary Education, the necessary methodological changes should be encouraged so that curricular modifications are feasible, as well as the organizational modifications, both in the classroom and in the cycle and the center as a whole. It will allow for the flexibility of the groups of students and the use of supports and resources which demand a strict approach to curricular adaptations.

15.13. Students with special needs, once compulsory Secondary Education is completed, regardless of where they have studied, should rely on post-compulsory Secondary centers (or Technical-Professional Education centers) where they can continue their education in the most integrated possible manner. In the case of the Technical-Professional Schools, the appropriate adaptations and necessary support should be guaranteed for the personal development of the young people with special needs and their incorporation into the working world. At the same time, there will be specific centers in which the mode of Technical-Professional Education for task learning will be given.

An experimental plan for integration

15.14. This educational concept is amply covered in the Royal Decree of 6 March 1985 which has set up an integration project in which a period of eight years is established for setting up the conditions for an effective integration into those centers which so wish it. The Decree foresaw that the integration process is carried out in a gradual manner and begins at the lower educational levels, for it is a necessarily slow process which is accompanied by major reforming measures in the schools, with special effects on the quality of teaching given to these children, as well as to the other students of the school.

In the specific development of this Royal Decree, the following were established as priority measures:

- Reduce the number of students per classroom to a maximum of 25-30.
- Provide one support teacher for every 8 units.
- Do away with the architectonic barriers wherever necessary.
- Assure the stability of the teaching staff in these centers.
- Give priority to the activities of the psycho-pedagogical teams in these schools.

15.15. The size and depth of the educational change which involves setting up a process of integration demanded the creation of an institution, furnished with specialized personnel and sufficient resources, capable of coordinating and fostering these tasks. The creation, under the Royal Degree of 11 April 1986, of the National Center of Resources for Special Education, satisfied this need. The objectives of this center are directed fundamentally to the training of teachers and professionals, the creation and adaptation of curricular methodologies and materials, the adaptation of evaluational instruments for children with special educational needs, as well as the promotion of investigation in the Special Education field.

15.16. Once the first experimental stage of the 1987-88 course comes to an end, this project must be expanded successively over the next five years in accordance with what is foreseen. At present, five hundred schools, only in the area under the direct control of the Ministry of Education, in addition to many others in the Autonomous Communities with full powers in the educational field, integrate children from pre-school to the end of the initial cycle. Each year new schools will be selected to progressively cover the existing needs.

16. CURRICULAR ADAPTATIONS

The concept of curricular adaptation

16.1. The objective of basic Primary and Secondary Education is to offer the student a common culture to which citizen should have access. However, the motivations, interests and teaching processes are very different among teachers. Education, then, has to assure a balance between the necessary comprehensivity of the curriculum and the undeniable diversity of the students, a balance which can only be achieved by means of the individualization of the teaching-learning processes. To present the same curriculum for all the students would only lead to an increase in the inequalities.

16.2. This individualization of the teaching-learning processes can be carried out by means of curricular adaptations: the ordinary curriculum programmed for a class group will be adapted to the educational needs of each student. These adaptations make it possible to resolve many of the learning problems which are, most of the time, nothing more than teaching deficiencies.

16.3. The curricular adaptations have to be present in the entire teaching-learning process, even though the needs become more evident according to the advancing of the successive educational stages, in order to take on special importance in basic Secondary Education and more specifically in its second cycle (14-16), where the diversity of interests of the students are very marked.

16.4. The curricular adaptations have to be carried out in two spheres:

- In the curricular elements: general objectives, curricular areas, content blocks, methodology employed and teaching-learning activities.

Type of adaptations

- In the organization, both in the classroom and in the cycle, and the school center on the whole.

16.5. The possible curricular adaptations in the curriculum elements will be the following:

- Adaptations in the time: modify the time expected for attaining the objectives proposed in accordance with the learning rate of the students.
- The introduction or modification of some objectives, content or activity from the ordinary curriculum: the teachers will establish a specific objective in a different manner according to the student or groups of students, in question.
- The giving of priority to certain curricular areas or certain blocks of content within one area: according to the learning process of a student, his curriculum can be adapted to allow him to penetrate more deeply in one area, and reinforce certain contents of this area.

16.6. The curricular adaptations in their methodological aspects make active work on the part of the student possible. They also allow for a cooperative effort between the students with levels of knowledge and strategies of heterogeneous learning.

Organization of adaptations

16.7. The curricular adaptations demand on many occasions a flexible organization of groups and learning activities which attend to the individual characteristics of the students and subordinate the internal organization of the classroom to its needs.

16.8. The efforts for carrying out the necessary curricular adaptations in each center must involve the entire teaching staff and must be carried out in a planned and coordinated manner. However, the tutor will be in the end, the

person directly responsible for the process. In turn, the psycho-pedagogical team, together with the orientation department of the school, will advise the teachers throughout the entire process of curricular adaptation.

17. EVALUATION OF THE EDUCATIONAL PROCESS

Evaluation as a process

17.1. Before the traditional ritual of some examinations which the student has to pass as a test of his mastery of a certain, minimum scholastic knowledge, there is a concept and a practical educational nature which is much broader and more complex: the continued evaluation of the teaching-learning processes. Contrary to the traditional examination, this evaluation does not consider that the student is the only subject but also and above all, the very school system itself on the whole and the plurality of agents which intervene in the entire educational action. The examination, on the other hand, is not circumscribed to a single point, to a single act, but it extends throughout an entire process and it is only in that perspective, in which specific evaluative tests do make sense. When we speak of examination, then, reference is made to processes which make it possible to verify the teaching and learning at the service of some specific educational ends. Every reforming pedagogical effort must reject the figure of the traditional examination which is an expression of a concept of the teaching-learning process which has been overcome.

17.2. The examination process has to be made up essentially of procedures intended to provide the student and the scholastic environment with the necessary information for regulating their respective projects, as well as choosing with full awareness between the diverse educational strategies. In this sense, the examination is indispensable to the educational system. But it should be stressed that even though they can also fulfill selective functions, the examination processes are not, in themselves, selective.

The relationship between educational processes and examination processes is reciprocal. The examination sys-

tems are determined by the objectives and educational processes but, in turn, they influence them as well and contribute to their consolidation and rectification although, on occasions, they can also deform them and de-naturalize them until they become unrecognizable. The extreme of this deformation is produced when the "examination for education" is substituted by an "education for examination". In the measure that the punctual, academic, external and selective nature of the test is accentuated, evidently its nature as well as the nature of education itself are deformed.

Modes and functions of the test

17.3. There are very different spheres of examination, whose description makes a more complete comprehension of their educational implications possible. A first distinction refers to the evaluational objective: the students, the programs or the very educational system itself. A second one is the way of carrying out the examination: it can be continuous, over an entire scholastic period, or, to the contrary, it can be carried out in very specific moments. It is also possible to differentiate between quantitative and qualitative examinations.

From a functional point of view, a difference can be established between those examinations whose goal is essentially orientative and others which are more prescriptive, that is, they furnish a clear conclusion as to certain educational aspects. And finally, distinctions should be made between examinations carried out by the same agents involved in the educational process, internal examinations, and those which are made from outside the system, by judges outside of the educational process, outside examinations.

The educational system requires examinations in all those spheres and modes. In addition, any reform of the educational structure, as well as any pedagogically innovating and reforming proposal, both in regard to the scholastic organization and the educational processes, has

to be accompanied by a design for the procedures of its evaluation.

17.4. The examination functions of the educational system are complex. As for the teaching processes, the test supplies information on the way in which the curriculum is developed and the proposed educational objectives are achieved, information which is relevant, both for the teachers themselves as well as for the centers and for the Educational Administration. The examination makes it possible, in this way, to set up a close relationship with the curricular content and the terminal objectives corresponding to each educational branch, in order to correct or rectify disfunctions and errors affecting the quality of teaching. As for the students, the examination fulfills orientation functions; but it also inevitably ends up fulfilling selective functions as well... In any case, we should insist that education is not at the service of examination, nor is education reduced to the selection, qualification or classification of students.

17.5. The teachers and the educational centers are mostly the ones who have to carry out the examination processes, both of the students and of teaching itself. The teacher has to critically evaluate his own work and analyze and identify the situations in which the failure, inadaptation or low performance of the student is due to a dysfunctionality of the educational process or his own inadequacy as a teacher. The educational center has to evaluate the students without losing sight of the fact that a failure or generalized scholastic enadaptation is above all, a failure of the school itself and the educational project. The technical inspection services must carry out functions which are strictly evaluative and orientative. The teachers and schools have to use the examination results, both those directly obtained with their students, as well as those coming from out-side tests, as a critical instrument for measuring their own teaching work. Whenever necessary, they should cor-

rect their own work and search for a better, more appropriate pedagogical practice.

17.6. The internal examination which teachers and schools carry out on the teaching and learning processes do not eliminate the need for an outside examination in order to determine to what extent they achieve or fail to achieve the educational objectives foreseen. In order to establish and carry out a policy of teaching reform, it is absolutely necessary to design and develop examinations of the educational system in its different forms, stages and areas, which are true investigations of its effective functioning.

Evaluation of students and selection

17.7. The evaluation processes evidence one of the more delicate and complex functions which the scholastic systems must fulfill: the function of selection. Therefore, it is not strange that much of the social controversy on the educational system is centered precisely around these examinations. Many of the debates on the subject of examinations are, in reality, debates on the educational system and the selection which takes place as a result of the examinations. The examination necessarily becomes part of the educational process in which many distortions converge, which are not always manifest in the system itself. Despite this, it is necessary to point out that in the very root of the educational processes, lies the preparation and capacitation of the persons for some things and not for others, which leads in fact to a certain selective function.

The implicit values of evaluation

17.8. In a broad sense, to evaluate is to issue a judgment and consequently resort to a scale of values. This is constructed as of certain individual or collective rules, certain criteria and in a deeper sense, certain social values. The evaluation refers not only to normative values enclosed within the educational sphere itself, but to a world of increasingly broader social value, which take into account and foster certain activities, aptitudes and motivations, at the same time that they reject others. Therefore, the teachers

carry out a delicate and complex function when they evaluate the students: they cannot consider the students apart from the socially prevailing values, nor can they receive them in a critical manner. As for the educational agents, they have to make great efforts in order for the examination procedures to contribute to the orientation of the individuals in accordance with their specific, differentiated and evaluative aptitudes and motivations.

17.9. The alternatives with radical appearances, of "not evaluating" or eliminating the selective aspect of the evaluation and adecation processes are false and unattainable. In the first place, because the school incorporates the social values, which lead to implicit evaluation processes, in the event that they are not made explicit. In the second place, because the examination mechanisms are absolutely necessary for furnishing the base information for regulating the educational processes of both an individual and a social nature. The examination furnishes the necessary self-correcting mechanisms for the good functioning of the educational processes. The evaluation systems have to be different in the first stage, in the compulsory second stage and in the post-compulsory secondary stage.

Evaluation and promotion of students in the compulsory stages

17.10. It is evident that the compulsory and comprehensive levels of education, that is Primary Education and Basic Secondary Education, require a continuous and orientative examination, more that a prescriptive and selective one, carried out by the teachers themselves and scarcely differentiated as such from an ordinary activity of the educational process. This examination must be made as well in an over-all way and bear in mind all the student's characteristics.

17.11. The examination, on the other hand, above all in relation with the degree in which the students attain objectives of each cycle, is related to the orientations and decisions pertaining to the promotin of students form one cycle

to another. It is necessary to prepare criteria for this promotion, in such a way that the repetition or permanence of a student in a cycle for one more year is always exceptional, and other solutions will be preferably sought for the children with problems of low scholastic performance. Even though repetition in an educational cycle of the compulsory levels is exceptionally permissible, it does not seem wise that more than two repetitions should occur. Consequently, if the normal age for concluding compulsory Secondary Education is set at 16 years of age, in exceptional cases, its conclusion at 17 or 18 years of age can be admitted, but no later. On the other hand, at this compulsory level of education, the repetition is only advisable when the rate of maturity and development of the students makes the need for a more prolonged temporary period necessary in order to attain the proposed educational objectives. In other cases, the failure to attain these objectives will make other formulas advisable for adapting the curriculum or reinforcing it but not for its repetition.

The evaluation of students in the primary educational stage has as a reference point, not so much the promotion or repetition, as the orientation, reinforcement of knowledge or abilities insufficiently acquired and the necessary individual curricular adaptation.

17.12. In Compulsory Secondary Education –from 12 to 16 years of age– the most coherent way of evaluating it is also the continued, orientational, but not prescriptive, internal examination, carried out by the teachers themselves. It is not considered pertinent, then, to carry out a homologated or final examination at the end of Compulsory Secondary Education. The examination of the student should be over-all, but also specific and differentiated by areas of knowledge or abilities. At the end of this stage the students will receive a certification which contains the over-all grade and the evaluations of the different areas, together with specific orientations in regard to the most advisable

professional and academic future. This kind of over-all evaluation will avoid the temporary difficulty of a student for acquiring learning in a certain area whether it be definitive, closing off subsequent options.

Certifications and diplomas

17.13. All of the students, at the end of Compulsory Secondary Education will receive the same certificate which will show their academic background, their over-all performance and performance according to areas, as well as the more adequate orientations for the following educational step. These orientations will only exceptionally be prescriptive. Those students who do not conclude this stage despite the repetitions of the course, will receive a schooling certificate, which will specify the number of years studied, the level of learning reached and the most appropriate orientations for their future.

17.14. The Technical-Professional Education has a clear terminal nature. To study it successfully will accredit the student for obtaining a diploma which will allow him to exercise a profession. A diploma can only be granted to those students who have really proven to be competent and a capable for the exercise of the responsibility and corresponding basic professional skills. Whatever the means for testing this basic aptitude, by areas or more specific subjects, the verification process will have to center, not so much on academic knowledge, as the elementary mastery of the techniques and the necessary knowledge for each case accredited with a professional diploma.

Homologated proof of a high school education

17.15. The design of an appropriate system for the evaluation of students and the certification of their scholastic performance in High School is, at this time, one of the main concerns of the Educational Administrations in developed countries. In most countries, when the prior educational levels are universalized and their selective functions decreased, this selection was transferred to High School as an academic filter for passing on to the University. In

relation with this function, the High School evaluation must be, then, considered and discussed in greater depth.

17.16. It seems pertinent to carry out some type of outside examination at the end of the High School studies in order to academically regulate access to the University. The suitability of this type of test is justified for the following reasons:

1. It would be the first outside, homologated and general examination for the entire educational system after a series of stages and cycles which cover at least twelve years. To have at least one examination of this type is advisable for the evaluation of the over-all educational system and not only as an evaluating mechanism of students.

2. The new structure of the educational system must be much more open than which is currently in force. This would allow a significant increase in the degree of curricular initiative of the Autonomous Administrations, of the schools and of the students themselves. Under such circumstances, the existence of a mechanism of outside evaluation with a common structure becomes even more necessary.

3. The outside, general and homologated examination makes up, as well, a corrective mechanism for the differences which are necessarily produced in the examinations of different educational centers, not only between the public and private ones, but also in the sphere of each one of these sectors. Without that corrective mechanism, the internal qualifications of the centers would make up the only regulating system for access to higher studies. This would mean the students with similar performances, but evaluated by different examinations, would have unequal possibilities for access to higher studies. In summary, the absence of a homologated examination, of

wherever type, is not very fair and leads to unjust discriminations for access to the universities where the existing demand exceeds the current capacity.

Types of homologated test

17.17. Having initially accepted the suitability of an outside and homologated test at end of the High School, it is necessary to consider what objectives are to be assigned to such an examination. These objectives are in close connection with the double function which High School has: formative and terminal on one hand, but also preparatory or introductory for the University, on the other. From this perspective, it is possible to give two very different views to this homologated test. One is directed towards unifying the knowledge acquired in High School and refers only in a secondary case to the University. Another possible view is oriented towards access to the University and is not included within the final certification at the end of High School.

17.18. The first kind of examination present a set of advantages: it is closer to what the student learns; stresses the terminal and autonomous nature of High School; and in addition, incorporates an outside control instrument at the end of the course, which is especially important in a stage characterized by decentralization, diversity and optativity.

This option, however, offers as well two important disadvantages. In the first place, it leaves access to the different university studies excessively open and undifferentiated and in view of the limits amount of space in some universities, the more specific aptitudes and knowledge of the students are not taken into account. In the second place, it requires all the students to pass the test in order to obtain the High School diploma, with the risk that some of them, without intending to go on the University, are evaluated by a test influence by the reference of the university horizon.

17.19. These disadvantages advise that this homologated test, the most external evaluation of the entire educa-

tional process, has as its main objective, getting to know the individual maturity attained by the students for going on to university studies.

The selection of this second model also resolves in a satisfactory manner, an important problem in relation with the High School diploma. The students can obtain the High School diploma by only studying several subjects successfully, without having to pass any type of homologated test. This facilitates their entrance into the working world and also the continuation of their studies in some mode of the second level of Technical-Professional Education. In addition, the value of teaching itself is recognized and also that of High School diploma, apart from its value as a means of access to the University.

17.20. This second model of a test for access to the University is not free, on the other hand, from problems. The main difficulty lies in how to structure it so that it is at the same time fair and sufficiently predictive of the University performance in the different studies and careers.

Investigations carried out in recent years show that the tests which include elements centering around the abilities of the student for using concepts and thoughts, relating knowledge, analyzing or summarizing information and resolving problems, have greater capacity for prediction of subsequent university performance success than those which are oriented towards mostly evaluating the specific knowledge whose reference framework is the subsequent university studies, of each particular student, turned out to be more predictive as well than those which do not include any differentiation. Thus then, the presumably most appropriate examination seems to be that which carries out in turn the evaluation of the students' academic maturity and that of his more specific abilities for upper studies.

17.21. Consequently, it seems advisable to carry out a test for access to the University, once the students have concluded their High School Education. This test would

Contents and objectives of the homologated test

have a common structure for all the Universities, though it would be decentralized in terms of its specifications and would incorporate two objectives which would correspond to two differentiated parts:

1. Evaluation of the academic maturity of the students in accordance with the following reference criteria:

a) Basic knowledge of the trunk and common subjects of High School, mostly those which have an instrumental and general nature.

b) Capacity for analyzing and elaborating the fundamental contents of these subjects.

c) A general capacity for abstraction, organization and summarization of that same content.

d) Acquiring of basic abilities for autonomous learning and mastery of the rudiments of scientific method in the subjects of the curriculum.

e) Capacity for identifying and resolving diverse problems involving the summarization of information coming from diverse sources and, in general, in the handling and processing of information.

2. Evaluation of the abilities and knowledge developed in Secondary Education and those which are linked to the university studies which the student wishes to follow. This makes it necessary for this evaluation to be organized by groups of university students.

The final qualification of this examination for access to the university is obtained from the average of the results scored in the examination, compared with that of the continuous and internal evaluation carried out by the High School centers themselves.

A final positive qualification on the examination would grant the student priority in the choice of university careers included in the corresponding group, enabling him to follow any of the careers included in other groups.

17.22. The changes proposed in the orientation and structure of the test for access to the University do not exclude other academic modifications as long as they contribute to a greater objectivity and efficiency in determining the capacity and merit of the future university students. This is one of the reasons which advises the granting of a more decisive role to High Schools teachers in the development and evaluation of these test.

18. EDUCATIONAL ORIENTATION AND SUPPORTING STAFF FOR THE SCHOOLS

Orientation of the
educational
system

18.1. Orientation is a right of the students which must establish a set of services and activities which are offered within the educational system.

18.2. The orientation process in education must present the following characteristics:

- a) Be continually offered to the student throughout the different levels of his schooling.
- b) Involve in a coordinated manner the different people and institutions who participate in the educational process-teacher, school, family.
- c) Attend to the unusual characteristics of each student.
- d) Capacitate the individuals for their own self-orientation and create in them an active attitude towards the making decisions on their own future.

18.3. Educational orientation makes it possible for the school to be the one to adapt the students and not vice versa, as has been the case customarily. At the basic teaching levels, continuous evaluations cannot develop independently from continuous orientation processes.

Psycho-pedagogi-
cal support teams

18.4. The orientation process makes up part of the educational work process and therefore is a task for all the professionals who take part in the educational process. In a more direct way, it corresponds to the tutor teacher and the orientation department of each sector, but it also requires a set of measures and technical means which can only be guaranteed with the effective functioning of the psycho-pedagogical staff who support the teachers daily work.

18.5. In order to promote and coordinate scholastic orientation in schools, the educational system must rely on a sectorized network of psycho-pedagogical support teams, with expert professionals in different areas, among whom there must necessarily be teachers from different educational levels. These teams, in addition to their psychological and pedagogical dimension will attend to the social and family aspects which affect the educational sphere.

18.6. The network of psycho-pedagogical teams has to be structured according to scholastic sectors. This sectorization is necessary in order to have a broad vision of the available resources, and of the needs which the students present. In addition, it assures the continuity of the orientation that the student receives throughout the different stages and cycles of his schooling.

18.7. The schooling sector which each psycho-pedagogical team attends to will have a structure and extension defined by demographic and geographic criteria, typology and the needs of the area. They will cover scholastic centers of all kinds and levels, from Early Primary Schools or Pre-school centers to High School and Professional Training.

**General functions
of the psycho-
pedagogical
teams**

18.8 The general functions of the psycho-pedagogical teams, whatever the scholastic level of their activity, are of a different nature:

- Preventive: when the appearance of individual or collective problems and circumstances are anticipated which generate inadaptation and/or scholastic failure.
- Compensating: when the means for improving the development of the students are furnished for those who do not reach the minimum curricular objectives.
- Advisory and technical support: when the teachers and professors are offered the technical information and

and didactic orientation which they need to successfully carry out their work.

18.9. The psycho-pedagogical team carry out their functions by means of a support activity to the different sectors of the scholastic community. They must be in close contact with the teaching staffs and with the orientation departments of the centers and the tutor teachers. Their performance in relation with the students will curstomarily be indirect, without this excludng in some cases –early education, attention to students with special educational needs– the possibility and eventually the need for direct action.

18.10. The fulfillment of these implies:

- Identifying the situation, resources and needs of the school sector.
- Collaborating on the permanent formation and didactic support to the teachers of the sector as well as in the preparation and discussion with them on pedagogical projects, didactic innovations, curricular adaptations and development, tutorial action and evaluation criteria of the students.
- Collaboration as well in the organization of orientation activities for students and information on educational and/or professional options.

Specific funtions

18.11. The actions of the psycho-pedagogical teams are regulated mostly to the educational stage on which their intervention is planned:

- For Primary School, special attention will be devoted to early detection of development and/or learning problems, the diagnostic of these problems and the subsequent intervention.

– In Elementary Education, the psycho-pedagogical evaluation of the students will be development, especially for those who have special educational needs, with the subsequent technical assistance and orientation for the tutor and the support teacher, especially in the preparation of the corresponding individualized curricular adaptations.

– At the end of basic Secondary Education, the psycho-pedagogical support team will collaborate with the orientation department of the centers to provide students with advice on the educational mode which best satisfies their interests and for which they are considered to be especially prepared. During the second stage of Secondary Education, their work will consist of collaborating with the orientation department to supply them with information on the educational resources of the sector in order to reply to the diversity and optativity, characteristics of this stage.

Coordination of the orientation services

18.12. The Ministry of Education in their sphere of direct management will unify in a single network, the different services and equipment which will depend upon it at present: Scholastic Orientation and Vocational Service, Multi-Professional Teams, Early attention Teams, Support Teams for Compensatory Education, etc. Without prejudice to the different work situation currently existing, and with full respect to their acquired rights, the functioning of these services will be rationalized, avoiding the duplicity of functions which are produced at present.

In the same way, the Ministry of Education will establish, with other public institutions, the sources for coordination, in order to take the maximum advantage in a coordinate manner of the diverse orientation services, currently existing.

**Orientation
department in the
schools.**

18.13. It seems advisable for the entire school center to have an orientation department made up of tutors and coordinated by a head teacher or director, who is a teacher in the center and who has a specific psycho-pedagogical training. The orientation department represents, within each center, the materialization and guarantee that the school orientation forms an essential part of the educational activity.

18.14. These orientation departments will plan and coordinate the orientation and tutoring action of the tutors and support teachers, insuring as well the connection between them and the psycho-pedagogical team. They will also take charge of the coordination between the curricular adaptations, the evaluation of the learning of the students and the corresponding orientation. The fact that the school system does not operate in a discriminatory manner, depends on them to a great extent, when it excludes, ignores or condemns to failure many of the students who, for very different reasons, have difficulties in following the rhythm of the majority.

18.15. In particular, the orientation departments will promote informative and advisory activities for the students so that when they are obliged to choose between different options, they have their own criteria for doing so: optional subjects, diverse high schools and professional teachings, different work opportunities. In addition, they will provide special attention to the students who have special educational needs and demands for specific support.

18.16. The orientation takes on special importance during the transition period from the first to the second cycle of compulsory Secondary Education, especially if the students study both cycles in two different centers. Therefore it is necessary for the students at the end of the first cycle to receive a reasonable orientation on the most ideal

options open to them, which best adapt to their interests and possibilities. This orientative information has to be the expression of the pedagogical collaboration between teams of teachers who work in different centers.

Tutorial action

18.17. In order for the orientation departments to be really effective, it is necessary to strengthen the figure and functions of the tutor teachers in all the stages of teaching. Orientation and training programs for the tutors as well as didactic instruments will be development which will be useful in their tutorial action with groups of students and with each one individually.

18.18. The tutors will make every effort to know the aptitudes and interests of the students in order to direct them more efficiently in their learning process. They will contribute to making these relations fluid and smooth between the school and the family, as well as between the students and the scholastic institutions, mostly in regard to an evaluation of their learning. The correct identification of the difficulties which students encounter also corresponds to them, as well as helping the students to overcome these difficulties and obtain the necessary technical advice from the orientation department and the psycho-pedagogical team of the sector. In addition, they will coordinate the educational action of all the teachers who work with a certain group of students. It is their function, above all, to favor a climate of mutual respect, communication and cooperation within the classroom and the school center which will favor the acquiring of basic habits for co-existence, individual and collective efforts, tolerance and learning.

19. TRAINING OF THE TEACHING STAFF

Qualifications of the teachers

19.1. There is a generalized coincidence in that the decisive factor for an educational system to reach a satisfactory level of quality lies in the teaching staff. A solid academic and professional training, a high level of reflective capacity on the educational practice, a deep conviction of the validity of collective work, capacitate the teacher for adapting his teaching duties to the advances of scientific, technical and pedagogical knowledge. All of this guarantees, in addition, a strict, systematic, reflective and coherent action, both in the whole educational center as well as in the classroom itself.

19.2. By the very nature of their activity, the professional qualifications of the teacher are conceived as a continuous training process, which must conjugate a high theoretical level with a close tie to the practical problems of the teaching/learning processes which are developed in the classroom.

19.3. In addition, the achievement of a complex and delicate balance between comprehensivity and special attention to individual differences within the class-room, the core of common education for the citizen, rests inevitably on the competence and dedication of the teacher. It is necessary to stress the scope of diverse functions which are grouped under the concept of "professional competence". The training of the teacher has to include a set of knowledge, attitudes and capacities required for their autonomous intervention and efficiency in the classroom. Thus, the teacher will be capable of responding to the demands of the subject and inter-subject knowledge which they teach, diagnose the learning situation of the individual and the group and specify accommodate the general curricular proposals to the peculiar and changing situations of the classroom, formulate and experiment methodological and

space and time in the classroom...; in summary, the teacher has to be prepared for designing, developing, analyzing and scientifically evaluating its own practice.

Bases for an initial and continued training of the teaching staff

19.4. It is, then, necessary to consider the training of the teaching staff as one of the priority objectives of educational reform, organizing it in such a way that a continuity exists between the initial training and the permanent one. The participation of the teaching staff in the up-dating plans should be increased, for these plans should be based on the needs and interests which arise in their own professional practice.

Structure and contents of the initial training

19.5. As for the initial training of the staff, the University Reform Law (U.R.L.) offers the legal framework for each University, as of the general guidelines approved by the Government at the request of the University Board. It also reforms the Study plans and improves the preparation of the teachers.

In any case, the training of the teacher has to be oriented in accordance with an analysis of the scientific-methodological questions which are presented at each educational level and in each curriculum area. Therefore, the corresponding plan of studies must consider a strict scientific-cultural training and a solid didactic training. In it, the teaching practices will be an essential component for contrasting theoretic learning, acquiring knowledge and trying their own professional action.

19.6. The basic structure of the initial teacher training must be adapted to that of the educational system. In accordance with the option offered by the Ministry of Education, the teacher figure of a more generalized nature, specializing in Childhood Education or in Primary Education must be considered. Specialist teachers will also exist for the specific areas which are established in the curriculum of Primary Education. Other possibilities for specialization as Spe-

Training for teaching in Secondary Education

cial Education and the educational treatment of hearing and language disorders should be studied once the teaching credentials are obtained.

19.7. The teachers of compulsory Secondary Education will be specialists in a specific area of the curriculum.

The training of the teaching staff who will teach the first cycle of Secondary Education (12-14 years of age) has raised a great deal of controversy in recent years, which advises closer consideration of this subject.

Some educational sectors have stated that the training of the teaching staff who teach this first cycle of Secondary Education has to be included in the future within the framework of the bachelor's degree, similar to the studies which are proposed for the teachers of the second cycle of Compulsory Secondary Education and Post-compulsory Education.

In truth, this position turns out to be coherent with the long-term structure of an integrated stage of Compulsory Secondary Education, organized by a team of teachers with similar professional profiles and given in a single center. Without a doubt, this plan must include a long transitory period in which all the rights of the Primary School, EGB teachers, who presently teach the two-year period, the EGB teachers in general, the students of the Teaching Profession Schools and the teaching staff of these schools are guaranteed.

Another option should be pointed out, however, which is considered as feasible by the Ministry of Education and which would place the main academic responsibility of training teachers for this first cycle of Basic Secondary Education on the University Teacher Training Schools. This alternative does not suppose the mere acceptance of the current situation. To the contrary, it is based on the recog-

dition of the inadequacy of the current study plans and the different specialities, and considers a deep transformation of the present structure necessary. This transformation would have as a reference point the different curricular areas which make up Compulsory Secondary Education in the new educational system. Their priority objective would be to form a teaching staff capable of teaching in this cycle with the scientific, psycho-pedagogical and didactic knowledge necessary to fulfill the teaching task with full guarantees.

19.8. The teachers of the second of Secondary Education (14-16 years of age) and those of High School and Technical-Professional Education will have to be licensed. In the first case, they will be specialists in a specific area, while in the second, they will have a more specialized training in a specific subject. This rule will not be applied to workshop teachers, who will also carry out their function in these educational stages.

In both cases, and according to the specific characteristics of their teaching, the teaching staff will complete their scientific preparation with programs of psycho-pedagogical and didactic training of a theoretical-practical nature, organized in accordance with the curriculum which is established and offered in the corresponding, duly coordinated university departments. The basic elements of this training, should include among other things, the planning and development of the curriculum, the evolutive psychology, the learning processes and specific didactics for the teaching speciality. In addition, it is important to include contents regarding the organization of the centers and the exercise of the tutorial function.

The Ministry of Education considers the participation of teachers practicing at this level of the training process for Secondary Education teaching, as important, and use is made of the figure of the associate professor in the LRU.

19.9. The continuous training programs of the teaching staff will have to cover the following objectives:

- Favor the theoretical reflection on the professional exercise itself in order to give a greater scientific rigor to the educational action.
- Directly influence the improvement of the school, both in terms of management and pedagogical coordination of the cycles, departments or seminars, as regards the teaching performance in the classroom and outside of it. This supposes the consideration of the school itself as the first continuous training nucleus.
- Reinforce the scientific, psycho-pedagogical and didactic up-dating of the entire teaching staff especially in terms of what is most affected in its teaching practice by the current reform project of the educational system.
- Recycle the current teaching staff of Professional Training to those branches with greater social demand, in order to adapt the educational offering to the needs of the working and that of the students.
- Provide special attention to the training of specialists who can orient, revitalize and promote the perfecting activities which arise with the teaching staff itself and collaborate in the training plans proposed by the Educational Administration.

19.10. The perfecting and continued training of the teacher must be closely linked to the characteristics and problems of their professional practice. The Teachers' Centers or their equivalent in some Autonomous Communities will be a preferential stage for the exchange of experiences, debates and collective reflection, as in the continuous training centers which will count on the support whenever necessary of the corresponding university departments.

19.11. The Educational Administration will furnish the Teachers' Centers with the sufficient material and human resources in order to satisfactorily attend to these teaching demands. In this way, the necessary measures will be created in order to facilitate an adequate professional qualification for those who direct and coordinate the training activities.

19.12. The democratic handling of the Teachers' Centers and the participation of the Autonomous and Local Administrations will guarantee the adequacy of the training and innovating plans to the educational needs of each area in particular and to that of the educational system in general.

Experts in teacher training

19.13. Both the initial training as well as the perfecting and recycling of the teaching staff require professionals, "teachers of teachers" who in certain areas, special didactics, planning and curricular change, didactic technology, evaluation, organization and school programming, etc., are difficult to form due to the lack of specialists.

It is, then, of maximum urgency to promote the preparation of programs for training instructors, promoted by the Educational Administration, whether it be by collaboration courses with university departments, or, in a complementary manner, by means of a special plan of assistance for the training of these specialists in foreign Universities.

Institutional promotion to the training of the teaching staff

19.14. The Ministry of Education is aware that the proposals for training and continuous perfecting of the teaching staff require certain minimum conditions for their satisfactory development. Consequently, the means will be reinforced so that a greater part of the tasks and activities derived from the continuous training are included within the working day. This orientation will have a maximum application for those teachers whose professional practice is especially affected by the current reform project of the educational system.

19.15. In this same direction, the educational offers for study licenses for all the teachers will be expanded, in order to be able to complete and up-date their scientific and didactic training.

19.16. The proposal of a more open curriculum demands that the teaching staff have sufficient didactic materials, time and possibilities for recycling in order to prepare curricular projects and specific programmings. In this sense, the increase of support teachers is recommendable which will expand the teaching staff of the schools.

19.17. The Educational Administration should facilitate the setting up of incentives for perfecting and creating innovating and curricular reform experiences by means of material support to the centers, the authorization of flexible systems of school organization and the professional recognition of the activities of continued training.

19.18. The periodic and systematic evaluation of the quality of the professional educational system is an unavoidable educational requirement. The difficulty of the undertaking does not justify its inhibition. The use of methods which guarantee greater objectivity and democratic control of the process must help to obtain a better knowledge of how the educational system functions, detect training needs in the teaching staff, evaluate the teaching activity and the validity of the curriculum, and motivate the teachers. The strict evaluation at the time of measuring the quality of teaching, as a key instrument for detecting deficiencies in the educational system and formulating rational proposals for change and reform, have to be assumed by teachers and professors as a key component for their professional dignification.

20. RESEARCH AND THE PROCESS OF EDUCATIONAL INNOVATION

20.1. Educational research plays an important role in the educational innovating processes and the improvement in the quality of education. In turn, these processes result in an increase in research and at times in a re-orientation of the system. There is, then, a reciprocal relationship between research and educational innovation. Proof of this link is the research eclosion which came into being in Europe during the sixties, as a direct consequence of the development experienced by the educational systems in that decade and the subsequent boom in educational innovation. A great number of Educational Research Institutes were created in all our neighboring countries, which showed at the same time a growing confidence in the transformational power of educational research.

20.2. It is evident that Research exerts a decisive influence on pedagogical, didactic and curricular innovation. In the first place, because it encourages a critical attitude towards the educational processes, without which any innovation would be impossible. In addition, it is the basis for the analysis of the limitations and deficiencies contrasted with the educational system which serve as the motor to the innovating process itself. In the third place, it introduces in the educational world -via the teachers- new and more effective concepts, plans and models of activity, didactic materials and educational programs. And finally, the search also serves to evaluate the effects of the innovating process and constitutes an essential premise for their subsequent regulation. In summary, educational research provides elements of comprehension of the teaching activity and their effects in the teaching/learning processes. It also promotes the development of didactic methods and

educational materials, evaluates the effects of curricular changes, introduces rational attitudes, indicates deficiencies, suggests alternatives and marks foreseeable limits for the possibilities of transformation of the educational systems.

Educational research in Spain

20.3. Despite the fact that in our country, a systematic increase is noted in the quantity and quality of educational research since approximately 1970, there are still deficiencies without whose correction, the research processes will not be able to contribute effectively to the educational innovation.

- In the first place, it is necessary to foster an interdisciplinary relationship between the Education researchers on one hand and between the researches and the social scientists on the other. This requires the development of basic research in areas of educational sciences and social and behavior sciences, for their subsequent application to the educational world.
- There is little relationship between the resources which are assigned to educational research and the influence which this has on the specific practice and decisions. It is necessary then to establish methods of diffusion for the results of educational research, in order for them to reach not just a reduced sector of researchers, but also the school community in general.
- In addition, we can see a gap between the education researchers and the teachers. Among the teachers, research practice is not very widespread. In turn, the researchers are too frequently withdrawn from the real educational processes. It is necessary to stimulate cooperation between researchers and teachers, promote educational research on the part of the teachers and professors and facilitate in the end, the development of the necessary training for carrying out the functions of great importance in the educational reform process.

– The investment of the Universities and Educational Administrations in the promotion of research is, percentage - wise, low; it is less than most of our international neighbors and has grown little in relative terms, in relation with the allotment increase experienced on the whole in the educational budget. An effort then becomes necessary to raise that investment closer to more desirable figures, if we would like educational research to foment the reform project to be carried out in the next years.

– We notice at present an alarming shortage of plans which establish priorities for educational search in our country. Consequently, research plans should then be developed and fostered by the Educational Administration and directed to areas which are especially relevant due to their innovating potential and their possibilities for evaluating educational processes, defining the curriculum, up-dating the pedagogical methods or producing new didactic materials.

20.4. Despite these limitations, mention should be made of certain positive aspects noted in educational research in our country in recent years. An outstanding increase in quality, quantity and the relevance of the research undertaken stands out above all. In addition, the consequences of the implanting of over-all reforms have been studied, such as the project for integration of handicapped children or the experimental reforms of Middle School teachings and the upper cycle of EGB (Primary School). These studies provide the necessary knowledge on the development and consequences of the reforms undertaken.

Assistance and
research support

20.5. The setting into operation of such an ambitious educational innovating process as the one we present here, requires planning and the execution of

coordinated and necessary research on the conditionings and effects of educational reform. The Ministry of Education will encourage and coordinate this research through the Research and Educational Documentation Center (C.I.D.E.) and the Center for National Scientific and Technical Research Plans.

20.6. The influence of educational research depends to a great extent, on having the procedures, results and above all the premises of critical and rational reflection accepted by the teachers. In order to achieve such an objective, it is important to promote educational research in the initial training centers of the teaching staff and spread it to the institutions which participate in their permanent training.

20.7. The urgency of relying on detailed and reliable reports on the situation of the different levels of the educational system and the demand for evaluating the effects of the modifications and innovations which are carried out in it, should not hide the importance of other research, of a more basic nature, directed to raising the quality of teaching in the educational system. With this objective, the support to educational research will be increased and will produce the necessary mechanisms so that the results of this research are of easy access for the school community and contribute to its dynamization.

PART IV:

**THE REFORM PROCESS IN
TEACHING**

21. THE PROCESS OF CHANGE FOR THE REFORM OF THE EDUCATIONAL SYSTEM

Proposals for an extensive dialogue

21.1. Throughout the previous chapter, the proposals were put forth which the Ministry of Education presented to the whole of Spanish society for an in-depth reform of the educational system.

21.2. This reform of the educational system on its whole cannot be carried out in a satisfactory manner if, previously, there has not been a broad dialogue and the maximum possible consensus between all the social forces in the definition of the educational objectives which are proposed. The Ministry of Education will provide all of the means necessary for this dialogue to be possible. The present Document is, in fact, a first instrument for fostering debate and seeking the enrichment or modification of the proposals contained therein by means of all kinds of contributions, criticisms and suggestions.

In a special way, this educational reform demands a close collaboration between all the Public Administrations, and most especially between the Autonomous Communities and the Ministry of Education. One of the priorities of the reform project is, precisely that of adapting the legal framework in terms of the educational structure existing at present to the new distribution of powers which emanate from our Constitution and the different Autonomous Statutes. It is, in summary, a question of designing the educational system of the State of Autonomies.

21.3. At the same time, the proposals presented suppose the commitment which the Ministry of Education

assumes to contribute the effort and the necessary resources for a substantial improvement in the educational system, its resources and infrastructure. The horizon of a new legal framework which re-structures the educational system has to produce the confluence of all the innovating potentials existing in the sectors most closely related to education, and which are committed to the transformation and improvement of quality in education.

21.4. The reform of the educational system has to be understood as closely related to other innovating processes and social change in cultural, work and economic processes. The recognition of these conditionings reinforces still more the importance of dialogue and social participation.

The quality of teaching and structural change

21.5. The reform of the educational system requires the putting into practice of a set of measures, throughout the coming years, which would significantly increase the offer and the quality of education. This will allow for the adoption of the proposed structural changes with certain guarantees.

21.6. Along these lines, the Ministry of Education will adopt the following measures for improving quality and promoting educational innovation from the first course:

1. Encourage in accordance with the model of Primary Education presented in this document, the collaboration of other institutions for planning the educational offering in this stage and furnishing human and material resources to educational projects which adapt to this model.

2. Support the educational processes drawn up by the schools which are oriented towards furnishing greater optativity to the curriculum, especially in the areas of foreign languages, technology, artistic and musical expression, favoring the use by the students of the re-

sources available both in the educational center as well as outside of it: artistic expression workshops, conservatories, language schools, professional centers, etc.

3. Facilitate by means of economic assistance, the development of projects of educational innovation in the schools.

4. Promote physical education and sports practice in the schools, which will be furnished in a gradual manner, during the next four courses, with specialized teachers and infra-structure and equipment.

5. Increase the staff of teachers in the schools, in order to facilitate the work of the teaching teams and make a greater optativity possible for the students, especially as of 12-13 years of age.

6. Increase the supply of educational materials and didactic resources to the centers, especially those related to the incorporation of new computer technologies in teaching and those which are more necessary for the carrying out of the new curricular project-workshops, laboratories, etc.

7. Expand the psycho-pedagogical teams for early attention and orientation and support to compulsory education.

8. Incorporate in a progressive manner, services for orientation in the current centers of Middle School teachings, in order to coordinate the tutoring activities, contribute to the preparation of the pedagogical projects in accordance with the needs of the students and facilitate their academic and professional orientation.

9. Reduce the maximum number of students per classroom both in the last years of Pre-school Education as well as in Primary and Secondary Education.

10. Progressively extend the practical work in companies to all students of PT-2 and revise their specialties in order to adapt them to the demands of the students and the labor market.
11. Organize courses and seminars for scientific and didactic perfecting of the teaching staff, giving the teachers the opportunity of participating in the organization, as part of their work schedule.
12. Broaden the offer of licenses for the EGB/Primary School teachers and those of Secondary School with special priority given to those who want to complete their scientific or didactic training in order to respond with greater preparation to the new curricular design.
13. Organize courses for school management teams in order to improve the functioning and management of the school.

The project for the new educational structure

21.7. These measures directed to increasing the quality of education will make it possible to cover in a parallel manner with full guarantees, the resolution of the more serious contradictions, deficiencies and disfunctions which exist at present in the educational system: a double diploma at the end of Primary School which prematurely conditions the scholastic future for the young people of 13 to 14 years of age; a too narrow curricular framework; an excessive rigidity and difficulty for adapting to the specific demands of the students; and a Technical-Professional Training with difficulties for responding to the changing demands of the working world.

21.8. Obtaining these goals is without a doubt an enormously ambitious task, which requires a long and gradual process of reform. If it is important to have clear ideas of the objectives of this process, it is no less important to count on a correct design for its rates and periods. The Ministry of Education considers that it is necessary to guarantee the

participation of all the implicated sectors, trying to avoid their adopting decisions without sufficient prior reflection and without the adequate conditions for making them really feasible, effective and assumed by the immense majority of the educational agents.

Periodification of the reform process

21.9. The previous considerations stress the gradual nature of the project and the need for caution in carrying it out. This does not prevent the need for setting up a temporary horizon with two-fold pretensions; assuming a commitment limiting specific terms for their fulfillment and inspiring confidence in the implicated educational sectors.

21.10. Throughout the 1987-88 course, the Ministry will encourage discussion of this Document, which will foreseeably allow for the presenting of the White Book on Educational Reform and the corresponding Law at the end of this course before Parliament.

At the same time, during this course, the base curricular plan will be drawn up for all the educational levels, in close contact with the social sectors and interested professionals.

21.11. As of the 1987-88 course, the measures indicated in the foregoing sections which are not conditioned by the decision on one or another structure of the educational system will be put into practice: support teaching staff, material resources, expansion of psycho-pedagogical teams and orientation services in the centers; improvement of the Technical-Professional Education; and the training of the teaching staff, among others. Simultaneously, the proposals made by the schools to improve the educational offering will be supported. Priority will be given to the experimental reforms already in course, on one hand, and also to those which correspond from an integrating curricular perspective to the final years of the current EGB and the first courses of Middle School Teaching.

21.12. During the 1988-89 course, the preparation of the curricular plan will be continued for the Pre-School, Primary and Secondary Education stages and, in close relationship with managerial and union sectors for the new Technical-Professional Education at its different levels.

21.13. During the 1989-90 course, preparations for the reforms will be intensified, aimed at guaranteeing the scientific and didactic up-dating of the teaching staff and the provisions for resources and materials which would make the educational change possible.

21.14. At the end of this preparatory process, the modification of the current structure and arrangement of the educational system will be initiated, beginning with the first courses of those stages which are going to experiment a deeper change: Primary Education and Secondary Education; that is, it will be initiated with those students who begin Compulsory Primary Education (6 years of age) and with those who begin in the first course of Secondary Education (12 years of age).

In accordance with this provision, throughout the following six courses, the whole of the educational system will be modified, year after year.

During this period of progressive implantation, it is logical that two different forms will exist: The first stage of Secondary Education (12-16 years of age), an initial, predominant one, developed in two centers and by two teams of different professors though it is coordinated between them; and a second, more experimental one, developed in a single center where the first two cycles of this stage are taught. The accumulated experiences during these years, the options of the school community, especially those of the teachers, and the advances attained in the re-structuring of the schools will surely make it possible at the end of this period to concentrate on the objective of generalizing the

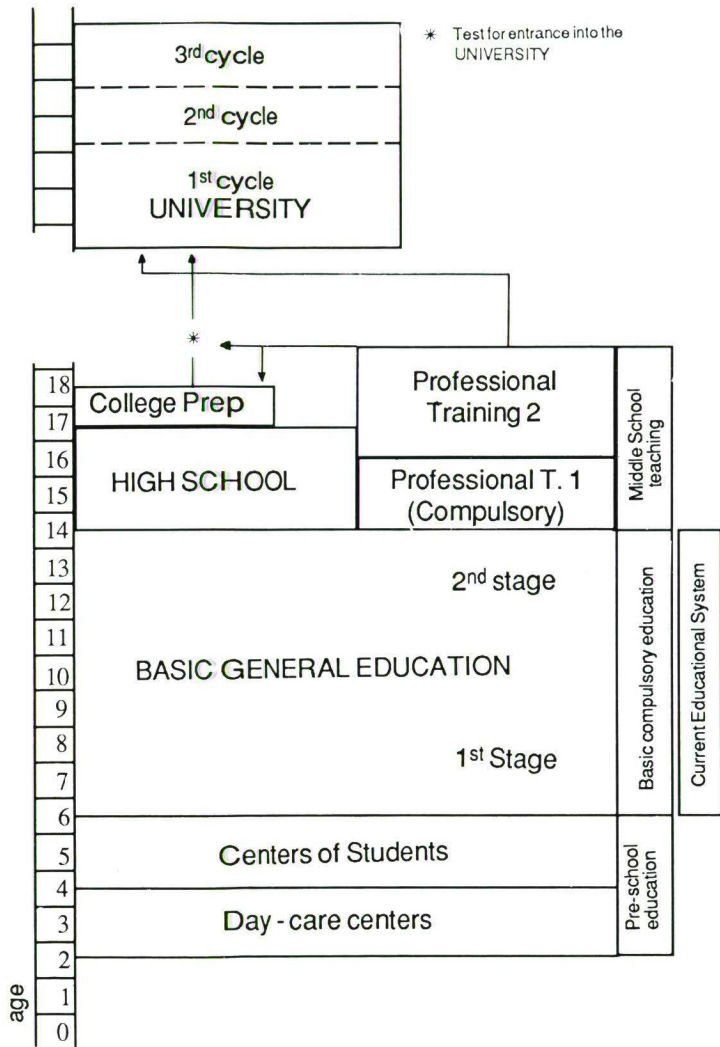
teaching of the first two cycles of Compulsory Secondary Education in a single center.

A realistic and participational response

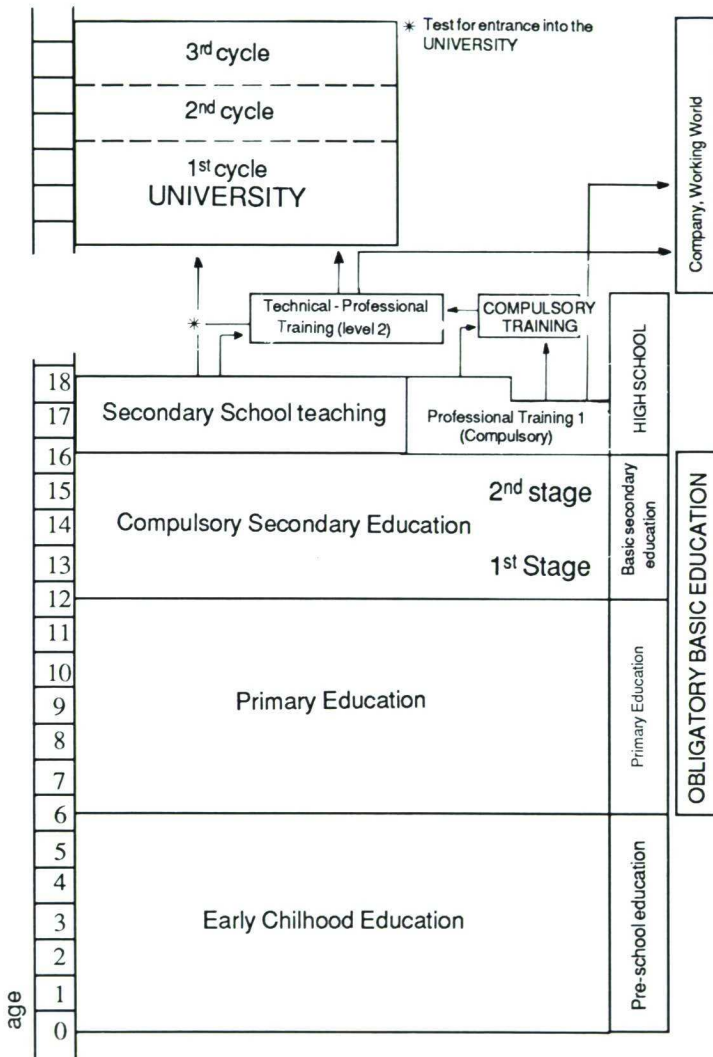
21.15. The educational reform presented here is very much aware of the current situation but it also entails a growing conviction that the schools do not have a monopoly on education, that one learns as well in other places and in other ways, and that the way is being opened, with increasing force to the idea and institutionalization of education as a shared task. All of these circumstances clamor for the collaboration of the whole of the society, especially that of the institutions which are assuming educational tasks, such as the Local Administrations and also other public or private entities, committed to educational action.

The Ministry of Education presents this Document and assumes the firm commitment of encouraging dialogue and participation, with the idea of achieving the best agreement possible. It will promote in a wise and realistic manner and with political decision, an educational reform capable of satisfying the whole Spanish society.

APPENDIX



CURRENT EDUCATIONAL SYSTEM



EDUCATIONAL SYSTEM PROPOSED by the M.E.

NOTES

NOTES

NOTES

NOTES

NOTES

NOTES



Ministry of Education and Science
SPAIN