

Centres of Education and the Quality of Teaching

Proposal
for action



**The Ministry of Education and Science
SPAIN**

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PROLOGUE

Reform of the educational system, if it is to be realistic, must be continuous. In order for this to occur, those persons responsible in the world of education need to possess a two-fold talent: permanent determination to carry out reforms and the ability to incorporate new social realities into the processes already underway.

The LOGSE became law in October 1990, having had, prior to its approval, a long period of experimentation, debate and reflection. It was during these previous years when wide social consensus about the need for the reform and the main aims of the same were formed.

There were three major aims put forward to improve education in Spain and obtain an education system comparable to the most advanced countries. These were to extend statutory, free education to sixteen years of age and modify the current educational stages, radically change vocational training and improve the quality of education.

The first aim has already begun to be put into practice. At present the second cycle of infant education has already been introduced into the great majority of schools and the first and second cycle of primary education in all schools. At the same time, the anticipated introduction of statutory secondary education has gone ahead in a large number of schools. Considerable progress was therefore made with this aim by the beginning of the new academic year and, time and time again, in spite of difficulties, the willingness to carry forward the process of reform has been reaffirmed by the determination of specific commitments of a realistic nature.

Reform of vocational training is going to undergo a rapid development stage. The current situation demands that it be given major priority. During 1994 the new types of different professional branches will be approved and during the next two years, all of them will be introduced into the various colleges and centres. The growing cooperation of social agents for the creation of professional qualifications and practical experience of students in companies has become an important factor of support for this reform. The increase in training pro-

grammes run by the State, the established cooperation with the Public Employment Service and the planning of availability of training for all teachers are also objectives which must be consolidated in the near future. The Ministry of Education and Science shall shortly be making these defined.

Important means for improving the quality of teaching have been adopted during the last few years, on application of the LOGSE. It could not be the contrary. This is, in fact, the final and fundamental aim of all educational reform. However, no far-reaching and integrated plan had been formed which covered all the themes referring to the quality of the education system and that this be done with the determination to resolve problems which had been encountered for some time by the educational community. The document which the Ministry of Education and Science now presents has this end: to publicly issue a programme for action with respect to quality for the next few years which, at one and the same time will incorporate society's preoccupations of the present time, be able to reaffirm confidence in the system and provide a new impulse for reform.

This proposal for action is based on six different spheres of influence. The first two, education in values and equal opportunities refer to educational ends which the Ministry of Education and Science wishes to particularly concentrate on at the present time. There can be no other way. The education system is obliged to impart knowledge about moral and civic values, but it should also form a school of co-existence where ethically worthwhile behaviour patterns become the essential aim of teaching. The same could be said of compensating for inequalities. If this once was a fundamental criteria of educational reform, it is now necessary to up-date it in keeping with reality and the consequent social demands. Both elements, education in values and equal opportunities therefore function as specific indicators of the quality of the education system and are treated as such in the document.

The other four factors play a direct part in improving quality of teaching: the autonomy of teaching centres, management and the participation of the educational community in governing the same, training and professional prospects of teaching staff and assessment of the education system and the

function played by inspection. The means proposed should not be understood to be at any distance from progressive application of the new educational stages. On the contrary, they must prepare teaching centres to better impart the new programmes.

The programme presented herein is aimed at making centres of education function better. It is the centres themselves which must develop their own project to respond to the characteristics of their environment and their students. In order to achieve this aim it is doubtlessly a requisite that they should be progressively more autonomous. However, it is also essential that effective management be guaranteed, that there is considerable participation from all sectors of the educational community and that a system of assessment exists which informs our society of how the education system functions.

I would like to emphasize, from among all the means proposed, those ones which refer to teaching staff. Without their active participation in the reform process, without permanent up-to-date training, it would be practically impossible to achieve better quality education. Special attention has therefore been lent to those initiatives which could encourage teacher training and increase professional prospects.

Educational reforms must be made in order to obtain desired success, in the necessary time and with the greatest possible concordance between all sectors involved. These were the reasons which led to the establishment of the present decade as the necessary temporary period for putting the LOGSE into practice and which has led the Ministry of Education and Science to consider that dialogue and agreement, upon which sufficient insistence can never be made, are the strategies which will most certainly lead to definite and lasting changes. The proposal for action contained in this document is part of these changes. It is a programme which aims at being rapidly applied in the next few years, whilst the introduction of new educational stages is brought about. However, one is aware, at the same time, that quality in education will continue to be the horizon of all education policy far beyond the next few years. This is a programme for action which it is hoped will be put into practice with dialogue and reflection from all sectors of the educational community. It therefore aims at compro-

mising everyone in the joint venture of encountering better solutions to achieve this goal.

The improvement of quality in education is not something only of interest to the educational community. It should also be an aim which the whole of society shares and demands. One must always be aware that improved quality in education will contribute to forming better qualified people, with greater learning capacities, with greater possibilities for personal and professional development, more capable of constructing a fairer, mutually binding society. This document therefore also aims at involving all sectors of society who feel that education is a fundamental factor in peaceful co-existence. Its final aim is, in effect, to involve everyone in a process of reflection for the future.

I am convinced that the results of this process will be valuable. It is, in itself, valuable for teachers, parents, students, those responsible for education and the whole of society to have a period of time for contrasting experiences, identifying problems and proposing solutions. Following such a period, the Education Service shall provide an answer. Responsibilities shall remain but from this time forth I wish to express my conviction that in the changes which affect the root of social values, as is the case of education, it is essential to take heed of the citizens' opinions as the only means whereby whatever is finally adopted does not fail to achieve its end.

GUSTAVO SUAREZ PERTIERRA
Minister for Education and Science

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**Quality of Education
in the reform process**

1. QUALITY OF EDUCATION IN THE REFORM PROCESS

The main aim of Spanish educational policy during recent years has been to obtain quality in education for all citizens. Two laws of great importance for the education system were approved in previous legislature: The Organic Law of the Right to Education (LODE) and the Law of General Regulation of the Education System (LOGSE). A far-reaching regulatory scheme has been published in development of the same, which has specified and put into effect the right to education of all Spaniards and has given content to that education which is congruent with the demands of a development country like Spain, fulfilling its functions of socialization and incorporation of the culture fitting to the education system.

Having achieved one hundred per cent schooling of all children and young people from four upwards, extending statutory education to sixteen, and having established the curriculums of the different educational stages, the main goal of educational policy in subsequent years must revolve around the quality of education. This goal has already been established in the LOGSE, the new academic regulation of which is precisely the service of quality. However, during the years of progressive introduction of the LOGSE, quality must be the factor which directs specific actions and means of reform by the Ministry of Education and Science.

Not all factors contributing to the improvement in educational quality are in the hands of the Education Service. Quality, in the end, mainly depends on teaching practices and, therefore, on how

well schools and colleges function. The role of the Education Service in this field is to provide the means to facilitate those practices, providing human and material resources, organizing schools and colleges and teaching staff in such a way that quality is encouraged. The Ministry of Education and Science must establish the conditions which lead to appreciable improvements in the quality offered by schools and colleges and in particular, those which are state run, at which this document is aimed.

The policy of subsequent years must therefore continue those lines established by the LODE and the LOGSE - i.e. encouraging quality in education, through real democratic participation of the educational community in the government and the functioning of schools and colleges through actions which guarantee equal opportunities for all students of both sexes.

Approval of the LODE in 1985 regulated the right to education and established a model school with active participation and democratic management. In Section III of the LODE Government Bodies of state schools and colleges were regulated and considerable amendments were made to previous legislation, particularly that relating to the attributions of the School Board, a participatory, governing body in which all sectors of the school community are represented, and in the appointment of Head Teacher and a management team, for which the School Board was responsible. Democratic participation contributes to quality in education, to its meeting with society's demands and students' needs.

Development of the LOGSE

For its part, the LOGSE and the rules of law which developed it, have entrusted new powers to the Head Teacher, the management team, the School Board and the Teaching Staff and have modified the distribution of some of the tasks set for each government body.


The democratic participation of the school community in management of schools and colleges has led to undoubted progress, has contributed to improving teaching practice and quality in education. It has proved to be an indisputable achievement for our education system. Notwithstanding, the way in which some aspects regulated by the LODE function, shall be analysed, espe-

cially those relating to the government of schools and colleges, being adapted to recent developments concerning needs, teachers' interests and expectations, students, parents and the growing demands for efficacy and quality established by the LOGSE.

The introduction of new educational stages, as established by the LOGSE entails a process of training of teacher teams and schools and colleges. The practice of new subjects does not immediately and automatically guarantee complete fulfillment of the foreseen objectives. It is experience more than anything which demonstrates participation from the educational community and teachers and the organizational development of schools and colleges. The schedule for application of reform must not ignore this reality and its rhythms must adapt themselves to the possibility of preparing all schools and colleges so that the new educational stages can be imparted with a high quality level.

Schools which are already introducing infant and primary education are undertaking an enormous responsibility. They must provide all children with a common education which makes the acquisition of basic cultural elements possible, and all learning related to oral expression, reading, writing and arithmetic, as well as a progressive autonomous action in the environment. In order to achieve these objectives the different cultural and social situations in which the schools are situated must be taken into account, as must the diverse rhythms of learning of the children. A specific project must therefore be established which guarantees educational progress for all students. Infant and primary education are the essential nucleus of the whole education system. It is one of the priority aims of the Ministry of Education and Science that schools impart these stages with greater attention to quality.

Secondary schools are, in turn, going to be confronted with important goals owing to the extension of statutory education until sixteen years and to the variety of education stages which will be imparted within them: statutory secondary education, bachillerato and vocational training. This situation will lead to greater diversity of educational aims: to communicate basic elements of culture to all students and prepare them during statutory education for life outside school or for specific vocational training to intermediate level or to bachillerato, guarantee that bachillerato provides students with an intellectual and human maturity and enables them to accede to advanced grade vocational training and university; to



guarantee students who take specific vocational training acquire sufficient training to undertake a profession. All these factors require an increased educational offer so that education may provide an appropriate answer to the heterogeneity of students; greater flexibility in the organization of subjects; increasing educational and professional guidance; a closer connection with environmental training and an increase in the capacities for decision and management of management teams. The level of secondary education is the most sensitive of the whole education system, in that the most important and urgent changes focus on it, and it therefore demands the greatest effort from teachers and a more gradual introduction.

Consequently, the progressive introduction of new educational stages is inseparable from the establishment of suitable conditions for the same, taking heed of the specific goals for each stage and each type of subject. Moreover, quality is one of the basic aims of the LOGSE, with the result that the requisites of quality have to be contemplated jointly with the new structures of school regulation.

It is not easy to define quality in teaching and establish the pertinent indicators for assessing it. This is a complex concept, with many different aspects. The quality of education involves different elements of the education system and interactions between them. Moreover, it is a relative, not intemporal nor absolute concept: education is judged to be satisfactory or of quality according to what is expected and demanded of it and with respect to a specific context, with determined ends and social expectations.

At present, there is sufficient agreement about some of the general indicators of quality. The following are an example of such indicators:

- Development levels of students, development understood to be progress in all abilities which guarantee integral development and harmony of personality.
- Adjustment of students' abilities to the demands of a complex society and particularly to the professional demands of the working world.
- The level of participation and satisfaction derived from it by the different integral collectives of the educational community: students, teachers, parents.

- The extent to which the same levels of quality are available for the most disadvantaged students, for social or personal reasons.
- The decrease in drop-out and exam failure rates.

Areas and factors of quality in the LOGSE

From the point of view of an educational policy in a social context and a specific moment in time, what defines quality in education depends to a great extent on the specific ends of the here and now. The question of what are the main areas and indices of quality is linked, therefore, to the same ends of education: what is one educated for, towards what desired ends is education driven at.

In this respect the LOGSE has been very explicit. Its first article which is repeated in article one of the LODE, shows that the Spanish education system is aimed at achieving certain ends, which are expressly formulated within the same, and its article Two, clause three talks about the principles of agreement with which educational activity must be developed. Such legal texts establish some quality criteria which are found with the LOGSE and which must guide an education policy inspired in the Law.

In particular, article One of the LODE and the LOGSE, among the ends of education, mention in first place «the full development of the personality of the student» and continue «teaching with respect to the fundamental rights and liberties and exercising tolerance and liberty within the democratic principles of co-existence». And article two of the LOGSE, in extension and specification of the previous law, cites the principle of a «personalized training, which gives rise to an integral education in knowledge, skills and values», to later refer to the principles of «effective equality of rights between the sexes, rejection of all types of discrimination and respect of all cultures», as well as «the formation of democratic behaviour habits».

The above ends and principles can be summarized under two general headings: that of education in values and equal opportunities, which are obvious indications of how quality in education may be judged in our context. Moreover, the importance which society attributes to these coincides with the legal imperative of

paying special attention to them. It is thus justified that the purpose of this document, where the Ministry of Education and Science is presented some specific goals for quality in education and it is committed to certain action to obtain it, that special attention be paid to such areas, defining specific means within the same.

Whilst it is the responsibility of the legal system to affix the ends and principles of the education to which Spanish citizens have the right, the role of the Education Service is that of guaranteeing the factors and conditions which contribute to quality education. The LOGSE itself, in article 55, developed throughout Section IV has shown what those actions must be: teacher training and qualifications, educational resources and management, innovation and research, educational and professional guidance, inspection and assessment of the education system.

These procedures, defined throughout Act IV of the LOGSE, and the object of public powers, must be contemplated not as a mere catalogue of measures without links to the new educational regulations established by the Law. On the contrary, they are the basic and intrinsic elements of the educational reform itself, the essential conditions and factors for which the new teaching practices are disposed to fulfil their own ends.

In the present document the said areas and factors are the object of analysis and reflection with the aim of putting into practice the ordinary functioning of schools and colleges and, above all, for the necessary actions of the State to facilitate that practice. For an ordered presentation of the same, and the corresponding proposals, they have been grouped together in six chapters. Thus, both the outlay and proposals of the document are organized around, first, two main areas or indicators of quality in education - the education in values and equal opportunities -and then the four determining factors of that quality: autonomy and organization of schools and colleges, their management and government, teachers and assessment and inspection.

They are all elements which complement and reinforce each other reciprocally. The proposals of action themselves which are proposed in the final part should not be viewed upon as isolated, disconnected actions, but as specific means, in the context of educational reform, internal to general education policy, a policy aimed in favour of quality. The general sense and coherence of these

means with the process of reform is briefly explained in this introductory section, leaving for the following section the explanation of each one in greater amplitude.


Education in values

Full development of students' personalities, the basic aim of education according to the LODE and the LOGSE goes much further than those objectives only relative to instruction with which a more conventional conception of schooling could be contented, the only aim of which is to impart knowledge and skills. The LOGSE has responded to a general social demand of today by making that end a basic one of education, as it has with maintaining education in values as the main guideline of the education system: the demand is that education form a school of citizenship and ethically worthwhile attitudes. Our society demands that learning is not limited to imparting knowledge - it demands that education forms people who are capable of living and co-existing in society, people who know what to adhere to and how to behave.

In concordance with society's demands and the imperative of the Law, minimum teachings of the curriculum have established contents, which include attitudes, together with concepts and procedures, and with an equal basic character. In accordance with this, the official curriculum of the Ministry of Education and Science has defined, over and above the areas, some cross-curricular subjects which are to be included in all curriculums, and the educational significance of which is, to a great extent, education in values.

Moreover, the curricular plan adopted in the Royal Decrees of Minimum Subjects and Curriculum has made moral and civic education a dimension which is present in all areas, not simply one area or material on its own. It should therefore be stressed that other subjects of this nature, to a certain degree, all of them, also have important connotations of morals or values.

Thus the attitudes in cross-curricular teachings and particularly in the moral and civic dimension which pervades the whole curriculum, are the basic instruments which the established curriculum has bestowed to develop education in values. With regard to this, the positive welcome which the educational community and



society in general has given both to the attitudes and cross-curricular teachings makes a clear case for emphasizing the contents and teachings in educational practice and focussing on education in values and, especially, on moral education, through them.

Education in values is the expression of disquiet among the education system for social questions of vital importance. Its aim is to enable future citizens to actively participate in a complex, continually changing society, based on democratic and participatory principles. Education should permit the values which make life in society possible to be exercised- singularly respect for all rights and basic liberties and the acquisition of habits of democratic co-existence and mutual respect. Education should also develop feelings of solidarity towards those less fortunate, should contribute to suppression of discrimination and inequality, whether these be due to birth, race, sex, religion or opinion. As the preamble to the LOGSE expressed, in tomorrow's society, progressively fashioned as a society of knowledge, education will share the transmission of information and knowledge with other bodies in society, but its ability to critically regulate the values with which we individually and collectively identify, to give them personal and moral sense, to encourage individual and collective attitudes and habits, to develop aptitudes, preserving their essence, adapting them to emergent situations will acquire even greater relevance.

Equal opportunities and compensation for inequalities

Quality of education also implies, for the Ministry of Education and Science, that it be for everyone, without inequalities nor discriminations. Compensation of inequalities in education is a commitment reflected in the aims of both the LODE and the LOGSE, in which a specific chapter was devoted to the same. The measures which have been put into practice un until the present time and which have given rise to notable advances must now be up-dated in the light of social changes which occur and the new demands derived from them towards schools and colleges.

The integration of students with special educational needs, the scholarization of collective of ethnic or cultural minorities and specific attention paid to the needs of disadvantaged areas and rural areas are aspects of the education system which the Education

Service shall pay special attention in order to guarantee that sufficient resources for those boys and girls exist so that they may achieve the aims established for all students.

In order to give all students the same educational opportunities it is supposed that those who suffer from an initial disadvantage due to economic, social, cultural or personal conditions may find sufficient educational offer in the initial stage of infant education; that they receive complete attention which is adapted to their possibilities in basic education and that they are guaranteed access to posterior studies of statutory education, either bachillerato or intermediate level professional training. In all these stages compensatory action to encourage progress of these students must be reinforced.

Autonomy and organization of schools and colleges

The progressive increase in autonomy to adopt decisions about organization and the running of schools and colleges may be considered an important factor for improving the quality of the education system. Greater capacity for decision from the whole education community, from management teams and teaching staff makes it possible to position the school or college more in its environment, to help adapt the educational offer to specific demands of students, to encourage attention to the diversity of students and for all those involved to assume more responsibility for running the school or college. Autonomy of schools and colleges makes it possible to create education projects and individual curriculums, in accordance with the characteristics of those institutions, and from commonly established criteria.

Decentralization of the curriculum is the dimension which is normally analysed to check the level of autonomy in teaching centres. It is possibly the area which have had the greatest development in the first years of reform application. Doubtless, it is necessary to continue efforts in this direction. However, at the same time, other areas must be taken into consideration which affect autonomy: organization, financial management and the management of human and material resources. These factors were combined in articles 57 and 58 of the LOGSE, in which it was established that the Education Services would formulate the pedagogic and organizational autonomy of the schools and colleges

(art. 57) and that state schools and colleges would be autonomous for financial management under the terms established by law (art. 58).

The autonomy of schools and colleges is a positive process, capable of stimulating life into the same and leaving them to respond to the demands of the environment in which they are situated and to their students, if, at the same time, they encourage and increase the participation of the various sectors which form the educational community. Participation from the whole community is, therefore, a central element and its support and strength should be closely linked to the advances which may arise by granting greater autonomy to schools and colleges.

Greater autonomy of schools and colleges is the responsibility of each educational community. Autonomy must therefore be considered, as a process by which the centres may advance at different rates according to their individual projects. Schools and colleges which are interested, should specify their needs in the said projects for which, in accordance with the Education Service, they may be developed by the establishment of mutual commitment, a type of contract, which guarantees the effective use of resources and responsible exercise of autonomy.

There is no doubt whatsoever that the teachers' role is fundamental and therefore support in their work is very important. Participation from parents and students is also important for the improved running of schools and colleges, as that of local companies. If autonomy is the means whereby those schools and colleges open up to their environment and offer a specific answer to the individual characteristics of everyone in them, then participation of local companies is essential. We are talking here of developing article 57.5 of the LOGSE, which establishes that local authorities will be able to cooperate with schools and colleges to initiate extra-curricular activities and encourage the relationship between programming schools and colleges and the socio-economic environment which their work is developed.

Management and government of schools and colleges

It is assumed, then, that the progressive autonomy of schools and colleges means a greater level of participation from the edu-


cational community. It also requires closely-knit and responsible management teams who are capable of assuming the difficult task of directing a human team and who are disposed to adopting the necessary decision which lead to effective use of the available margin of autonomy.

A school or college is not just the isolated work of each one of its teachers. It is also an institution with its own aims and rules, with a specific system of communication, participation and management, related to other bodies or institutions in the environment and with a specific way of organizing and managing its resources. In order to bestow greater cohesion to all these elements, encourage the participation of all those elements which form the educational community, resolve the problems which arise and enable the institution to function better, a successful management team is essential.

The LODE established a participatory system for the election of the Head Teacher and management team, expressing thereby the close link between participation from the educational community, the exercising of management and the quality of teaching centres. That conception has been consolidated over the past years and now forms part of collective reasoning. At the same time, putting this model into practice has made it possible to evaluate how well it works and complete, develop or change those aspects which have not been obtained by the previous objectives. The Head Teacher, elected by the School Board, must be able to exercise his position with maximum guarantee of success. This requires the support of the Education Service, which must provide incentives for this position, encourage that those teachers who are most interested and qualified are willing to assume that responsibility and devote greater energies to the exercise of their function, within the framework of greater autonomy of the teaching centres.

Professional Prospects and Teaching Training

Teachers are determining factors of quality in education. Their role is central and everything which facilitates their participation, motivation and training will doubtlessly encourage better running and better quality in education.



The teacher's job is not an easy one. His or her scientific knowledge should be continuously up-dated, reflecting on cultural changes which occur, analyzing the context of school and college characteristics in which their work will be developed, evaluating learning possibilities for students and adapting them to educational objectives. The teacher, as an educator to his students, must cooperate in his or her civic and moral development, in his or her complete human training. These difficulties, which are part of the habitual work of teachers, increase when such an ambitious reform such as the LOGSE is put into practice. It is therefore necessary to learn new concepts and techniques, develop new didactic skills and put greater effort into resolving the demands that society is putting forward.

In this context it is essential to evaluate the conditions in which teachers exercise their job and analyze the means which must drive towards widening their professional prospects, opening new opportunities for training and for greater social recognition of their work. It is necessary to acknowledge that during these last few years the teaching staff as a whole has made a great effort to update its scientific and didactic training. Each year, since the LOGSE was approved, more than 70 percent of teachers have participated in some form of training. This is just an example, but sufficient illustration of teachers' intention to achieve greater quality in education. The idea is that these efforts are now accompanied by measures which will lead to new professional prospects, particularly for those teachers with greater vocation and dedication for carrying out their duties in the classroom, and that these efforts gain the social merits they deserve.

Assessment and the Inspection Service

An education policy which favours autonomy of schools and colleges must be accompanied by rigorous systems of assessment, over and above the support for management. These assessment systems will make it possible to obtain the necessary information about the level in which goals are met. Assessment is therefore another basic area in which it is necessary to influence improvement of quality in education.

The LOGSE in its article 62, establishes that assessment of the education system will be aimed at permanently applying it

according to social demands and educational needs, and that it shall be applied to students, teachers, schools and colleges, educational processes and the Education Service itself. This commitment requires the development of specific means so that the said objectives may be fulfilled.

The educational community is suspicious on occasions when certain initiatives that tend towards evaluating how teaching centres function or some aspect of the education system, are put into practice. It is often unaware of the range of these projects and on other occasions does not receive sufficient information about the conclusions of assessment or does not perceive of specific initiatives which may result in the evaluation made. There is a need to respond to this situation and obtain, through better information, greater demand of these programmes which are expression of acknowledgement of their uses.

The function of inspection plays an essential role in guaranteeing that laws are held and for improving quality in education. In order to obtain these aims, among others, its function is to participate in assessing the system and working to improve teaching practice and the running of schools and colleges. Whilst the models of assessment of the education system are being analysed therefore, so too must educational inspection be evaluated, in order that the right measures be proposed to increase its competence and professional recognition.

The scope of the document

The main goal of this document is to develop all that contained in the LOGSE about quality in education by means of specific proposals. The progressive introduction of the new educational stages will therefore be accompanied by whatever measures are pertinent with regard to quality which will thus maintain and reinforce the impulse contained in the LOGSE. Application of the new teachings will therefore be continued, whilst at the same time new initiatives will make it possible to improve quality in education. In this way, this project will be wide-ranging and integrated, which will be presented to citizens and the educational community, with the will to put it into practice in forthcoming years.

The document makes an analysis of the current situation in relation to the areas and factors previously mentioned. The most

relevant problems are identified and specific proposals are made to impel educational change. It is presented as a document which expresses the intentions of the Ministry of Education and Science. The Ministry desires that those intentions be met in agreement with the different sectors of the educational community and in concordance with society's wishes. For this reason the said intentions are being made public: in order that they become proposals for a reflection which, on the one hand, enriches the conscientiousness of the educational community - teachers, parents and students and, on the other, helps the Ministry itself to lay out and, should it be the case, rectify its proposals for better education.

In the preparation for the LOGSE, and also for that of the documents relating to curriculums and structure and contents of bachillerato, the methodology used produced undoubtedly successful results. The Ministry made an initial proposal, in the White Paper and in the curricular Designs which corresponded to the different educational stages, these were submitted to the educational community for consideration and debate for a reasonable time and opinions, criticisms and counter proposals were collected, many of which were then incorporated into the final regulation. It appears that a methodology based on critical collective reflection is also needed for the proposal which the Ministry of Education and Science is presenting in this document and with which it wishes to confront the criteria of all educational sectors.

This document organizes its information into two clearly distinctive parts. In the first part the current situation is analysed from the point of view of the laws and practices relating to the areas already mentioned and it exposes the problems existing at the present time. In the second part proposals for specific measures are presented which are considered most appropriate for improving quality in education.

Some of the proposals which are made will require the modification of basic norms in order to put them into practice, which the Ministry of Education and Science will enforce as the body responsible for general regulation of the education system; however, it also aims to study these proposals jointly with the Autonomous Communities which have full responsibility for education, so that the decisions which are finally adopted will be the most appropriate and effective for the whole education system.


Other means, on the contrary, refer to aspects which are in the hands of the respective education authorities and they are put forward here for reflection and to be applied in the territory of direct management of the Ministry of Education and Science. These measures also deserve to be analysed in detail with the said Autonomous Communities from which they may be enriched. In spite of the different character of different proposals, they are presented together for the purposes of argument and because some of them, when apart from the whole and without other complementary measures, may be unsuitable.

The development of regulations and steps towards quality in education are basically the same for the different schools and colleges. However, some regulatory, organizational or particular aspects are specific to certain types of schools or colleges, in particular to secondary education institutions which are of a special complexity for having students of very different ages and which impart very different subjects. For this reason, in this proposal we have endeavoured to find a joint vision whenever possible, but differentiating in other occasions between different types of schools. However, with regard to measures relating to the teaching staff, the greater part equally affects them all. However, some of the proposals are specific to a certain collective and in this case are presented apart.

Although it is not explicit, almost all measures relating to secondary education schools are also valid for the official schools of languages, conservatories and other centres for artistic studies. In the same way, references to secondary education teachers also apply to teachers and professors of music and scenic arts, teachers of plastic art and design and teachers of official schools of languages.

The measures are strictly interrelated and, in this way, in spite of being presented separately by each of the previously mentioned areas, they sometimes repeat themselves in more than one of them. Those proposals, for example, which tend to reinforce training projects in schools and colleges are also a clear reflection of greater autonomy of the teaching centre and greater responsibility of the management teams.

This document will be made public when a process for granting powers in education has been initiated to those Autonomous



Communities which do not already have the. The proposed measures for improving quality, although many in many cases be immediately applied, will have prolonged effects in time. It is therefore fitting that the Authorities which will assume these new powers in education in the future are aware of the proposals for action and are able to contribute in such a way that once the decisions have been adopted, they may more appropriately plan their future actions.

The proposed measures are geared towards the future. They intend to provide impetus for the processes of innovation, and support group and teacher team initiatives within the framework of a growing autonomy of teaching centres. They rely upon the creativity of teachers, upon their solid professional work.

The final receivers of improvement in quality of schools and colleges are the students. It is they who should in the end reap the benefits. It is hoped that the students, all student, will learn more and in better ways, according to their abilities, and will learn to learn for themselves, to develop a liking for study, to desire to know more. It is hoped that they will progressively reach personal social and moral maturity which will allow them to act in a responsible and independent manner.

Areas and factors of quality


2. AREAS AND FACTORS OF QUALITY

2.1. EDUCATION IN VALUES

Education in values is understood to mean a wider area than moral education, at least according to the most usual acceptance of the same. These are not only moral values in the restricted sense of the word, but also civic. They refer to the formation of a personal conscience, of judgement and moral rationalization but also to the education of a collective consciousness with respect to established principles not only contained in the Spanish constitution, but also in the constitutional regulations of all democratic countries. This is about education for moral options, for a personal ethical lifestyle, and also for teaching about democratic habits and the minimum rules and conditions needed for peaceful co-existence, without which no human life is dignified. It involves educating according to indispensable convictions for this co-existence, but also for tolerance of a pluralist society.

MORAL EDUCATION IN EDUCATIONAL REFORM

On the occasion of educational reform, whilst it was being prepared, discussed and applied, certain dominant preoccupations of today's society have become evident. Society demands that statutory education capacitates girls and boys to play their part in society, making full use of their rights and accepting their responsibilities. This means providing them with the necessary knowledge to understand reality and to be able to act upon it, but it also supposes educating them in certain attitudes, which they will



hold, and with which they can personally adopt positive positions - of active and responsible participation - with respect to social problems. In sum, what is needed is the combination of the scientific dimension, or of knowledge in general, with the ethical dimension or that of values, safeguarding with the same the integral and harmonious education of young generations.

It has already been cited how the Law echoes these preoccupations, by placing education in values among the basic ends and principles of education. The ends and principles fixed in the LOGSE, articles 1 and 2, very directly connect with a deeply rooted social demand which demands that formal education concerns the complete development of personality: moral and attitudinal development and not merely knowledge.

Those ends and principles have been specified throughout the LOGSE, mainly within the rulings applying to the curriculum. In that regulation there are three elements directly related to education in values: the incorporation of attitudes within educational contents, the establishment of moral and civic education as a cross-curricular subject and the determination of other cross-curricular subjects which also have important connotations of value.

The first of curricular elements relating to values are attitudes which appear beside the concepts and procedures, in all the contents of minimum subjects or basic aspects of the curriculum. Attitudes are predispositions behave according to certain types of action which are considered preferable to others. Given that all preference implies a valued judgement, all attitudes judged as positive, or worthwhile, receives this judgement in accordance with some kind of criteria of value. Thus a correlation between attitudes and values exists. Of course, not all values present in the attitudes of the curriculum are of a strictly moral nature, although on the other hand the actual breadth of what is moral varies in some conceptions and meanings to others. Thus, among the contents of the curriculum there are attitudes relating to aesthetic values, technological values and knowledge, not only to ethical or civic values. Nevertheless, there is a continuation of some values with others, and it would be difficult to consider that, for example, a cognitive value, such as intellectual honesty, does not also have moral connotations. It is worth considering that, when all is said and done, all human behaviour has a moral dimension and

consequently all education concerning attitudes, predispositions for behaviour, does too.

In accordance with the place which the established curriculum grants to the education of attitudes, it is essential that teachers, both in creating projects and curricular programmes, and in practice of the curriculum itself, when teaching, give heed to those contents of attitudes in the different areas.

Curriculum planning adopted by the reform with respect to moral and civic education should be recalled: it must impregnate the entire curriculum and therefore not be organised as a specific area or material. Moreover, it has been decided that it will not be an area only studied by some students, those who have not chosen religion and as an alternative option to the same. It is only in the final year of statutory education, within the area of Social Sciences, Geography and History that some units of content which actually involve reflection upon moral facts are limited.

This means that moral education is not restricted to one teacher and to certain hours of class. Neither is it entrusted exclusively to the tutor teacher, although he or she, as in other subjects, will have a special responsibility.

The danger involved here is that if no one teacher is responsible, no-one will undertake this education. Everything possible must be done to assure this does not happen. Civic and moral education, in its different aspects, which are not only attitudes, but also concepts and procedures, must be imparted, through the different areas. An example of how this may be done is found in the document «Civic and moral education», which forms part of the Materials for Reform. It is, of course, possible to apply other methods.

Teachers may develop moral education according to different didactic strategies, which differ from their habitual ones in other subjects. Usual procedures in moral education are roleplay, debates from news and daily events, or around specific moral dilemmas. However, whatever the didactic procedures be, the aim of moral education must be to promote not only judgement and ethical reasoning in students but also moral attitudes, tendencies towards action, conscientiously adopted and in harmony with values of solidarity, participation, peaceful co-existence and dignified conditions of human life.

Teachers are not only responsible for moral education on an individual basis, but collectively, as a teaching team. Indeed, the responsibility for moral education corresponds to the educational community as it is.

In this way, it is necessary that the educational community clearly establishes the actions which each teaching centre must put into practice to undertake ethical teaching and that subsequently the teaching team defines these general directives in didactic agreements adjusted to the actual characteristics of each educational stage. The education projects are the instrument upon which School Boards rely to resolve these teaching lines which must help to mark the individual identity of each school or college. The teaching staff will have to mould education in values into the diverse elements of planning of the timetable which the curricular Project contains.

It is therefore a priority to increase and improve the sources of cooperation between parents and teaching centres in reference to education in values. If coherence between the actions of both educational areas is, in general, important, in the case of moral education it is an essential requisite. It is not a case of active participation from parents in decision of the schools and colleges only as representatives of social preoccupations and demands, but also that a commitment is involved by all those who in some form or other share in educating students.

EDUCATION IN VALUES AND CROSS-CURRICULAR SUBJECTS

There are cross-curricular subjects, apart from civic and moral education which have contents relating to values and, sometimes, contents which are explicitly moral. Sexual education and health education, that of the consumer, the environment, education for equality of sexes, and road safety education all, of course, include knowledge and procedures but also refer mainly to attitudes and values.

Environmental education is, without a doubt, one of the most relevant areas of social concerns. The deterioration of the environment confronts the human being with the responsibility of establishing a balance between the development and respect for nature without which the future will become an irreversible disaster. Environmental education is aimed at teaching students to un-

understand the environment in all its complexity in order that they may identify with and analyze environmental problems. It does not, however, only mean to develop these abilities in an intellectual way but to encourage the student to develop certain attitudes relating to concern for and respect towards the environment and active participation in its preservation and improvement.

Health education is closely linked to environmental education and its intention is to encourage a certain manner of thinking, feeling and behaving in people which develops to a maximum their ability to live, individually and collectively in harmony with their physical, biological and socio-cultural environment. Its aim is to encourage healthy habits and accomplish that students respect their own bodies and those of other people and that they value health as one of the basic aspects of quality in life.


Education for equal opportunities for both sexes is a clear example of more general rejection of the discriminations applied to the still existent inequalities between men and women. As it is one of the more general cases of application of a value, its scope is of such breadth that it is necessary to treat it as a separate entity. Education must contribute to making girls and boys capable of identifying situations in which discrimination arises, of analyzing its causes and to act in accordance themselves with these equalizing values.

Rejection of discrimination for reasons of race or socio-cultural origin is another priority aim at present. The alarming increase in racist behaviour and xenophobia makes this subject the main priority.

Finally, but of no lesser importance, education about the means of communication is put forward as a basic aspect of consumer education. At present, the means of communication plays a major part in forming the values of young people and teenagers and it is essential that education in schools develops certain basic abilities as the users of these means. Students should be trained in their abilities to actively and critically analyze the information they receive.

PROBLEMS OF MORAL EDUCATION IN THE SOCIAL CONTEXT OF TODAY

Both in the contents of attitudes and in obligatory subjects, the new curriculums contain sufficient elements for teachers to in-




clude the moral dimension and education in values into their teaching practice.

Despite this, it must be acknowledged that nowadays moral education and that of setting values is no easy task. The ideological and moral pluralism of modern society, and the awareness of a crisis of values, the lack of consensus concerning which values must be communicated, make this education frankly complex.

Moral education at the present time confronts antinomic principles which are difficult to harmonize. On the one hand, this means education in certain basic principles and values of co-existence which are no longer only constitutional but also appear inherent in all so-called dignified human society. On the other hand, this involves educating for tolerance in a sociologically plural and ideologically pluralist world, in which formation of personal conscience may no longer be guided by a moral doctrine unanimously shared by society.

With regard to the first aspect, education cannot leave attitudes and behaviour patterns to chance spontaneity and the freedom of individuals. It must attempt to instil certain principles of value and indisputable opinions such as preferring peace to war, negotiation and rational discussion to violence, preservation of the environment to its destruction or cooperation and solidarity to hostility and hate.

However, the exact demarkation of those basic principles is unclear. On the contrary, some moral conceptions differ to others. The cases of discrepant moral valuations have multiplied in our time. The area of ethical questions debated has greatly extended recently, above all as a consequence of biological advances. In bioethics serious moral dilemmas have occurred, and as a consequence of the same, public consciousness is still far from being formed and the need remains to form a personal moral conscience. One could think, for example, about all the bioethical questions which have arisen from the possibility of in vitro fertilisation and clonic reproduction. The new technological possibilities are so unusual, and their consequences so unforeseeable about something as fundamental as human life itself, that the collective moral conscience will need much reflection and maturing before being defined. In such subjects better moral education is surely that which forms moral reasoning and the sense of responsibility and solidarity without prejudging in any dogmatic way a single position.



School is not the only institution entrusted with morally educating citizens. The school environment is not the only environment to contribute to that moral education. Both family environment and the means of communication, particularly television have considerable influence. Teachers may even feel uneasy by the way in which the education they try to impart from the classroom is sometimes disturbed by messages which are communicated to students from outside factors. It can therefore be said that the school, alongside other institutions and mediums has a indisputable role in forming moral conscience which is mainly critical analysis of moral messages, explicit or tacit, which students receive, and the arrangement of basic experiences which form part of their moral conscience.

In questions under dispute, be they the most recent bio-ethical ones, or others around which discrepancy between ethical doctrines persists, the primary aim of moral education must be the principle of education in tolerance. Thus tolerance has become a fundamental value: that of maintaining principles of co-existence, but in such a way that differing positions may be accepted.

A great part of the difficulty of education in values is that of maintaining the need for education in certain absolute principles and, at the same time, educating with respect to discrepant doctrines and styles of morality. Moreover, it is difficult to communicate some values which appear absolutely necessary for co-existence, and yet not dogmatically impose them as mere indoctrination, with the result that the student may adopt a critical position towards them too.

It is therefore difficult to put civic and moral education as prescribed here into practice. There can be no ignoring the fact that teachers do not have an easy task in providing education on attitudes and values, in contemplating the obligatory dimension of the curriculum of moral education. They do not lack willingness, but often do lack the support of didactic materials and sometimes also lack specific training for the same.

PROPOSALS RELATING TO EDUCATION IN VALUES

The Ministry of Education and Science is firmly committed to the possibilities and demands of moral education and those of values in the curriculum to be taken maximum advantage of, above all in attitudes and cross-curricular subjects.

The main steps for this must be those which serve to capacitate teachers for that moral education. This capacitation can take two main forms: through permanent training, including those subjects in training programmes; and also providing curriculum materials about moral education and other obligatory subjects in which the dominant matter is attitudes.

Moreover, in this area, more than in others, cooperation of teachers and schools and colleges with society in different instances is required. This cooperation must first come about with the family, which is the primary institution of communication of values. It is also necessary to have the cooperation of the Education Service and the education system with that of other authorities and institutions which have to do with certain aspects of relevant values in our society, such as health, environment and consumption. At present, a basic element of some policies, such as those of health, environment, prevention of accidents at work or traffic, and other similar ones, is the educational component. Preventative education is, in many areas, a common terrain in which the Education Service and other state bodies must be employed.

2.2. EQUAL OPPORTUNITIES AND COMPENSATION FOR INEQUALITIES

The reflection over quality in education can, under no circumstances, be placed apart from the relationship between quality and equal opportunities. In the last analysis, the objective of the Education Service concern for quality is included in the conclusions of the last session of ministries of education of the O.E.C.D., to attain «quality education for all».

A quality education for all means that it is necessary to give priority to those which are incorporated into the education system in a disadvantageous situation for personal, social or cultural reasons. The schools and colleges in which students with special educational needs are schooled, or which ethnic or cultural minorities attend, and schools situated in rural areas or socially deprived areas are the institutions which need priority attention by the Education Service.

It is a well known fact that the actions of the education system cannot compensate for inequalities of social or economic origin

in absolute terms. However, it is equally unquestionable the current, decisive role which education plays in progressive reduction of these differences. The importance of qualifications for finding employment is increasingly greater. Moreover, initial training has begun to be insufficient owing to the rapid changes in the working world. Equal opportunities, it is assumed, means taking a firm stand in the permanent processes of education which allows reincorporating into the system those people who would have prematurely abandoned it and up-dating education of those others who might need it.

There is the risk of justifying the educational differences alluding to the impossibility of altering social inequalities, when reality makes it clear the incidence of the education system both for overcoming these inequalities and, unfortunately, for increasing them. The principle of equal opportunities does not mean creating an identical education for all students, but adapting it to the personal conditions and social groups who participate in the education system so that they all have real possibilities for using it.

It is necessary to bear in mind that this incidence is much more effective when the actions of the Education Service are regarded as a general tendency of the system instead of being special and unusual actions. With respect to that before-mentioned, diversified planning of resources with the educational policy should be consolidated. Equal opportunities should therefore be a main part of educational reform and not be relegated to a chapter on special measures.

Moreover, in concordance with the general point of view adopted in relation to the importance of schools and colleges as a unit of the system in which the initiatives of quality established by the State, the priorities which must be established for the most disadvantaged collectives should not be aimed at isolated individuals but at schools and institutes in which they are being attended. The adopted measures can only be effective if the whole of the institution plans the educational processes, taking into account the diversity of the student bodies.

The planning of compensatory education which dominated the Royal Decree of May 1983 already responded to the egalitarian conception. The development of this decree was however, limited by the frequent creation of a parallel network to the system as a formula of intervention. Nevertheless, it did, in practice prove to

be a progressive tendency towards coordination and incorporation of ordinary schools and colleges and general regulations.

This tendency was consolidated in the LOGSE which, in its general conception and particularly in Section V, assumed as something inherent to the education system «to prevent inequalities derived from social, economic, cultural, geographic, ethnic or some other factors». The experience of the last few years has proved that an advance has been made in relation to the most disadvantaged collectives with this positive discrimination policy.

SCHOLARIZATION OF STUDENTS WITH SPECIAL EDUCATIONAL NEEDS

The scholarization of students with special educational needs has proved to be one of the most significant transformations since the integration programme started in 1985. The evolution of this programme, is reflected in the following tables and has made it possible to incorporate a more normal school situation to a higher number of girls and boys.

Infant and primary education. Integration

Year	Schools	Student	Support Teachers ²
1985-86	138	1.992	332
1986-87	274	3.486	581
1987-88	362	5.454	909
1988-89	438	6.434	1.079
1989-90	593	7.388	1.213
1990-91	722	8.026	1.326
1991-92 ¹	1.368	20.158	2.200
1992-93	1.776	22.161	3.219
1993-94	2.088	23.171	3.361

¹ The considerable increase in the number of integration schools, teachers and students which can be observed from this year onwards is owing to the transformation of the classrooms of special education into support resources to the schools where they are situated, these schools then being considered of integration.

² Teachers of the Learning, Hearing and Speech Therapy who exclusively attend to children with special educational needs.

Secondary Education. Integration

Year	Schools	Student	Support Teachers ³
1990-91	39	314	74
1991-92	140	507	85
1992-93	255	796	118
1993-94	273	1.184	180

³ In secondary schools, the careers departments attend to children with special educational needs. Moreover, in some schools there are support teachers in the previously mentioned special subjects who are integrated into the said departments. The figures given in this column refer exclusively to those teachers.

The prolongation of statutory education starting from the new secondary educational stage includes incorporation of these children into schools. At present the number of children integrated into secondary education is small owing to the fact that there are still few schools which teach the new subjects. In the future there will be a far wider choice of schools.

Integration into ordinary schools of those children whose needs may be met in this school context is, without a doubt, a fundamental advance for the possibilities of personal development of this collective and for their insertion into society. However, just as important are the transformations produced in the schools in which these children receive their education. The change in mentality which the whole educational community has undergone about the respect and worth of diversity of persons is a social advance which transcends educational limits.

The main goal at present is to continue this policy of integration with the incorporation of these girls and boys to vocational training and, in those cases where it is possible, to bachillerato. To sum up, this collective is to be encouraged, as are all other students, to find their place in society and in the workplace in those jobs which suit their characteristics.

The necessary means have already been started to achieve this aim through the programmes of vocational training which are designed or adapted specifically for these students. Moreover, the personal resources incorporated into secondary schools in the careers departments are making their scholarization in this educa-

tional stage easier. However, there is still much to be done and much reflection must be made about what specific actions should be taken so as to give these students access to the curriculum in the greatest possible integration setting.

SCHOLARIZATION OF STUDENTS FROM ETHNIC AND CULTURAL MINORITIES

One of the factors which provoke a situation of disadvantage in some collectives is the fact that they belong to a different culture when the latter is more or less distant from the current cultural values of the education system into which they are integrated. The incorporation should be made from a framework of mutual respect between cultures as is proposed from the point of view of intercultural education.

In today's societies, the arrival of individuals of less developed countries to countries which possess advanced economies is an increasingly more obvious reality, which is having considerable repercussions on the education system. Moreover, the cultural minorities which have formed a part of Spanish society for a long time should be considered. Throughout the process of cultural exchange a conflict occurs due to the centrally ethnic component all cultures possess. Educational institutions and society in general, cannot decide to assimilate some cultures against others. It is necessary to resolve this conflict by means of a reciprocal acculturation. A mutually beneficial exchange of cultures must be introduced for all students, based on mutual cultural acceptance and regard, to prevent racism and xenophobia.

Intercultural education, understood as the training of a citizen in knowledge, comprehension and respect for the various cultures in society in which we live is, therefore, the most appropriate answer that the education system may offer not only to collectives of ethnic or cultural minorities but also to the whole body of students, since this is an aspect which should form part of the education of any student. Intercultural education is not a special mode of education only pertaining to schools which give attention to this type of student, but a desirable quality and a need for schools and colleges. It is the education which should be promoted for students in today's multicultural society.


At present the emphasis of the Ministry of education and Science focusses on encouraging reflection in all schools and in the educational community about what precise solution each school is going to arrange. In this way, teacher resources which will be sent to schools with this type of student must be integrated into the common work of the teaching team and work together in attending to student diversity.

It is important to bear in mind, when touching on these measures, that language may be a problems in cases where the difference is not only cultural but also linguistic. language is a fundamental facet of equality since it is a requisite of access to the curriculum. The support these children need when entering schools is therefore essential, until such time as they have dominated the language used, and so too are the training courses about this aspect which teachers who are responsible for it will need for their jobs.

SCHOOLS IN SOCIAL DISADVANTAGED AREAS

Some students are in a disadvantageous situation from the rest of their companions not for any physical or psychological deficiencies, or because of their cultural origins, but because they belong to socio-economically deprived social groups. There are occasions in which the disadvantageous situation is worsened by belonging to an ethnic or cultural minority as well as this socio-economic situation. Logically speaking, given the relationship between schools and territory, these collectives are normally grouped around the same school or area, which usually coincides with the outer suburbs of large cities and the oldest part of these cities.

School difficulties which students of these social groups have cannot be explained by individual characteristics and the risk of an interpretation of this nature revolves around planning education for them in an inappropriate way. It must not be forgotten that the origin of their disadvantages are to be found in their membership of socially deprived groups, although finally this is manifest in personal traits. Among these traits which have negative repercussions in the education process the most relevant are those which take the form of a lack in behaviour patterns and patterns of knowledge needed to participate in school activities, and also the frequent incomprehension of educational rules and



aims. These characteristics, together with lack of motivation, low self-esteem and, absence of expectations, little possibility of family support in school projects, may lead to frequent truant and premature drop-out.

As a solution to this situation, compensations measures through projects for the development of basic preschool, initial cycle and intermediate cycle aptitude and knowledge were begun as decreed in the Royal Decree of Compensatory Education of 1983. So too were projects for attention to groups of students in the upper cycle, based on the incorporation of workshops of a preprofessional nature. Programmes of occupational classrooms were also organised, aimed at young people who had failed at school and had also dropped out even before fourteen years of age and who had no possibilities in the education system nor the working world.

The positive result of these programmes is unquestionable and has led to considerable decrease in the percentage of students who drop out of school or who do not continue studying to intermediate level. These projects also contributed to facilitating their initiation into professional areas. However, when the LOGSE was approved, they were substituted by resources for the diversity in each ordinary educational stage for all schools as a whole. One of the most relevant advances is that the LOGSE refers to the increase and reorganization of educational guidance teams and educational psychology, as well as the creation of orientation departments in secondary schools.

Moreover, programmes of social guarantee have adopted a much stronger and more general structure with regard to their line of work with students who drop out of the education system before obtaining qualifications to allow them to continue studying or find a job.

SCHOOLS IN RURAL AREAS

Children whose schools are situated in rural areas are also at a disadvantage owing to the absence of some of the services which are enjoyed in urban areas and to the communication difficulties which may exist on many occasions in these areas. The evolution of the rural world has often led to impoverishment of these areas which inevitably has results in the educational field.

In rural schools, particularly in single class ones, circumstances make education difficult. There is a high teacher mobility and this has a negative effect, leading to human and professional isolation. Moreover, this isolation also affects the students, who find they have difficulties in social relations owing to the scarcity of companions of their own ages and that they have difficulties in entering into contact with different social situations. Also, there is often a lack of infrastructure and didactic materials for the rural context.

With the 1983 Royal Decree of compensatory education this situation changed considerably owing to the availability of resources for constructions, improvements and conditioning of schools plus provision of teaching equipment and materials. The creation of resource centres was a very important help as a source of training and support through working in a team with the teachers, as a meeting place and a dynamic agent of the area in general. moreover, the resource centres have improved the schooling of children in these schools as a result of the specialized work of some of the teachers who formed part of its staff. Rural Centres of Educational Innovation were also created as another form of offering support to the rural school as a whole. The definition of «difficult and challenging jobs» has fulfilled an important function for teacher incentive.

The existence of «Preschool at home» which was developed in numerous provinces also means compensation towards the system which, due to its actual organization, could not attend to small children who lived in areas without schools.

The application of the LOGSE continued these measures and included a new one which was the generalization of the model of rural schools grouped together as the structure which was generally the most appropriate for organizing schooling in the rural area. This type of school was adapted to the needs of rural areas with small nuclei of population, thereby letting students stay in their places or origin, preventing displacement and decreasing school transport needs. Moreover, this organization permitted that specialized subjects established by the LOGSE be taught by itinerant teachers.

All these measures have led to a great advance in safeguarding equal opportunities for children in rural schools. However, it is now necessary to confront another series of actions to consolidate the road ahead.

PROPOSALS RELATING TO EQUAL OPPORTUNITIES

The Ministry of Education and Science maintains as one of its strongest and most stable principles that it is not possible to have quality in education if, at the same time, that education is not for all students. It will therefore pay special attention to education aimed at attending the needs of children with special educational needs, or who belong to ethnic or cultural minorities, or who live in rural areas or in socially disadvantaged areas.

The first step towards this is the intention to guarantee school places in infant education, in order that the early educational intervention encourages later development and learning. It is equally necessary to assure sufficient offer, on terminating statutory education, in bachillerato and professional training, which facilitates the continuity of their training.

The second priority step is to give schools with these students more human and material resources. In the case of schools which are not isolated but in wider areas, it may be more suitable to plan intervention of the Education Service with the consideration of «areas of preferential school action», and to organise the measure for the area as a whole. So that these actions be more viable and to increase the stability of teacher team measures which encourage teacher training in these schools and their professional prospects shall also be adopted. The autonomy of these schools shall be extended and the flexibility of organization which their peculiarities demand.

Finally, it is necessary to complement the relative needs of students with more general actions aimed at the family environment. These may in many cases surpass the possibilities of schools. However, they may partly be dealt with through orientation and tutorial tasks. On occasions intervention must entail the coordination with other social institutions.

2.3. AUTONOMY AND ORGANIZATION OF SCHOOLS AND COLLEGES

The wide range of factors from different levels of the education system which directly or indirectly affect quality of education finally converge in the schools and colleges, conditioning the na-

ture and characteristics of their educational offer and the type of teaching/learning activities teachers and students develop within them. It is in the schools where the most relevant indicators of quality in education, both concerning the capacity of the education system to promote learning, personal development and the socialization of the student body, and the professional exercise of the teachers (the level of satisfaction, feeling of efficacy in carrying out their functions, involvement and commitment in their work, participation in training activities and professional development, etc.)

Recent educational research has made it clear that, even in highly centralized education systems with uniform planning, schools end up being internally different from one another: despite the same legal regulations the dynamics of how the schools is run often results in profound organizational differences. What is more important, these differences are closely related with the greater or lesser quality of teaching - i.e. with their ability to promote the development and socialization of students and offer teachers a satisfactory and stimulating context in which to undertake their profession.

ORGANIZATION OF SCHOOLS AND COLLEGES

The organization of schools is an extremely important mediatory factor between, on the one hand, the diverse means which go towards improving quality in education - legal means, human, economic and material resources - and on the other the results finally obtained. As far as the mediatory factor is concerned, school organization is not, of course, separate from the educational, institutional and social structures which frame them, nor the characteristics of their members, but also responds to a dynamic which must be object of particular attention in the design of a wide range of measures, like that presented in this document.

The organization of schools is a complex reality in which multiple aspects intervene and which may be grouped together into three large groups.

In the first place the aspects relating to organization of the government and the administration of the institutions: this includes, for example, questions relating to management, to individuals and

group government, to control over student admission, to financial, administrative and human resource management, to the participation of different sectors - teachers, students and parents, in the running of the school to the explicit educational ends and the underlying beliefs and values.

In the second place, the aspects relating to organization of the academic work of teachers and students. In this chapter we find, among others, questions referring to the specific educational offer of the school, to the configuration of teaching teams through the adoption of certain organizational forms - cycle teams, departments - and the organization of the curriculum and academic activities of students.

In third and final place, those aspects relating to the social organization of the school are covered. This chapter includes questions such as the existence of joint membership organisations and cooperatives for resolving problems and for decision making, and the existence of positive personal relationships between the teachers, students and between teachers and students.

AUTONOMY OF SCHOOLS AND COLLEGES AND QUALITY CRITERIA


Further to this superficial listing of the different aspects involved in the organization of schools, what is interesting to underline here is its interconnection and, above all, the fact that any attempt to affect it must attend simultaneously and in coordinated fashion with the three mentioned dimensions. Good proof of this is the fact that schools which offer better quality teaching have traits or characteristics which affect both the administrative organization and government as well as academic and social organization. They are, for example, schools in which a structure of government and pedagogic leadership is assumed and compatible with the functioning of joint membership bodies and participation in management and decision-making; in those with a high level of teacher stability; in those where the education, the curriculum and the academic work of students is the result of careful and coordinated planning; in those where there is an atmosphere of good personal relationships between the teachers on the basis of an educational Project and shared curriculum; in those where level of involvement and support from parents is high and, in conclusion,

in those where there is a common commitment from teachers, students and parents to a series of values, goals which promote the atmosphere or culture peculiar to the school. These confer identity and bestow all its members with a strong sense of belonging.

The common factor which underlies this series of characteristics, or makes its presence possible, is that these are schools with a high decision-making ability - i.e. schools which enjoy a considerable level of institutional autonomy for arranging human and material resources, for developing the curriculum and for encouraging social relationships between its members. It is highly improbable that without authentic institutional autonomy schools and colleges would achieve these values, goals and norms which are perhaps the most obvious characteristic of all those shown, given that all others are contained in them. The decision to grant greater institutional autonomy to schools and colleges appears to be one of the leading principals which must preside over improving quality in education.

However, the subject of autonomy must be put forward in its just terms. To begin with, autonomy does not have to be understood as an end, but rather as a means. The final aim is to make a significant advance in the direction of improving quality in education and, in this way, granting schools greater autonomy is only one way which, in all certainly, may lead to the same and so must be chosen.

If autonomy is a necessary condition it is not sufficient to obtain the aim pursued. Even from a strictly organizational perspective, what is important is both autonomy and the use made of it. A greater level of autonomy in schools and colleges does not necessarily and mechanically lead to better organization, better management and greater quality. In positive terms, what is important is that, thanks to a greater level of institutional autonomy, schools have a wider margin for creating educational projects and shared curriculums, for all its members and, of course putting them into practice by adopting forms of organization pertaining to administration, government, academic and social factors which lead to the imparting of knowledge, development and socialization of students, plus the creating of more satisfactory and stimulating contexts for teachers. This greater degree of autonomy must allow schools to be open to their environment, adapting what they



teach to the social and cultural characteristics of the place in which the schools is situated and offering a more complete and varied education.

Finally, partly as a consequence of what has been previously mentioned, the measures aimed at increasing autonomy in schools must be introduced at the same time as those mechanisms which guarantee greater participation and co-responsibility of the different sectors - teachers, parents and students - and greater social control over the way in which they function. Participation of the educational community is a factor of balance in the development of autonomy. In the same way, the collaboration of local authorities is guarantee for achieving greater links between schools and their social and cultural environment.

THE CURRENT SITUATION

In a system of centralized education, as the spanish education system has always traditionally been, autonomy of schools and colleges has been, and to a great extent continues to be rather rare. During the 1980's some significant advances in this direction took place and growing autonomy has been granted over resources, mainly financial ones. During these last few years schools have acquired an appreciable decision-making capacity in the use of the funds assigned to current expenses and at the same time, albeit with certain limitations, other sources of financing have been authorized which are different from the general State budgets. Moreover, decisions relating to budget planning, expenses and their justification have been entrusted to the School Board, and its material execution to the management team, which has led to a very notable increase in the efficacy of school financial organization and management.

Other important aspects of administrative and government organization continue being, however, outside the limits of school decision-making. Leaving aside questions relating to management, individuals and joining government, which present special problems and are objects of analysis and specific proposals in another chapter of this document, decisions relating to personal management are still not sufficiently developed. The present system does not facilitate more autonomous management, with regard to this aspect of organization.


The tendency towards greater institutional autonomy of schools and colleges has received new, final impulse with the approval of the LOGSE, which has opened new and interesting possibilities. In effect, this Law confirms the principles of «pedagogic autonomy of schools and colleges within the limits established by law» and the «research activities of teachers from their teaching practice» (art. 2.3. point f) establishes that «schools and colleges will complete and develop the curriculum of levels, stages, cycles, grades and modes of teaching within the framework of its teaching programming» (art. 57.4) and fixes that «state schools will be autonomous in their financial management in those terms established by law» (art. 58.2).

Along these lines, annual plans for permanent teacher training regards training in the actual school as one of the training means which may be the most fruitful and satisfactory for professional development of teachers, at the same time as conferring schools with a wide margin of initiative for organizing corresponding activities. The welcome reception and acceptance of this mode of training underlines the importance of continuing efforts aimed at finding formulas which give schools greater ability to organise their own individual training projects.

PROPOSALS RELATING TO SCHOOL/COLLEGE AUTONOMY

These considerations outline the enormous importance which the development of autonomy of schools could have for improving the way in which they function and for offering a more complete and satisfactory education. In order that this may occur and in accordance with the ideas mentioned,, it would appear opportune to adopt a number of specific steps aimed at promoting organization of schools in the various aspects which have been previously mentioned.

In the first place, it is necessary to increase autonomy of financial and administrative management in schools and colleges to achieve a greater compromise between its installations and staff on the one hand and, on the other, the needs derived from its educational Project, as well as strengthening autonomy of schools in personnel management by granting greater powers to the management team in this respect.



It is equally essential to increase the capacity for decision - making in schools, for defining their educational offer and adopting forms of organization adjusted to the characteristics of the same, at the same time as reinforcing, increasing and improving conditions of use of available resources - of training, consultancy and curricular and didactic support - so that schools may successfully carry out their responsibilities derived from greater curricular autonomy.

Finally, the Education Service must put into practice means which encourage participation of the different sectors of the community, and enforce cooperation from local authorities to assure that there is a greater relationship between the school or college and its social and cultural environment.

Moreover, it must be pointed out that the autonomy of schools is a process which should be progressively sought after and which, in ultimate terms, depends on the will of the school to exercise it. The steps taken by the State would not serve at all if the schools did not coincide in the same educational conception and, as a consequence, were willing to run their organization in accordance with the principles thereof. Moreover, from the certainty of the singularity of each school, it would not make the same sense to determine greater autonomy in the same way in all cases.

The education Service must be sensitive to this fact and encourage greater quotas of autonomy in those schools and colleges which show themselves to be responsible and which present specific projects. This situation could lead the Education Service and the interested schools to reach specific agreements for the development and exercise of autonomy. This relationship established between the school and the Education Service, in the form of a contract, should advocate a more responsible and more committed framework of joint action.

2.4. MANAGEMENT AND GOVERNMENT OF SCHOOLS AND COLLAGES

THE FUNCTION OF MANAGEMENT AND QUALITY

The function of management is recognized by the LOGSE as one of the factors which induce quality and improvement in edu-

cation. The majority of research, reports and studies undertaken, as well as official documents from a good part of other developed countries coincide in recognition of this fact.

It is not simple to outline with precision the responsibilities needed to manage schools and provide quality education, but this has not impeded those responsible for education in other countries from making considerable efforts over recent years to achieve better school management.

Management should provide the school with better use of materials resources, good organization of teachers work and suitable distribution of timetables for students. These aspects relating to administrative and technical organization are decisive but of the same importance and often more determining are those which concern pedagogic orientation adopted by the school as a whole and the establishment of an educational Project, or with personal or collective relationship between teachers, students and parents, an atmosphere which encourages learning and a satisfactory working ambiance. There is no doubt that if each one of these areas results in action and positive functioning, and the management acquires considerable responsibility, the result is a school which can more adequately fulfil the aims its puts forward.

If the consensus about importance of good management is very generalized, there are several different formulas used in each country for organizing and exercising that management. The most obvious differences are to be found, in the first instance, on consideration of how that management should be. There are many variants which may be a Head appointed by central authorities, who possesses the right qualities and has great experience, or joint management where decision-making powers are shared with local boards or the school itself, or head teachers chosen by the teachers or by the educational community as a whole, or head teachers appointed by local authorities.

In the majority of cases, the head teachers preside over government bodies and represent the school, undertake administrative and economic management, establish school organization and should animate relationships between school and community. The differences between the different models of management are important for the delegations of responsibilities relating to pedagogic and educational aims, to the control of aptitudes and knowledge

of students, to training and evaluation of the teaching staff and personnel management.

All models of management attempt to contribute to improving quality in education, but the final adoption of one model or other depends on other circumstances such as whether the education system is very centralized or decentralized, and, in both cases, if schools have been given wide-ranging autonomy or the capacity for making decisions is mainly the responsibility of central authorities, either autonomous or local. The case may also be that the educational community participates strongly and has considerable powers of decision making within the organization and management of the school or that its participation is mainly that of consultation.

The management model adopted in each case, according to the complex circumstances described, is susceptible to continuous and progressive alterations which approximate it to the established aims of quality. Therefore, in practice, no strictly pure model exists. The most centralized models grant some autonomy to the schools and colleges and in those where greater autonomy is enjoyed local authorities, either autonomous or central, always retain major responsibilities.

When all is said and done, if what is desired is to have plural schools and colleges, which are participatory and efficient, in which the interests of students, teachers and parents concur with the established educational aims, then permanent action towards forming the adopted model of managements are needed and the removal of all obstacles, whenever possible, which may oppose the acquisition of progressive improvement in quality of education.

THE SPANISH MODEL OF MANAGEMENT

The Spanish model of management was established by the LODE in 1985, in which the decided option was for decentralization, autonomy and democratic participation of teachers, students and parents in school management, through School Boards. The LODE entrusted the election of Head Teacher and the management team to the School Board. Law 12/1987, dated 2nd July, conceded a considerable amount of independence of financial resource management to schools.

The LOGSE completed the granting of school autonomy, transferring a large amount of the decision-making powers in staff matters and entrusting the corresponding responsibilities of government and didactic coordination to joint and individual representatives. The introduction of the LOGSE has necessitated a revision of the functions of the said governing bodies, the role of management teams and in particular, the Head Teacher, as a consequence of the new tasks assigned to the same. This revision has already been embarked upon with the recent Organic Regulations of the schools which develop and modify the teaching aspects established by the LOGSE to the functions and responsibilities granted by the LODE to governing bodies.

The Regulations envisage adaptations of the composition of School Boards to the new schools and new teachings established by the LOGSE. Thus, the presence of parents on the Boards is to be increased, at the same time their size is considered to define the composition and number of member of the School Board, more in accordance with their needs and function. In secondary schools student participation is increased in order to guarantee a more direct awareness of their needs, interests and concerns in the deliberations of the Board.

In pedagogic aspects, the Teachers' Committees have recuperated their leading role. Their role in the creation and approval of curricular projects which is the basis of the school's work, is decisive and requires maximum participation from teachers.

THE NEW POWERS OF GOVERNING BODIES

In the new regulations new functions have been given to the Teachers' Committees and School Boards. The latter is now responsible for the educational Project of the school and the general annual Programming, whilst the Teachers' Committee approves and evaluates curricular projects for each educational stage and its modifications and puts forward proposals for the educational Projects of the school and for the annual general Programming, the teaching matters of which are within their jurisdiction.

In order that educational and curricular projects do not become yet another bureaucratic requirement and that they truly

reflect the life of the school it is necessary to make both organisations more dynamic, with the results that the difficulties later described may be overcome. The work of the Head Teacher and the management team play a very important role in this respect, as does their capacity to make innovative proposals, stimulate teamwork and organise and coordinate pedagogic activity with the active help from all sectors.

The Head Teacher is entrusted as the person with maximum responsibility for management and coordination of all school activities. He or she is also responsible, jointly with the management team, to draw up the proposal for the educational Project and the general annual Programming, for its approval by the School Board, and to direct the creation of curricular projects for each educational stage.

The creation of the educational Project is of crucial importance for the determination of the character of the school, its objectives and its individual internal structure and the way in which it operates, on including the Internal Scheme Regulations, and so too are the relations of the school with its environment, allowing for wider participation from the diverse sectors involved in education and guaranteeing, at the same time, coordination with the social, cultural and educational services of the local authorities. Success of the Project's launch and execution depends to a great extent on the capacity of the head Teachers to lead it, take initiatives, facilitate participation from various sectors and even to be the «mediators» in cases of conflict.

The management has to also assume considerable responsibilities for teaching coordination in the curricular projects of each stage. The approval of the said projects is up to the Teachers' Committees, as are any necessary revisions or modifications of the same. The coordination of curricular projects is the responsibility of a new body, the Commission for pedagogic coordination, composed of the Head Teacher, who chairs it, the Head of Studies and the coordinators of the cycle, in infant and primary education and the heads of departments in secondary. The function of the Head Teacher here is that of «coordinator of coordinators» and he or she plays an active role in planning and organization of the pedagogic activity of the school, and its assessment. It is, therefore, an important and complex responsibility.


Finally, the Head Teacher is responsible, together with the rest of the management team, for drawing up the general annual Programme, which comprises the administrative report, the general school timetable, of students and teachers, the educational Project and the curricular projects and planning of the complementary and extra-curricular activities.

In secondary schools, the new Organic Regulation anticipated a series of changes which affect the other management positions and the distribution of their functions. The Vicehead disappears and the principal functions exercised by the same are assumed by the head of department of complementary and extra-curricular activities. It is also anticipated that the removal of the figure of Vicesecretary and its substitution of Secretary by Administrator, in large, complex schools. The intention is to remove the most technical tasks of financial management and administration from the Head Teacher and from other Government bodies and put them under the control of Administrator, thus allowing the former to concentrate their efforts on teaching matters. However, the head Teacher would continue to be the person of maximum responsibility for all school matters, since the Administrator would be answerable to him or her.

The Administrator will dedicate all his or her time to the post, with the result that he or she will have more time to assume the tasks for which he or she has had specific training. Moreover, the Administrator will provide continuity to administrative and financial management of secondary schools, on remaining in the post indefinitely. This will therefore lead to substantial improvement which should, in the near future, result in better running of the management teams who have administrators.

The Head of Studies will have added responsibility in the management team, on being the person who substitutes the Head Teacher in the case of absence, which will in fact convert this post into Vicehead of the school. Moreover, he or she will be personnel manager in all teaching aspects, delegated by the Head Teachers, and is responsible for pedagogic coordination. Greater recognition of his or her work will therefore take place.

In order to lend support to the work of the Head of Studies, in schools with high numbers of students or greatly complex organizations, the existence of assistant heads of studies has been an-



ticipated for statutory secondary education, for bachillerato and vocational training.

Current legislation requires that the management team, with the person of maximum responsibility leading it, should have thorough knowledge of the general educational aims and the various stages, should exercise coordination of the different bodies which must put them into practice and carry out the tasks which application of the projects and the general Programme necessitate. They must also develop particular sensitivity about specific needs, collective or individual, of the students in the educational context of the school. For all these functions they should be able to count on the participation and good functioning of collegiate bodies.

The modifications introduced by the Organic Regulations must provide better organization of schools and greater efficacy in the running of the bodies responsible. It is, however, opportune to reflect upon what have been the most notable difficulties in completing the pertinent actions since the approval of the LODE.

PARTICIPATION IN THE SCHOOL BOARD

Democratic participation of the school community in management of schools has meant greater intimacy between them and society and, in this way, has contributed to improving teaching and the quality of teaching. It has resulted in undubitable progress and is an indisputable success for our educational system. School Boards have been enormously positive in this sense.

Even when the regulations which govern School Boards are suitable for guaranteeing participation, they could perhaps be improved, when necessary, through information and if required, training of the members. The good performance of the School Board necessarily requires appropriate exercise of the chairmanship by the Head Teacher.

It is a good idea for School Board meetings to be celebrated on days and at times which all members may easily attend. The Head Teacher should contribute to the good development of debates and decision making in the School Board, with the aim that they do not become merely functional nor interminable inefficient meetings without practical results. The Head Teacher can do a lot to ensure that the School Boards function effectively, in promot-

ing discussion of subjects and vigilating fulfillment of adopted decisions.

Finally, one must not forget that participation from students in the life of school is extremely formative, and it is therefore the obligation of the Education Service and the schools themselves to make sure that it does effectively form part of their educational experience.

TEACHERS' COMMITTEES

On approval of the LODE, Teachers' Committees saw their previous powers partly diminished in favour of School Boards. This reduction mainly affected appointment of the Head Teacher and all aspects of management and administration which were not strictly connected to teaching. It is possible that this circumstance has led to more limited activities of the teaching staff.

The genuine difficulties for a very large group of people, such as is often the case of the teaching staff, to adopt relevant decisions quickly must be acknowledged. Moreover, it is no simple task to share common educational projects when the educational ideas are not the same.

The role of the Teachers' Committee should be increased in the life of schools. Its role in creating and approving curricular projects should encourage this recuperation of importance. The ability of the Head Teacher to suggest significant subjects and lead meetings in a dynamic and participatory manner has a great influence in how well the Staff Board functions.

MANAGEMENT

The LODE was a fundamental step towards opening up schools to their environment and handing over the responsibility of electing a Head Teacher to the educational community, together with that of making the most important decision which affect all educational sectors.

The contents of the LODE have produced indisputable positive results during the last few years: it has encouraged participation, made the Head Teacher the representative of the whole

school community, made schools function in a more dynamic way. However, it has not given rise to conditions to encourage teachers to assume responsibility to manage. In fact, the number of candidates for Head Teacher has been decreasing ever since, as the following table illustrates.

Election of head teachers. Evolution of the percentage of head teachers elected by the School Board with respect to the total number of state schools in which election took place. Territory administrated by the M.E.S.

Level	1985-86	1988-89	1991-92
EGB	63	53	46
BUP	73	62	50
VT	70	68	67
Overall	64	54	47

Considering the total figures, the decrease in number of head teachers elected by the School Board between 1985 and 1992 stands out, when the figures dropped from two thirds (64%) to a little less than half (47%). This occurrence was very similar in EGB and BUP, in evolution and intensity, whilst in VT decrease was more moderate.

What were the reasons for this scarcity of candidates for head teacher, a function considered essential by the great majority of teachers? We have illustrated below some of the motivation which may explain progressive scarcity of candidates to government bodies and, above all, the overall problems which confront the current system of school management, of which the scarcity of candidates for Head Teacher is an obvious symptom.

The double function of Head Teacher

The first which deserves attention is that of the double function of head teacher: representative of the Administration in the school, from the moment he/she is appointed, and spokesperson for his/her colleagues and the school community which he/she has chosen before the authorities. On many occasions, the two

roles may be contradictory, forcing the Head Teacher an option which, inevitably impairs one of the functions. This problem occurs in more or less similar terms for heads in other countries, notwithstanding the model of management concerned.

A good part of the functions attributed to the head teacher demand that he/she becomes representative of the Education Service. This occurs in his/her role as personnel manager, for convoking and chairing academic sessions and in meetings with collegiate bodies, in forcing fulfillment of laws, authorizing expenses, checking certificates, etc. Legislation entrusts him/her with functions for which training is needed but above all, real power.

However, the power of a Head Teacher is also limited for several reasons. In the first place, legislation itself restricts decision making in schools. For example, he/she has no powers in making decisions about teaching selection. The same occurs with the overall school budget, which is established by the authorities, as was the structure or as are wide-ranging alterations regarding maintenance and reorganization of the school terrain. In spite of the fact that the autonomy of school management has substantially improved and possibilities for obtaining funds by other means have been opened, management does not yet directly participate in decisions which affect any investments which are going to be made in the school.

In the second place, the powers of the School Board are considerable, and to a great extent, cover the same ground as those of the Head Teacher. When the decisions are not taken by the administrative authorities they come under the jurisdiction of the School Board: Educational Project, general annual Programming, admission of students, disciplinary regulations, distribution of budgets of the school or complementary school activities. The School Board acts as social participation and control of school management. This is its main virtue and therefore, they are powers which the School Board should continue exercising.

In the third place, he or she must play the role of personnel officer for his/her colleagues who, in turn, must be managed by him/her. It is true that students and parents have also had a say in the appointment, but it is his/her character which more or less consciously and explicitly conditions his/her relationship with the teachers.

Moreover, at the same time, there is a second function: that of being representative of the school community which has elected him/her. Whenever difficulties arise between the criteria of the Education Service and the school community as a whole or each one of its sectors, the Head Teacher will find him/herself in a difficult dilemma: to either fulfil his/her obligations, confronting those who elected him or her, or choose to act as representative of the school, in detriment to his/her responsibilities as Head Teacher.

Training of Head Teachers

Apart from the problems of selection and appointment of Head Teachers, there are also problems with training. Since no specific previous training is required, it is possible that some candidates who are appointed are hardly qualified for the job.

In Spain, nor in the majority of countries, there is no specific previous training for Head Teacher candidates. Neither does this appear to be very feasible nor advisable, given the large number of teachers in the system.

However, once appointed as Head Teacher, it is essential to increase training. A training course has therefore been set up by the Ministry of Education and Science for management teams, and it is being brought into general use. Nevertheless, there are some problems. In the first place, it is very expensive and difficult to offer these courses to all management posts. Moreover, the use of training is minimal as shortly after receiving them the post is surrendered. It is unthinkable to offer these courses to temporary head teachers, appointed for a year. It would only be possible to consider short intensive courses of initial training. Even in this case, the organizational difficulties are still numerous. In sum, up until the present time, the majority of heads have no skill at their disposal other than their own experience in the post and, in many cases, this has proved to be insufficient.

The exercise of authority

The disadvantages derived from the two-fold function, as described, are very directly obvious from the moment the Head Teacher is required to exercise his/her authority. It has already

been mentioned that his/her real power is limited. Apart from this, when exercising power he or she has also little authority.

In the first place, it is scarce because no matter relating to administration and management of the respective schools are entrusted to him/her, over which anyone else has greater information and more direct control than he/she does.

Secondly, although it is true that head teachers may tend to avoid responsibilities when they involve control of teachers, it is also true that the Education Service lacks mechanisms to delegate a more active role to them, to propose incentives to teachers to do a good job, or sanction or initiate proceedings in the case of non-fulfillment of duties.

Moreover, it must be borne in mind that the Head Teacher must become a member of the teaching staff, as a teacher in the school once the term of office is terminated and this may influence the decisions adopted in the most conflictive matters.

Judging from what happens in other countries, the motivations for exercising a management function depend upon the fact that appointment to post of Head Teacher means progress in a professional career. Also that they may have the support and real power from the authorities, they possess authority and professional prestige with the post, the post is granted respect and consideration and that the post inevitably has positive consequences for the future of the headteachers, regardless of their subsequent responsibilities. All these factors need to be assessed when reflecting on measures to encourage teachers to assume the responsibilities of management.

The LOGSE established the precept of assessing the educational system and this assessment will be applied to students, teachers, schools, educational processes and the Education Service itself. Within the framework of the programme for evaluation schools, undertaken by the Ministry of Education and Science, is included the assessment of management control.

A rigorous procedure of assessment of how schools and resources are managed must be established into this more general context. This will on the one hand lead to verification of the effectiveness of the said management and on the other transfer more power to management teams, more autonomy over school

control, with the guarantee that it will be appropriately and positively used.

The management team

The difficulties detected regarding the Head Teacher may also be applied, on the show, to the other management posts, although each one of them has its own peculiarities. However, it should be stressed that the functioning of management teams, once formed, has been satisfactory.

The difficulty of exercising authority and the problems about suitable training are similar to those of the Head Teacher, although they are perhaps of slightly less intensity.

Moreover, the involvement of the different sectors which are part of the school community - teachers, students and parents - in a more autonomous, democratic and participatory role demands that management is not limited to fulfilling the tasks of financial, administrative and personnel control (which it would have to continue doing) but that it is also prepared to undertake the function of leadership in the change which the new conception of the school implies, as more innovative school which is more open to its social environment. This means continuing to improve citizen participation in government through parent and local authority representation on the School Boards. It also implies distributing powers in schools in such a way that School Board and Staff Board work together harmoniously, without interfering in their respective responsibilities.

There must be some guarantee that the management teams are prepared to make progress with these changes. As a consequence, both the conditions and procedures for selection of candidates to management, and the scope and responsibility granted to management posts, plus the characteristics they need to assume new functions entrusted to them, should be redesigned.

PROPOSALS RELATING TO DIRECTION

The aims of the measures which shall be proposed later on in this book are those of harmonizing the principles established in the LODE and the LOGSE in the light of experience from the

last few years, to make schools function more efficiently and improve quality of education imparted therein.

The proposal is that of creating a model based on principles of autonomy, participation and efficacy. This implies seeking a balance between the necessary strengthening of the management function and a democratic functioning of the joint membership boards to provide maximum participation of the educational community in school life.

With regard to the various boards, it would be opportune to extend the duration of the School Board office to coincide with the duration of studies which the new educational system entrusts to the infant, primary or secondary schools and propose the co-operation of the School Board and the Teachers' Committee in assessment of the school, stimulating participation from teachers, students and parents in this way.

The measures relating to Head Teacher have been considered globally. On the one hand, they intend to maintain the democratic and participatory system contemplated in the LODE for election. On the other, increase the authority of the Head Teacher, making him or her participate in the functioning of provincial management and improving training, and at the same time, guaranteeing greater responsibility in the exercise of the post, more demanding requisites to access and greater permanence, to take better advantage of training and experience. Together, there is a logic and coherence about these measures, which may be summarized in the following proposals: maintain the system of participation of election of the Head Teacher, but include other factors in that election, such as qualification and merits of candidates; reinforce the power of Head Teacher and allow him or her to exercise authority and duties with genuine independence; make the management function more appealing so that more able teachers would be candidates for it and their exercise, once positively evaluated, would serve for new professional responsibilities.

A good part of the proposals would have to extend to the Head of Studies and other members of the management team, since the reasons for one and another are similar. Finally, the responsibility of the management team would have to be defined in assessment tasks of the school.

2.5. THE TEACHERS


THEACHERS AND THE QUALITY OF EDUCATION

There is general agreement that to achieve an improvement in quality of education one needs to have well qualified teachers, who are satisfied with their work, with the conditions in which they work and with a system of sufficient compensations. There may, however, be differences in the interpretation of each one of those aspects and about when it is reasonable to consider that this level of satisfaction has been attained. An educational reform necessarily brings with it modifications in some of the indicated areas.

Reform of the educational system means changes with relation to areas of decision-making which directly affect the teachers. The autonomy of schools in determining the curriculum for subjects which are imparted means that the teachers should reflect and take decisions about a number of aspects which may be new and which they do not know how to confront. The creation of curricular projects and programmes in accordance with the characteristics of the school and the needs of the students who attend them demands of the teacher the ability to analyse those aspects in order to respond to them in a better way.

The attribution of these powers to the school necessarily reflects in the emphasis made about the way in which the teachers work, which encourages collective decisions, regarding planning of teaching and revision of teaching activities. Teamwork is then understood as the best way of aiding decision making, of gaining more participatory functioning by teachers and achieving a greater level of commitment with adopted decisions. Moreover, planning of teaching, as conceived in the reform, also possesses important aspects relating to teacher training, and attaining greater efficacy so that ongoing team work is developed.

There is also a degree of considerable agreement about what type of educational work contributes to the most decided way of improving quality. Greater autonomy in planning should be accompanied by an analysis of teaching which allows for teaching to be suited to the specific needs of each moment, use of methods, materials and ideal resources and the evaluation of the work which one wishes to develop in the classroom.




In order to meet the demands of training teachers it is necessary, in the first place, to introduce initial training and selection of those who accede to being teachers. New teachers should have training which allows them to successfully undertake their professional position from the beginning and to become an integral part in the school. The continuation of that training is just as important as initial training. Continuous training of all teachers is even more necessary in periods of change, and therefore the actions which would provide teachers with appropriate training to the new demands have, in the short and medium term great far-reaching consequences. The bringing up to date of teachers in all areas of their work is probably one of the elements which most clearly contributes to improvement in quality of teaching in schools.

The individual professional qualifications of teachers is not enough to ensure that they contribute to quality teaching. The conditions for a collective task like formal education must be so that the joint action of all those who participate in it becomes genuinely good education. Education must therefore not only be planned by the teachers but parents and, when opportune, students, who should also share and direct actions with the same educational ideas.

The result of teachers' work is also directly related to the satisfaction they find in it. It is obvious that quality in the educational system cannot be based on the willingness of a few teachers, it must consist of good professional duties by all. An important part of education is communication, relationships with others and other aspects, and these depend to a large extent on how happy teachers are in their work.

The subjectivity which always accompanies satisfaction in work prevents detailed preciseness of what are the influential factors in job satisfaction. However, some of those factors may be outlined. Thus, for example, apart from purely personal elements which vary from teacher to teacher, the importance of the relationship which the teachers establish with their school is often stressed, plus their working conditions, the perception teachers have of their role in the social structure and in many cases the prospect of possible professional advance. It is important to point out that, in spite of the importance assigned to this factor of quality, some of the areas just mentioned are related to essential elements of teachers or social evolution and the possibility to have any effect on them is very limited.



There are a number of matters directly related to teachers and with more or less direct effect in quality of education which in recent years has been the object of discussion. Areas such as initial training, access to state teachers, continuous training, mobility, professional promotion, balance of compensations, gratifications and level of demand, assessment and incentives for teachers.

The Education Service and teachers themselves had to make a considerable effort to find solutions which best contribute to each and every one of the aspects mentioned. In this way, the Ministry of Education and Science must develop a suitable teacher policy being convinced that teachers' attitudes are fundamental for improving quality and achieving final success of reform.

Throughout history the Spanish educational system, qualifying of teachers in state education at all levels, has been one of the major elements to contribute to decreasing the material and planning shortages which have occurred. The Educational Service is obliged to take advantage of the human capital of teaching bodies, offering the resources, systems and means to maintain its training.

INITIAL TRAINING

Initial training prior to professional exercise of duties was modified by the LOGSE and is at present in a period of planning and launch. An important innovation prescribed by this law in relation to initial training is the need for the title of «Maestro» (a type of teacher) for infant and primary education. This differed from the previous situation, when anyone who had intermediate or upper university qualifications could become teachers at this level . This restriction results from the need to guarantee an authentic pedagogic training for new teachers.

The new arrangement of subjects at these levels has also made it necessary to change the special subject of studies leading to the title of «Maestro». Initial training of «maestros» may prepare for general teaching at one level (infant or primary education) or for the attention of a specific group of students (Therapeutic Pedagogy, or oral or speech therapy) or in certain areas (a foreign language, physical education or music). University degrees lead-

ing to the qualification of «Maestro» in different special subjects were regulated under the process established for all university qualifications and are now introduced in many universities.

For secondary education teachers, who must be graduates, and for technical teachers of vocational training there is also demand for a qualification of didactic specialization, which will permit the completion of training which future teachers have received with regard to their special subject. With this title, obtained after a one year course, greater importance to the didactic component of training of future teachers is granted. The universities will directly intervene in planning and teaching leading to the qualification of didactic specialization.

The LOGSE entrusts the university with a considerable responsibility in initial training of teachers on different educational levels, both for scientific, technical or didactic areas the twelfth clause of the said law established that education authorities will enforce the creation of training centres, the primary function of which will be teacher training. They will concede for training to meet the educational system's needs and above all, they will support the role of universities in educational research and innovation. The maximum involvement of the university as an institution and its teachers in initial and permanent training and in educational research and participation of teachers in the teaching and research activities of the same may have immediate effects on improving quality.

However, for certain areas or materials of specific vocational training technical factors of vocational training may have acquired initial training in other institutions. The singularity of Vocational Training does not only justify this alternative foreseen in the LOGSE, it also suggests for all teachers, the need to complete their specific and thorough studies of appropriate training.

SELECTION OF TEACHERS

The LOGSE established a transitory period of three years for which the entry procedures in state functions had to particularly take into account services lent to state schools.

Once the said transitory period, which regulated entry procedures in teaching bodies had finished, at the end of the last ac-

demical year, the new system was approved and made public. This new system governing entry into the teaching profession was intended to guarantee a suitable level of qualifications for new teachers in the state school system. The care in selection of teachers was immediately reflected in the quality of teacher imparted and in good running of schools. The educational system should therefore have at its disposition a mechanism of selection which draws out those who would most likely do a better job, combining scientific, didactic training and other personal attributes such as ability to communicate and express oneself.

An exam was established to test scientific training and teacher training in oral, written and in some cases, practical tests, the subjects of which were pre-established. The exam made a balanced evaluation of previous experience of the candidates, academic report and other merits relating to special subjects chosen. The new regulation assigned greater importance to the practical phase, which completed selection processing.

PERMANENT TRAINING

Another key aspect to quality in education is maintaining teachers' qualifications and suitability for their jobs. During recent years, a special effort has been made in permanent teacher training which is framed in the provincial training plans and which influence training centres. The new subjects, therefore, demand training efforts for many teachers and assuming this responsibility, one of the aims of the Educational service is to respond to these needs in the permanent training places.

Prior to the LOGSE, the model of permanent training underwent a major modification. One of the most obvious aspects was the creation of the training centres. These, since that time, have been the institutions which have undertaken teacher training, as priority through their infrastructure and organization of all types of activities.

Training centres were created in accordance with the criteria that training is better quality if it covers the particular needs of the teachers of each place and that places of decision about training have to be close to schools. This must go hand in hand with participation from the teachers themselves in planning training.

These two principles determine both planning the teacher network and structure and running.

Throughout the years the training network has been completed and given professional better human and material resources. Moreover, its function has been increasingly narrowed mainly from the Royal Decree of the creating of CEP's, published in April 1992, and also through regulation of training activities and provincial training activities for which the unit of educational programmes of the provincial management is responsible. Important aspects relating to permanent teacher training are being discussed today, since the recent publication of a document for debate which, will allow it to be changed in accordance with current needs and circumstances and provide greater stability. Some problems and prospects relating to adaptation of network of teaching centres and their relationship with other support services are commented upon further on in this document.

The incidence of training centres and perception that teachers themselves have of their work is very variable. Above all from one group to another. Thus there have been great differences with regard to teachers participation in CEP's activities, depending on which body of teachers they belong to. In general, whilst primary teacher participation is high, the same cannot be said of secondary education teachers, among whom the model has not been sufficiently introduced. The tendencies in recent years, however, indicate an approach to greater balance. Once the network of training centres has been consolidated and once the mechanism of how they work has been established, possible diversification of training proposals must be considered and above all, it must be ensured that training activities fulfil minimum quality standards and correspond to the new needs of teachers.

Moreover, the demand for updating technological knowledge relating to the new specific vocational training and, as a consequence of this, the need for having specific equipment and means for achieving this aim, promote the interest in creating structures of permanent training of professional vocation teachers. The training centres, innovation and development of vocational training are therefore the structures of this training.

The need to diversify training, on the one hand and on the other to take advantage of the existing initiatives in this field has

led to the establishment, in recent years, of a number of agreements with institutions without profit making intentions. These agreements often make training activities possible for these institutions and ensure official validity.

In accordance with these same criteria, it is also necessary to take advantage of the enormous training potential of universities, both with regard to school and teachers directly related to the world of education as well as those others which, from any field of knowledge, may contribute to maintaining scientific, artistic or technical teaching qualifications.

Within training activities, supported by schools for teachers, the project of training in schools stands out because of their growing importance and direct relationship with some of the new teacher functions. The greatest responsibility assigned to schools as an educational unit must also be reflected in teaching policies which facilitate consolidation of teacher training, joint planning and resolution of problems put forward and greater possible adaptation of teaching. It is therefore necessary to create a new dynamic to further the projects in schools objective of which will be teacher training or educational innovation in general.

Within the framework of agreements between the Ministry of Education and Science and unions, a system of retributive improvements associated with training activities was established, which led to important change in the role of permanent training. Under the principle that training be voluntary, the periodic financial complements associated with training meant a very considerable incentive to teachers and was also accompanied by commitment of the Education Service to provide suitable resources and initiatives to cover demand raised, always guaranteeing the quality of training under offer.

TEACHERS' SATISFACTION WITH THEIR JOBS

It has already been indicated that teacher satisfaction with their profession, with the conditions in which they work and with the results obtained, is not always easily controllable, since it depends on many different factors which are often widely outside the limits of the educational system. Research from different countries

reveals similar levels of discontent, even when the conditions and structure of the system are very different. However, as far as possible, teacher job satisfaction should be raised by means of incentives and improvements in professional prospects.

The evolution of society has led to new demands for teachers which are often regarded as yet more demands to be added to the conglomeration of tasks and responsibilities they already have. In other cases that same evolution involves changes in attitudes and social behaviour patterns which are reflected in the schools and which challenge habitual uses, affecting relationships established between people. The fact that the population in general is better educated, means that certain social sectors now have intermediate levels of education, which until recently were practically lacking. All these phenomena have led to changes in conditions and some teachers perceive of them negatively. This negative attitude is worsened by what is considered to be a process of social discredit of the teaching profession.

The LOGSE has also involved major change of some of the parameters of teaching which were functioning up until now. A new curriculum for subjects imparted always necessitates adaptation from teachers. Moreover, the new distribution of responsibilities for the planning of education to a certain extent, means a redefinition of some of the functions assigned to teachers, granting them, as mentioned previously, greater autonomy in exercising their profession and therefore, greater responsibility in some fields. This new role is experienced in different ways by teachers: in some cases it gives them a sense of freedom and in others it is a duty, but in all of them it constitutes a change in the manner of understanding their profession. In any case, this role seems to be accompanied by more professional consideration of teachers' work, greater demand for qualification and a stronger sense of independence and control over what they do.

The remodelling of the educational system has been accompanied by modifications in teaching bodies and in the structure of state schools. These have been necessary as a means of adaptation to the new situation. In some cases they have been perceived with thanks and in others, as something negative. Some groups of teachers appreciate important variations in their professional expectations due to the lack of social demand of materials associated with their special subjects, alterations to the curriculum or

simply the decrease in infant population. In all these cases uncertainty occurred, which will disappear as the reorganization of the educational system gets underway, but which affects the teachers' well-being and which the State should therefore attempt to reduce.

PROFESSIONAL PROSPECTS OF TEACHERS

One of the factors most often eluded to explain the teachers' complaints is the lack of stimulus and the uncertainty or absence of opportunities for professional development. The feeling that neither their professional activity nor financial or working conditions will change throughout their working lives is, for many teachers, devoid of stimulus. Satisfaction with the good results they obtain or with their relationship with the other members of the educational community and respect for their work are sufficient motivations for many teachers to continue working happily. However, it is not always incentive enough to maintain a happy working atmosphere for long periods of time.

The system should make it possible for professional development to take place within the schools themselves without need to change jobs. The title of professor in secondary education, teachers of the official school of languages and teachers of plastic art and design basically fulfills this aim and is available to a large proportion of teachers in these fields. Management and control of schools may be considered in the same way, to the extent that teaching is maintained whilst the post is exercised and the previous situation is returned to when the term comes to an end. However, studies should be made to see whether other similar situations exist which could be considered a form of advance from a professional point of view. One of these could be the forming of tutors from new teachers.

Although different, systems for the provision of jobs and mainly for open competition for transfers are also of great importance to the professional life of teachers, especially at the beginning. It is necessary to establish evaluations of the merits which are fixed to the maximum for the conditions in which teachers' jobs normally develop, and provide incentives at the same time for all those actions which contribute to improving quality in education.

MOBILITY AND PROFESSIONAL DEVELOPMENT

Although changing jobs is not the only possibility, nor should it be, it is often regarded by many teachers as making their profession more attractive. Some years ago, the only possibility for change was passing an exam which allowed the teacher to change jobs, under the same conditions as all others, or to become part of educational inspection, to which few people had access. This situation has changed, in some cases because teachers with long years of experience have been able to change jobs, and in others because the system has become increasingly complex and this has given rise to several jobs for which various qualifications are demanded and to which all teachers have access. Thus, in recent years a certain number of routes have been established which have allowed teachers to accede to other situations, sometimes permanently.

The reserve of 50 per cent of new jobs in secondary education and for teachers of plastic art and design to the teachers of group B, with a structure of adapted exam, regulated and begun three years ago is one of the main measures to be taken in this area. The same may be said of the procedures for changing jobs within the same classification group, even when the reserve of jobs is lower. Recently, these possibilities have been increased, establishing a system for teachers who wish to acquire new specialties within the group to which they belong and opting for jobs in the special subjects they possess.

Within the strict limits that uphold the autonomy of universities, the previously mentioned system will be completed as access of teachers to university teaching is granted. During recent years the Ministry of Education and Science has undertaken agreements with different universities by which access to the same is facilitated, as associate teachers, for a growing number of secondary education teachers. These steps should be increased, integrating them into a more global context with relation between teachers and university, which also includes their participation in research tasks. These steps also have an important effect in the quality of education as far as teacher training is concerned and greater awareness of educational problems and their possible solutions.

PROFESSIONAL INSTABILITY

The reasonable concern affecting teachers about their future, provoked by the profound changes which the educational system is currently undergoing, is increased in the case of some teaching groups. This may be for strictly demographic reasons, or because the social demand of special subjects they teach is decreasing, or because of the new curriculum organization. In some cases they regard their jobs as being in danger and in others their actual role within the educational system. Solutions should be provided for these teachers so that they may have greater peace of mind in their work, with the least possible damage to them and the students they teach.

The situation of teachers who have no permanent positions is another source of instability for them and for the schools in which they will work. The annual redistribution of provisional teachers sometimes leads to an undesirable number of changes in schools. From the point of view of quality in education it would appear necessary to increase stability whenever possible, especially in those cases in which provisional teachers have been properly integrated into the school. The situation of provisionability of some teachers is sometimes unfortunately, but necessarily longer than would be wished, and therefore any action which increased their stability in schools would be notably beneficial to all.

TEACHING RESPONSABILITIES OF SPECIAL CHARACTERISTICS

The greater complexity of the educational system has led to the appearance of a certain number of jobs with peculiarities which are not easy to respond to within the legal framework and the way in which things have been run up until now. In some cases these jobs already existed for which legislation or necessity has imposed specific training, as is the case of adult teaching or correspondence courses.

The creation of larger rural schools and the corresponding availability of itinerant jobs has led to some problems which, although existed before with other collectives who also have to travel, have increased because frequency of travel has increased and absence from a single centre of reference. The itinerant condition of these

jobs, to which the rural environment is frequently added, makes them unattractive. All the problems which have arisen in these jobs, mainly derived from the need to travel, should be resolved and the jobs should be treated according to the difficulty they involve.

TEACHERS' ADVISORY WORK AND ROLE IN THE EDUCATION SERVICE

The problems related to selection and training of teachers who undertake tasks which are not strictly to do with teaching, are of particular seriousness. This is due to the fact that the work is different from that usually undertaken by teachers and for the multiple effect their actions have on teaching staff as a whole. Thus, throughout time those jobs relating to inspection, training assistance or assistance in educational programmes have increasingly acquired greater relevance for the educational system. The relevance of these jobs demands that those who undertake them are teachers with experience, and with a high level of training and qualifications. The mechanisms of selection and training, when necessary, should exactly respond to the needs of the jobs to be undertaken.

PROPOSALS RELATING TO TEACHING STAFF

The proposals presented refer to some of the areas mentioned, mainly to those where the greatest difficulties lie or to those which have suffered changes due to the new organization of the educational system.

With regard to training, different models are proposed, opening up all kinds of possibilities to be offered to teachers. At the same time, steps must be taken to facilitate the undertaking of training activities, such as study permits, to be granted in a slightly different way to the current ones. Moreover, several specific means will be included for professional up-dating of some teaching groups for which the general training arrangements are insufficient.

There are many different prospects and situations for teachers, since the responsibilities and interests of each one are different. On an overall basis, a number of measures are recognized,

which will adopt different forms in each case, together with others that concern particular situations of some teachers.

It is hoped that these measures will, on the one hand, lessen uncertainty over the future of the situation of provisionality which may affect several teachers, and therefore their students, whether it be due to their personal situation or that of their group or special subject. The idea is to ensure that the situation of provisionality under which some teachers work, does not negatively affect their schools not the teachers themselves. Other measures, on the other hand, are aimed at easing working conditions of certain groups of teachers which are made difficult either because of personal situation or the post they occupy.

Finally, other measures are an attempt to define teachers' professional prospects with greater clarity, increasing some of the already existing ones as far as models and number of teachers go, that they may benefit from them. The stimulus these measures should represent will only be successful if sufficient stability is given to the whole system of merits which facilitate access to different professional situations.

2.6. ASSESSMENT AND INSPECTION

Improvement in educational quality implies the development of the instruments which provide information upon the educational system's situation and its components, which issue a valued analysis on the success of actions undertaken and which ensure democratic control of the organization and running of teaching and apprenticeship processes. It cannot be said, in the strict sense of the word, that the said instruments produce qualitative improvement in education on their own, but their contribution is essential for continuously driving and orientating the educational system in a rigorous manner. Assessment and inspection are relevant parts of these instruments.

ASSESSMENT AND THE QUALITATIVE IMPROVEMENT OF EDUCATION

Assessment is nothing but the valued and systematic reflection of development and the result of actions undertaken. Due to the

nature of it, it is an undeniable moment in educational activity. In one way or another, it has always been present in the process of development of contemporary educational systems.

In spite of the general validity of this observation, there is no doubt that it has only been in recent times that assessment has become a fundamental instrument for driving education and training systems. The actual use of the term «to drive» is increasingly common in the area of educational policy and administration. It implies the need to establish mechanisms of orientation to become aware of the area undertaken and help to decide on which direction to follow with the greatest possible security. This is precisely the function which assessment plays. From that point of view, it decisively contributes to improving quality in education, on allowing for a more rigorous and objective awareness of the educational system and thereby assisting decision-making on solid ground.

Over and above the support for decision making, assessment is a fundamental element for obtaining and spreading clear, objective and reliable information about the state of the educational system and its components. The said function is indisputable in a democratic society, for which education of young generations is a task of great importance. The expectations created and the interest demonstrated by diverse social groups, both families and individuals with regard to quality in education make it necessary to establish mechanisms of evaluation of the running and results of the system. A well informed society plays a decisive part in improving quality in education.

THE SPHERES OF ASSESSMENT

The present importance attributed to educational assessment and the notable development of its functions have resulted in a gradual widening of its sphere of influence. Over and above evaluation of what children learn, which was its original field of intervention, assessment now involves schools, teachers, the curriculum, the Education Service itself and, in total, the whole educational system. None of these areas may be ignored, even when they are focussed on in different ways, if it is to be considered a contributing factor to improvement.

On the one hand, assessment continues to involve individual learning, albeit adapted to the new curricular models. In harmony with the diffusion of less mechanical models than the traditional ones, assessment procedures have adopted more open and participatory criteria, forcing the actual concept of school output to be redesigned.

On the other hand, having adopted a more complex and interactive conception of the curriculum, there is no longer justification for limiting assessment to the student and the process of learning. The results of education are determined by how teachers perform, how the school is organised and functions, how the curriculum is defined and developed, and how well administration provides resources for efficient running of the system as a whole. All these factors therefore become the object of assessment.

Assessment must therefore include both the more general aspects of the educational system and the more particular ones. Of the latter, schools are the primary object of attention, since it is in them that an improvement in the quality of education is most evident.

ASSESSMENT OF THE EDUCATIONAL SYSTEM PRIOR TO THE LOGSE

In the Spanish educational system, assessment has been practically limited until recent years to the area of student learning. The 1970 General Law for Education introduced the term «assessment» into teaching language, new at the time, arousing a dynamic which would gradually change the habits of exams which traditionally existed between students and teachers. There is no doubt that in the last twenty years major development of assessment in learning has taken place which, although always open to perfection, has changed the ideas and teaching practice.

However, in other areas of educational activity the same rapidity in the spread of new ideas relating to assessment has not occurred. It could be said, using an expression which has become popular in other countries, that there has never been a general and widespread «culture of assessment» in Spain.

Prior to approval of the LOGSE, the initiatives undertaken in this sense were strictly limited, generally being conducted as trial cases. As far as assessment of schools went, several programmes

and models were developed by some organizations of the State, and a few in universities, being applied to a small number of cases which, in spite of their efforts, scarcely gained any conclusions which could be transferred to other fields. However, the pioneering role that these experiences represented for more comprehensive and general programmes should be underlined.

With regard to assessment of educational programmes, it should be said that some research was carried out by the Education Service, such as those on the Programme of integration of students with special educational needs, after their first years or application, or the first professional modules of level 3, in the period following its introduction. Some university departments participated in this task, carrying out assessments of specific programmes on the initiative of the persons responsible. As a whole, it may be said that the latter was the most systematically covered areas of all during this period.

With regard to general assessment of the educational system and its reform process, the only experiences were those promoted by the educational authorities. As an example, assessment of the experimental reform of intermediate studies, undertaken by the Research, Documentation and Research Centre (CIDE) between 1984 and 1989 may be mentioned, or the research undertaken by the Autonomous Community of Andalusia on reform of the upper EGB cycle. Other areas, such as assessment of teachers or the curriculum simply did not receive any special attention during these years.

ASSESSMENT OF THE EDUCATIONAL SYSTEM AFTER THE LOGSE

Although all the se initiatives opened new possibilities and directions for work in the future, it has not been until most recent times that the assessment of the educational system has been consolidated as a new field of action. The LOGSE marked a point of inflection in this development process, on making express mention of the same and establishing some provisions for its launch.

As one of the contributing factors to improvement in education, assessment of the educational system was covered in Sec-

tion IV of the LOGSE. Article 62 established that assessment should aim at permanently applying the educational system to social demands and educational needs and that it should be applied to students, teachers, schools, educational processes and the Education Service itself. Thus, on the one hand, the Law indicated the final aim of assessment which consisted of permanent regulation of the educational system and training. On the other, it guaranteed the progressive appearance of areas of action which had been registered in previous years. In the same article, the LOGSE indicated the creation of the National Institute of Quality and Assessment, the regulation of which was covered by the Royal Decree, in June 1993. In the light of this, the new institute became a key element in carrying out general assessment of the educational system and for undertaking proposals for its qualitative improvement.

This legislation thus led to a new mechanism for evaluation the educational system which is being undertaken at the present time. The National Institute for Quality and Assessment is to develop a device for undertaking this task, with participation from the various educational authorities. The latter, for their part, are responsible for assessing the system in all its respective areas of competence, for which they have various types of instruments available. The specific plans which are developed still have to cover the different components of the system, combining external assessment with auto-assessment and co-assessment.

Two particularly important projects have been started during recent years by the Education Service, on application of this new model of assessment. The first, called the EVA Plan, is working towards conducting assessment in a growing number of schools and colleges, with an eminently educational end. Up until now, this Plan has been of an experimental nature, covering some four hundred schools of different levels, sizes and location. The second project has consisted of a follow-up Plan for the introduction of the LOGSE, with the intention to collect contrasting and accurate information on what the reform is currently doing.

Although these are not the only assessment projects under development, they are of notable importance because they cover two areas - schools and the reform processes - which are particularly relevant to qualitatively improving education. Moreover, the Educational Service, teachers and specialists continue to insist on


assessment of learning and educational programmes to further the work initiated during previous years.

CURRENT SHORTAGES OF THE ASSESSMENT SYSTEM AND PROPOSALS FOR ACTION

Assessment of the educational system in this country has therefore undergone rapid evolution over recent years. Nevertheless, this does not mean to say that there are no problems in this field. It is perhaps more pertinent to talk about shortages, rather than problems, since they are the results of insufficient development to date. For this reason, the proposals expressed are most aimed at covering these deficiencies.

on the one hand, there are some areas which have not had enough attention. Among them, the most obvious are assessment of teachers and of the Educational Service itself. There is clear awareness that professional action of teachers and the support provided by the authorities for the running of schools are two factors of prime importance for qualitatively improving education. However, recognition of this fact has not led to the design and application of assessment studies in both directions. Although the assessment of the said fields entails numerous difficulties, as experience from other countries shows, they must cover them. It therefore seems reasonable to begin designing assessment mechanisms of teachers and management, since both are fundamental. In the same way, external assessment research of the Education Service itself needs to be made, in order to generate awareness of its actions and improve the way in which it functions.

Moreover, some of the recently initiated programmes, which have received great attention, as is the case of the EVA Plan of school and college assessment, previously mentioned, has not yet become as generalized as was intended. Given the significance of the said programme for improving the organization and functioning of schools and colleges, it seems excusable to undertake extra effort to allow the plan to be made more general in a reasonable period of time. In the same way, teachers and management teams should be stimulated to participate in assessment plans which are applied to schools and colleges, for development of auto-assessment and co-assessment practices.



Something similar could be said of assessment of the current reform process. Although the follow-up Plan of reform application which has already been initiated has meant opening up new lines of work which may be positive, there is a clear awareness of the need to continue advancing in this direction in future years. The Ministry of Education and Science will continue in the said task, which will doubtlessly lead to better educational results. Assessment of the reform process must become a primary aim of the new National Institute of Quality and Assessment.

Moreover, advances must continue to be made in constructing an integrated mechanism of assessment, in which several projects and studies form a coherent and interrelated whole. The National Institute of Quality and Assessment must occupy a primary place in this context, but coordinate its action with the other agents of assessment, such as the inspection services or the schools themselves.

Finally, the results of the studies undertaken must be communicated as widely and as much as possible. The development of assessment of the educational system will not serve for anything if its conclusions only reach a very small circle of specialists. As previously mentioned, clear, systematic and accurate information is a primary aim for the public debate on education, assuring socially democratic control of the educational system and guaranteeing decisions on solid bases. Qualitative improvement will be an end result of this.

SUPERVISION AND INSPECTION, FACTORS OF QUALITY

Within the concept of assessment outlined, inspection constitutes a basic instrument for obtaining quality in education. In reality there is agreement that the concept of inspection should be included in the widest educational supervision. The first has been nothing but the precise mould of the second in a good few European countries. Thus, to talk of inspection in the Spanish context means to talk of a specific model of supervision adapted in our educational system.

Supervision and inspection is a fundamental mechanism of external control and direction of educational and training systems, whilst at the same time it carries out a function of evaluation and assistance. The function of inspection must be closely linked to control, orientation, evaluation and consultancy. If inspection has

traditionally been perceived as a body exclusively devoted to control, its functions are currently being rearranged. Its incorporation into the assessment tasks of the educational system, and very particularly of schools, has determined major changes in its professional profile and in the perception of it. The said changes are clearly visible in many neighboring countries.

The existence of a professionally shaped and competent inspection, which is aware of the educational reality and adds dynamism to the school community, committed to progress, loyal to the spirit and vigilant of fulfillment of rules and regulations issued by authorities is, without a doubt, a decisive factor for qualitatively improving education. Therefore, any proposal which is put forward in order to achieve the said improvement must, by force, consider the organization and functioning of inspection.

THE CURRENT SITUATION OF THE INSPECTION SERVICE

The present Service of Technical Inspection of Education was created by the enactment of Law 30/1984, of Measures for the Reform of the State Service, and it attempted to make progression in the major changes and innovations regarding educational matters which were being debated prior to the imminent enactment of the LODE.

The general inspection model derived from the said Law, combined into a single body (the Body of Inspectors at the Service of the Education Authorities - CISAE) the inspectors who belonged to the Bodies of inspectors of Basic General Education, bachillerato and vocation training, which were removed. Inspectors with higher qualifications and proven experiences were now incorporated into this Body, with the intention of putting into practice what has already been attempted in the 1970 General Law of Education with new spirit.

The present educational needs demand that, together with the now consolidated inspectorate experiences of some civil servants who have had previous experience, others, with more recent experience should be incorporated facilitating closer contact and communication with teachers. The said incorporation would no doubt strengthen comprehension of innovations and new experiences resulting from educational changes which are being designed.

The LODE established the appropriate framework for permanent discussion in the school community, consequently demanding a new model of intervention of educational inspection, which guarantees real application of principles of social participation, pluralism and equal opportunities.

The LOGSE represented a new step forward in this process, on including inspection among the factors leading to quality and improvement of education and thereby granting it a series of functions and attributions in accordance with the said plan. Among these functions, apart from the traditional ones of ensuring fulfillment of rules, balancing control with consultancy, others were increased, such as comprehensive and systematic assessment of schools, capable of encouraging, in turn, the development of mechanisms for auto-assessment of these and the constant improvement of teaching practice, through a closer contact with teaching teams. Activities relating to information and orientation of the different educational community sectors were also increased, as was negotiation in possible situations of conflict. The function of «collaborating in improving teaching practice and the running of schools as well as the processes of educational renovation» was treated in first place.

The latter line of action is directly related to organizational and curricular autonomy which the LOGSE itself attributes to schools, lending them defined identity and personality and permitting them to present a new educational offer to society. The adoption of curricular decisions more in accordance with the needs of students and the characteristics of the environment, control of human and financial resources, decision-making in teacher training and teams through projects in the school itself, the opening up of its installations and activities to the environment and the constant communication and dialogues with other institutions will give rise to future schools and colleges with new dimensions, until now unknown. Inspection must, logically, fit in with the said general model.

MAIN PROBLEMS FOR THE INSPECTION FUNCTION

The new circumstances generated from the enactment of the LOGSE and the emphasis at the present time on obtaining quality in education makes it necessary to view the situation of educa-

tional inspection as a whole, to see if it is possible to find formulas which lead to exact approximation of the goals put forward. The accumulated experience with the model introduced by the Law 30/1984 has led to greater awareness of the malfunctions which may have occurred and thus aims towards defining a new model of inspection which corresponds to the new conditions of Spanish education.

The model of access to inspection at present has been conceived with the idea that teachers who undertake this function will be incorporated into the teaching staff again after the period of three and six years that the Law 30/1984 permits. However, reality has shown that, for proper organization of a service of a permanent nature, some of the employees need to dedicate themselves to the task continuously. Therefore Law 23/1988 determined that those civil servants who had completed the period of six years could continue in inspection for indefinite periods of time.

Having thus introduced the possibility of indefinite permanence in inspection, it is now necessary to revise the system of access, since it was conceived for a very different situation, in order to bring it into harmony with the new needs of inspection.

The model of inspection no longer fully responds to new demands of schools, as a consequence of the system designed which was, by definition, scarcely homogenous until the publication of the LOGSE. Improvement of quality in education effectively requires a new school direction, new curricular conception, new model of school autonomy, new scope for didactic departments, greater definition, in sum, of the personality and identity of the school in the environment in which its activity is developed.

New formulas for action should be developed which will lead to more specialized and personalized action, when the system demands it. At the same time the best aspects of the current model should be upheld (general vision of the system, teamwork, coordinated action of the different peripheral parts of the Education Service, uniformity of activities through a general plan of action, etc.).

Consideration must be given to consultancy and control which inspection will have to develop in the new vocational training, in the programmes for curricular diversification and social guaran-

tee, in the specificity of each one of the future bachillerato modules, in the conception of infant schools, in programmes of integration, in the whole varied range of special and adult education, and in the evaluation of new schools and colleges which are characterized, especially when secondary schools, by the quantity and diversity of subjects available for taking.

PROPOSALS FOR IMPROVEMENT OF THE CURRENT INSPECTION MODEL

The new situation defined by the LOGSE demands an inspection model which will communicate information more accurately, increase the work of teacher teams, impel the introduction of the different educational stages and fit them into the new framework of school autonomy. In sum, an inspection which decisively cooperates within the said framework of school autonomy and specifically contributes to its assessment, particularly in its aspects of organization.

Current inspection must therefore change qualitatively to adapt itself to the new educational reality. Of prime importance in this adaptation is a better administrative definition of what it does and how new strategies for up-dating and perfecting are to be designed. The main idea is to increase professional qualifications of inspectors, especially in those aspects related to the new school model which the LOGSE designed and which its bodies of government will have to put into practice within the framework of autonomy of organizational and curricular control.

The future model of inspection must be capable of combining general with specific, acting in a team with the necessary specialization, hierarchical organization with individual functioning, strict control with respect to the increase in school autonomy, consultancy and information with the processes of auto-assessment and external assessment of the school institution. To sum up, a harmonious model, from the actions of which stem the necessary coordination and support which schools are going to need in the future.


Moreover, in accordance with the considerations which have been undertaken previously, access to inspection will have to be reformed, so that those who become inspectors may be made

permanent, in concordance with the functions which the LOGSE attributed to inspection.

The considerations mentioned in this document concerning strengthening of school management also involve firm conviction that if at one time there was a high level of agreement about the fact that those people who had not been teaching for a reasonable length of time could not enter inspection, then it would be difficult to conceive of an inspector today who had not managed a school or participated actively in management functions.

Finally, the general inspection model currently in force must be compatible with the specialization of its members, guaranteeing the necessary equilibrium between the different levels of education from which the candidates for inspection came. From all these measures it may be hoped that inspection will meet any new demands that befall it and make a decisive contribution to improving quality in education through the same.





**Measures for improving
quality in education**

3. MEASURERS FOR IMPROVING QUALITY IN EDUCATION

In the previous chapter we outlined what should be the primary lines of action with regard to improving quality in education. Some of these areas may be developed with the legal regulation and organizational measures in existence. However, it appears that other measures, other initiative and in some cases, other legislation are needed to advance the education policy and resolve the problems which have arisen.

These proposals have been drawn up in the light of the demands for quality and the new powers of joint membership bodies, in the light of management problems already analyzed and the solutions most frequently adopted in the surrounding countries. They therefore respond to a wide range of reasons, but always bearing in mind the most evident characteristics of our educational system and its current orientation towards more participatory and decentralized functioning.

The specific proposals, grouped into different paragraphs are numbered in turn and written in italics to facilitate their identification.

3.1. EDUCATION IN VALUES

- 1. The creation and spread of curricular and didactic materials will be advocated. Innovative experiences and activities will also be advocated which will tend towards facilitating*

action by teachers and schools in the area of education in values, both in moral and civic education, with regard to the values with which the attitudes established as basic curriculum contents are associated.

One of the problems of education in values is the lack of materials and proposals for teachers and schools to make their presence effective in the education they provide. Sometimes, even when there is utter conviction about their enormous importance, difficulties occur for shaping them into education policies.

It is therefore important that, the initiatives undertaken by the Ministry of Education and Science for the creation of materials and initiatives of innovation and experimentation, are supported by actions expressly aimed at facilitating reflection on education and its values, the organization and running of schools, planning of education and the actions taken by all those who work in education. The novelty and difficulty of including attitudes in the new curriculums, and especially those relating to moral education and other cross-curricular subjects, requires a special effort from the Education Service to ensure that teachers have rules for action and materials at their disposal.

2. Training activities and programmes will be promoted, which will be aimed at all members of the educational community, to increase the presence of education in values in the action of schools and colleges.

This proposal is linked to the previous one and is based on the same idea about the need for education in values through very varied mechanisms. Among those, of special importance are its inclusion in programmes of teacher training.

Education in attitudes and values will affect training more, to the extent that the whole school is involved in it. It is of great importance, therefore, that all sectors which play a part in the education of children and young people feel involved and the previously mentioned training activities should be aimed at them. This proposal will have to be adapted both to the training plans of the teachers and to the actions taken up for encouragement of participation, lending support to training activities in this area organised by parent associations, youth associations and other organizations.

- 3. The Ministry of Education and Science will cooperate with the non governmental organization which are actively working in favour of equality between persons and solidarity between countries.*

During recent years major initiatives have arisen, which have been the fruit of work undertaken by large groups of people, who have tried to encourage attitudes for the defense of human rights, respect for ethnic minorities, for active participation in favour of less fortunate beings. The war, illness and hunger have mobilized the energies of many citizens. The Ministry of Education and Science declares its willingness to cooperate with associations which work towards these aims, its aim being to encourage attitudes of solidarity and tolerance in schools and colleges.

- 4. The Ministry of Education and Science, in accordance and in collaboration with other administrations, will promote the undertaking of programmes and experiences in areas relating to important values of current society, such as preservation of the environment, healthy behaviour patterns, prevention of accidents and consumption patterns.*

As a follow-up of actions which have already been started and in order to lend shape to some specific ones, the Ministry will attempt to complete, together with the appropriate organizations, educational actions which, in turn, form part of the policy of those sectors, such as protection of nature and preservation of the environment, improvement in health conditions through education about healthy habits for life, which also serve as preventatives factors for preventing consumption of substances which damage one's health, prevention of accidents at work and traffic accidents and the formation of socially positive attitudes. They are all areas where the responsibility of other Authorities affect education and the Ministry of Education itself. Other combined actions will also be programmed which will aid development of the cross-curricular subjects.

- 5. Very special attention shall be given to ensure that school life develops in accordance with principles of tolerance and respect towards others, whatever their personal circumstances or social or ideological position may be.*

The idea is that schools shall function in accordance with the same basic principles of co-existence which have to regulate co-

existence in general, without discrimination towards certain types of people and with maximum respect towards those who for whatever reason are different from the rest.

6. *Special attention shall be devoted to all those aspects relating to education in values and attitudes in the framework of follow-up and evaluation of educational projects and curriculums of schools.*

Educational projects and curricular projects of each stage, being essential elements in teaching planning, must reflect all the actions and initiatives which have been developed on education in values and attitude. The importance of guaranteeing that in these documents sufficient and appropriate response to the probes put forward in each school in particular is made. Consequently, education in values must be one of the main dimensions considered by School Boards and Teachers' Committees in assessment of educational and curricular projects, and by the services of inspection and supervision which both documents should undertake.

3.2. EQUAL OPPORTUNITIES

7. *Schools places will be offered to all children between the ages of three and six who belong to groups with special educational needs or who live in socially disadvantaged areas and the establishment of agreements with local Authorities will be gradually promoted to encourage their incorporation into the first cycle of infant education.*

For all groups of small children at risk from learning problems, starting school earlier increases the possibilities of early detection and treatment of those problems. The creation of educational programmes which help, from the beginning, to overcome or compensate for the possible shortage which children suffer in their family or social environment and which facilitate their entrance into schools will notably decrease the effects of adverse conditions which could otherwise easily lead to failure or at least to much poorer educational results than would be desired.

Children with special educational needs which have already been detected usually need specialist education. Their introduction into infant schools leads, in the majority of cases, makes this

treatment possible and, improves their future expectations as the time they are at school is lengthened. In short, although it is not intended to school all children at a stage when schooling is not obligatory and parents play the central role, it is intended that this measure will ensure that schools provide specialized education which parents cannot or are not in any condition to ensure.

8. *In the meetings held for the granting of study permits and aids for the realization of innovation and research projects, special consideration shall be made concerning the circumstances of schools situated in socially deprived areas or which integrates children with special educational needs.*


This proposal is an attempt to encourage schools where there are high failures risk groups or groups of children who require specific attention, encouraging their participation in projects and programmes aimed at improving training of teachers, development of innovative initiatives and greater awareness of the problems they involve. This is a means of positive discrimination which, as in other cases, must be put into practice without affecting the attention that the rest of the school needs, but with the conviction that the attainment of similar levels of quality in all schools requires measures of compensation to those who come from disadvantaged groups, in all areas of the educational Service.

These circumstances may be perceived from different angles, In some cases it would be better to value the fact that teachers belong to schools of these types in the assessment of projections presented. In others, it may be better to reserve a part of financial budget for initiatives undertaken by these schools.

One measure of these characteristic is the indirect effect of contributing to the stability of the staff in rural areas. Constant changes in staff are not positive and it is a good ideal to establish conditions which encourage permanence of teachers in them

9. *Special attention shall be paid to the needs of rural schools which have been grouped together when appointing specialist teachers in primary schools.*

The Ministry of Education and Science is committed to providing specialist teachers for primary schools whenever possible, throughout the introduction of the LOGSE. The recent control of rural schools which are grouped together, generally consisting of single



classes or incomplete schools, and the possibility of providing teachers who will be itinerant has made it possible for specialist teachers to teach in areas which up until recently was unthinkable. It is hoped that by doing this clear priority will be established for specialist teachers, with the understanding that their work will contribute to accelerating the process of compensation for inequalities.

10. *Training programmes shall be developed for teachers who have integration students and students belonging to ethnic minorities or who are from different cultures in their classes.*

The peculiarities of teaching students who are being culturally integrated, who belong to ethnic minorities or who live in socially deprived circumstances, together with the particular difficulties that these circumstances create, has led to the need to establish specific training programmes for teachers of this nature. The quality of the education these children and young people receive depends on the level of awareness of the problems which may arise and the ability to programme educational activities and teach according to their needs. Programmes therefore need to be provided for these teachers.

The integration programme for children with special educational needs has an ample training plan at its disposal, which includes publication of materials for teachers who attend to children with specific problems and training of the member of the orientation team, school consultants and teachers in general. The increase in the number of schools which integrate those children and the inclusion of secondary schools in this programme necessitate going ahead with the steps taken for training and indeed increasing them, so that the education of children with special needs is adapted to their situation and gives them the best possible chance.

11. *Adult education opportunities shall be increased and diversified.*

Adult education should be adapted to the new educational system, guaranteeing its move forward from the old one. To this end the Education Service must offer subjects for adults who possess the qualification of School Graduate which will allow them to attain the basic education laid down by the LOGSE and organise exams for people over eighteen to directly obtain the qualification of Secondary Education Graduate. In the same way, bachillerato,

vocational training and foreign languages must be offered. Exams must also be organised for people over twenty three so that they can directly obtain the Bachiller, increasing their opportunities to reach levels of education which are not statutory. These changes are in accordance with the legal mandate contained in the new regulation of the educational system.

Moreover, priority will be given to the educational needs of the adult population who come from socially deprived sectors, who lack basic training and who have difficulty adapting to society and finding jobs. The adult immigrant population deserves a special mention here. In all cases, education must be made more appropriate for the conditions, needs and characteristics of the adults at whom it is aimed and both on-the-spot education and correspondence courses must be expanded.

12. Compensatory measures shall be established in order that education in rural areas and in deprived urban areas shall not be affected by the shortages of the social and cultural environment in which they are situated.

The proposals contained in this document will lead to considerable increase in school autonomy. Because of this, educational services offered by state schools will be able to vary considerably, in accordance with many factors some of which are directly related to the opportunities provided by their environment. Some of the causes for poorer education are the inexistence of other nearby schools with which to communicate, less companies in which to send students for training practice, mobility difficulties or smaller schools.

The Ministry of Education and Science will promote specific teaching staff and programmes to compensate for the differences resulting from the environment and to preserve equal opportunities for the children and young people of these areas.

3.3. SCHOOL AND COLLEGE AUTONOMY

AUTONOMY OF ORGANIZATION AND EDUCATIONAL OFFER

13. Use of school resources for students and society in general outside school hours shall be encouraged, for sports, artistic activities and study.

Schools are to progressively offer the use of their resources to students and the neighboring community in order that maximum utility and advantage may be made of them. It would be particularly useful if they could use the library, sports fields and equipment, and other school resources during the evening and on Saturday mornings.

The aim of this is for schools to incorporate many complementary activities into the educational Project, which will be of benefit both to students and the community. These activities may be very diverse, according to the material and human means available in each case and the interests of the school community itself. Cooperation from parents and students associations, local authorities and other institutions may lead to a wider offer and satisfy the needs and aspirations of students and their families who usually have to make use of other services in the community: sports, music, languages, adult training, computers, photography, etc.

14. The use of school libraries by students shall be encouraged and made easier.

The material resources of schools may help to compensate for some of the social inequalities and encourage training of all students. Use of school premises shall therefore be increased, allowing students to have classrooms or halls at their disposal where they can work in an atmosphere of concentration and study and use of school libraries shall be extended.

15. A physical education and sports programme shall be started for schools.

The creation of sports associations which organise physical education, sports and recreational activities shall be promoted as some of the actions which make school life more dynamic and which lead to healthy habits for free time throughout their lives. These associations which may form part of the cultural association of the school will be approved by the School Board. The aim is for each part of the school community to play a significant role in the evolution of the association in their schools: the teachers who encourage the activity; the parents who will take part in the activities; the state authorities and private institutions which will provide material and human resources so that the activities may be enjoyed with the least number of obstacles and finally, the

authentic protagonists of this programme, the students, who have to be responsible for these activities.

Involving students in sports activities, linking them to their immediate environment, will without a doubt, give rise to an increasing basic sports association network. Activities which may be put into practice are sports schools, with a focus totally open to the demands, motivations and physical abilities of the students in the school. Sports competitions should also be an important part of these, within which internal championships should be the basis of competition. Inter-school competitions could also be organised. Finally, activities involving nature may be another aim of this type of programme.

16. Initiatives will be encouraged and advocated for artistic and musical activities in schools.

Considerable importance has been given to artistic educational in general, and to musical education in particular in the new curriculum, recognition being made of the high educational values of these subjects. This new arrangement should also take into consideration complementary activities which need to be made available and form part of the complete education offered by the school.

Individual school dynamics often leads to theatrical activities, the value for all those participating in them being acknowledged. It is necessary to integrate into the culture of extra curricular activities other musical ones which are educationally valuable and which widen the possibilities of what students do in their free time. With this proposal in mind, the creation of groups of students who will continuously devote time to artistic and musical activities shall be promoted.

The frequent existence of students who simultaneously go to school and also study music may be used as the seed for creation of activities of this type, which may be supported by a cultural association created by the school itself.

17. Innovative experiences in the area of organization and functioning of schools, the aim of which is to work in teams of teachers shall be commended and incentives shall be provided for the same.

The introduction of the new subjects, which are to be organised in a different way, into cycles, stages and levels, plus the

work required to produce educational and curricular projects, the existence of new bodies of teaching coordination and the cultural complexity of schools will require considerable effort in organization tasks because of their quantity and novelty.

The positive effects of good organization are indisputable, for schools to function effectively. Given that new organization supposes many goals, teamwork should be encouraged and thus contribute to better results in these first introductory years.

There are many schools which have managed to adopt formulas for good organization and original and satisfactory methods of running the school. These solutions should now be made widespread and debated, and other possible ones should be investigated and sought.

18. School lunch service shall be progressively increased in those schools where social circumstances promote its existence.

The school lunch service is a complementary service of indubitable importance. Many schools already offer this service, but there are still others who lack it for various reasons and circumstances. In order that a greater number of families may benefit from the service, steps will be taken for its extension to all schools who do not yet dispose of this service, with priority attention given to socially deprived areas.

19. Useful cooperation between society and schools shall be promoted by the voluntary action of people or groups who wish to contribute by extending the offer of educational services.

The Ministry of Education and Science is responsible for providing quality educational services to the whole school and student population and thus providing schools with sufficient financial and personal resources. However, even if these resources are multiple, it is clear that complementary education can always be improved.

Voluntary participation and support from society may thus be aimed, among other things, at supporting the different types of schools and conservatories. Participation may be collaborating with institutions with non-profit making intentions and social ends, the

creation of support associations for schools or the individual voluntary action facilitated by the Educational Service and government bodies of the same.

This measure is an attempt to increase interaction in society in general and schools, opening up the possibility of a greater educational offer.

20. *A procedure will be established for the staff in new schools so that they may partly or wholly belong to teaching teams from the same area or locality who have previously created a pedagogic project.*

The cohesion of the teaching team is a factor which very positively influences the running of schools. It is therefore pertinent that in those cases where a large part of the staff will be taken on simultaneously, that access to these jobs should be given to groups of teachers who already share a series of educational principles.

Newly created schools are therefore in a privileged situation, since the whole staff should be covered in a short space of time. A meeting prior to the exam for teaching places should be arranged and aimed at groups of teachers, so that all or some of the places may be assigned in a block.

This proposal advocates major change in the conception of what up until now has been the provision of jobs in state schools based on individual merits. It means giving greater priority to teamwork and cohesion than to the other considerations taken into account in all other cases. Consequently, there must be some guarantee that this end will be achieved, establishing limits, on the one hand, to cover at least a large percentage of the staff and on the other through appreciation for the project presented, both from the point of view of quality and guarantees of good functioning offered.

21. *Conditions will be established for organizational structure and function of secondary schools which impart vocational training to enable these teachings to develop in close relationship with companies in the area and in contact with the working, productive world.*

In the curriculum of specific vocational training practical work in companies is one of the main educational elements because it gives students the chance to link up their knowledge with the real

world, shortening the step from school to work. In order that this aim may be effectively fulfilled it is necessary to facilitate the relationship of schools and teachers with companies and institutions of the sector, through organization criteria of sufficient flexibility and autonomy.

The figure of assistant Head of Studies will be established who will be responsible for vocational training to treat problems specifically relating to training cycles in secondary schools. This member of the management team, together with the heads of departments, will coordinate relationships with companies and other institutions for the development of training in the socio-economic environment.

CURRICULAR AUTONOMY AND EXTERNAL SUPPORT

22. *Services and organizations which specialise in educational and professional guidance shall be increased, as will their functions of consultancy and support of the teaching teams.*

In order to achieve the aims which educational guidance pursues, the work which is currently being undertaken by teams of educational and psycho-pedagogic teams at infant and primary education levels shall be reinforced, within the context of production, application and revision of the educational and curricular projects of schools. The participation of professions on these teams in the commissions of pedagogic coordination will provide special attention to curricular projects on the activities of orientation, from those included in the tutorial plan of action to those aimed at satisfaction of special educational needs which some girls and boys may have.

Moreover, the creation of careers departments in secondary schools shall proceed as reform is introduced. In accordance with the characteristics of the schools, and as the different subjects established by the LOGSE are introduced, these careers departments shall be completed. At the same time, and when the conditions of these schools require it, some teachers who are appointed to the didactic departments will be able to teach programmes of curricular diversification arranged by the careers departments within school hours.

Also, in order to facilitate information about professions, co-ordination will be established with the authorities responsible for employment offices so that accurate and up-date information exists about job offers in the area.

When the careers teams and departments are responsible for the choices available at the end of levels or stages in education, special attention should be paid to the girls. It is necessary to provide girls with detailed information about careers and professional opportunities which are not traditionally feminine and, in particular, scientific and technical careers, so that their choices reflect their genuine interests and abilities and counteract the influence of other reasons which lead to discrimination of women.

23. *The existing support services shall be reorganized to increase coordination between the same and fit their actions around the needs for training, consultancy and support for teachers and schools, in accordance with planning undertaken by educational programmes units of the respective provincial authorities.*

The pedagogic, curricular autonomy and control of schools

recommend the reconsideration of the functions which different support services offer (educational programmes; teams of educational orientation and general psychopedagogy, of specific and early attention; school resources and support services in rural areas; consultants and support for compensatory education programmes) and their actions in schools.

The search for procedures and modes of action which allow for link up of their contributions in the dynamic of work of schools and which assure the pertinence and relevance of the same for satisfaction of training needs, consultancy and support of the teachers is particularly important.

To this end, the current network of teacher centres and resources centres shall be joined together in a single network which will make didactic resources - materials, training and support - available to teachers of all educational levels - which are necessary for progressive improvement of quality in education.

To guarantee the fulfillment of its functions, coordination will be improved between the different types of consultancy and sup-

port which often converge in one and the same school, as well as between the same and the educational inspection services.

24. *The creation and circulation of curricular and didactic materials of quality shall be advocated and a documental information service shall be organised through the new network of teacher and resource centres, which shall be operative and useful to teachers and teaching teams.*

The possibility of disposing of, consulting and receiving information and assistance on curricular and didactic materials of good quality is a very important element for teachers and teaching teams to such benefits of curricular development. The Ministry of Education and Science shall continue to efforts already undertaken in recent years for teachers to have good quality curricular and didactic materials at their disposal.

The Ministry of Education and Science shall therefore provide incentives for teaching teams to produce valuable didactic materials and will facilitate their publication and help the whole teaching profession to be made aware of them.

In order to make teachers aware of basic documental resources already in existence and those which will be produced in the next few years, an efficient, useful and operative information, consultancy and assistance service shall be established for greater awareness and appropriate use of curricular and didactic materials which are available and experiences of innovation which have taken place or are in the process of taking place. This service will use both the new network of teacher and resource centres as well as those of training, innovation and development of vocational training.

AUTONOMY OF FINANCIAL AND ADMINISTRATIVE MANAGEMENT

25. *A greater number of administrative tasks will be directly carried out by the school secretaries.*

The aim of this proposal is that the administrative departments become the normal means of linking teachers and students with the Educational Service. The basic idea is to find flexible, convenient and efficient formulas with which teachers can resolve their affairs with the Educational Service. this refers both to personal affairs and those pertaining to the school.

The secretaries of these schools will be able to become offices of registration and information for the Ministry of Education and Science.

26. *The process for increasing powers of acquisition of goods and for carrying out construction works will be promoted.*

As a result of increased school autonomy, it is positive that they also dispose of greater decision-making capacity in the determination of the material needs of the school.

Financial autonomy should therefore be increased with regard to acquisition of furniture and equipment, maintenance and improvement works which do not require technical projects and all others permitted by Law 12/1987, of 2nd July, which established autonomy of school control.

27. *The Ministry of Education and Science will offer Head Teachers the possibility of becoming informed about decisions which affect the organization of material and financial resources of schools.*

The aim of increasing school autonomy of control over material resources is to make that control more efficient. Decisions about the distribution of provincial resources for running costs, construction works and furniture for schools are very important. The active participation of head Teachers in provincial management, proposed by this document, for material resources, may lead to very detailed adjustment to the needs of each school and the priorities which should be adopted for maintenance and equipment to be equal in all schools, and as balanced as possible according to the said needs and the available resources.

Head Teachers should therefore be able to participate in provincial planning of resource distribution and be informed as to the decisions which affect schools so that when they are finally adopted, there is detailed justification of the specific needs of each school, their importance and priority.

AUTONOMY OF HUMAN RESOURCES MANAGEMENT

28. *The Management Team's responsibility in personnel matters shall be increased.*

It is equally necessary to increasingly grant greater autonomy in administrative affairs and particularly matters concerning personnel. To this effect, measures should be taken so that the Head Teacher has the power, together with his or her team, to make decision relating to working condition, permits, incentives, control, personnel regulations, etc. Naturally, this increase in authority must go hand in hand with serious control of the Management function, by means of strict assessment of the same.

29. *Within the limits established by the Educational Service, the management team will have to plan for more efficient use of the human resources which have been made available to the school by the provincial Authorities.*

The management, as has become normal, must plan teachers timetables so that they attend to the educational needs of students, and the teaching and complementary responsibilities of each teacher. Moreover, management is entrusted with planning the work of temporary teachers and other possible teachers who are experts in vocational training or who have been taken on to cover needs derived from innovation projects, study permits or the like.

The management team will be particularly concerned that teachers in the school may participate in training plans and enjoy study permits so that the common aim of improving quality in education be maintained whilst teachers' ambitions are also covered. Within the limits imposed by the available human resources, management teams will be responsible for channeling autonomy for the benefit of better organization of teaching and complementary tasks of teachers

30. *The Ministry of Education and Science will offer Head Teachers the possibility of being informed about decisions which affect organization of human resources of schools.*

The same reasoning relating to control of material resources, in proposal number twenty four, is applicable in this case. The need for participation from the Head Teachers is even greater here, owing to the importance of the organization of human resources.

The joint work of Head Teachers and inspectors should be particularly cared for and increased in relation to the establishment of staff, so that the needs of each school are well defined

and consequently education is improved, taking strict advantage of provincial resources.

PARTICIPATION

31. *Appropriate procedures will be made to ensure that students receive precise and sufficient information on objective assessment of their school progress.*

Schools should ensure that sufficient awareness of aims, contents and assessment criteria of the programmes in different areas and materials be made public by the different department or teachers responsible and may be made known to students and parents, with the aim of ensuring objectivity in qualifications and the right to query the final results of students. The tutors and departments of orientation will ensure that awareness is put into effect for the different areas and subjects.

32. *Participation from student delegated boards will be increased for definition of the school educational project.*

The aim of this proposal is to encourage growing participation from students through their delegates in all matters which require their hearing, in accordance with that established in the Organic Regulation of schools. Student participation will be encouraged in all its aspects and special support will be given for their involvement in proposals for the educational Project, in guaranteeing its objectivity and in effectively valuing academic progress, as well as in the establishment and development of cultural, recreational and sports activities.

33. *Training programmes will be introduced for parents to obtain their collaboration and help in teaching their children, seeking the greatest possible coherence between educational experiences in the family and in school and to stimulate their active presence in schools through participation on School Boards.*

In the analysis of the first part of this book we insisted that the Spanish educational system had decisively opted for participation. For this reason, the assistance given to parent associations will give priority to projects which include training programmes in order to increase parent presence in schools and participation on School Boards.

Moreover, parent participation must also come about through their help in how their children learn. This collaboration requires good communication between parents and school in order to be effective and experience which should not only be confined to the family. Training programmes could be developed with parent representatives on School Boards and parent associations.

34. *The Ministry of Education and Science will encourage collaboration from local Corporations so that schools may offer many extra-curricular activities and promote cultural and sports activities for their pupils and the neighboring community.*

The Town Councils are the closest administrations to citizens and the ones which are most aware of their problems. The educational vocation of local authorities in our country has had many manifestations. A new step must now be taken to ensure that Town Councils actively participate in the organization of extra-curricular activities, over and above the functions which they have up until now carried out in the field of education. Students will thus complement their education and cultural and sports activities may be promoted which will not only be taken advantage of by the students, but by interested citizens.

On many occasions, schools are the most important cultural and sports infrastructure which townships have, if not the only ones and it should therefore be made available to Town Councils for the most effective use. The school should be a cultural centre for the area or for the village and collaboration of the township is essential.

35. *Programmes of social guarantee shall be extended, in the job-training schemes, increasing the participation of local Authorities in the control of these educational programmes and as intermediaries between small and medium-sized companies.*

The job-training scheme programmes shall be undertaken as one of the social guarantee programmes alluded to in article 23 of the LOGSE. Direct collaboration between the Education Service and local Corporations is a powerful instrument for better educational and job prospects of the students at which it is aimed.

3.4. THE MANAGEMENT AND GOVERNMENT OF CENTRES

JOIN MEMBERSHIP BODIES

36. *The term of office of the School Board shall be prolonged to three years.*

The new schools and institutes will impart studies, of which the minimum duration is six years, which is different to what occurred in BUP or VT. That time is sufficient for those parents and students who are elected to remain on the School Board for three years. The advantage of prolonging the mandate by a year is to provide more continuity for this governing body and this in harmony with the prolongation of the mandate of management teams.

37. *The School Board and Teachers' Committee will work together with the inspection services in assessment of the school.*

This was foreseen in the school assessment plan. It is particularly important that the School Board, as the body ultimately responsible for school control, and the Teachers' Committee, responsible for all teaching matters, participate in detailed assessment of the joint work of the management team, as in fact happens on approval of the annual report at the end of the year, and of the work of each one of its components. Naturally, this evaluation must respond to a meticulously prepared evaluation programme, put into practice by Inspection, in which the management team should also collaborate. The results of this evaluation should have effects in subsequent control of the school and the professional future of the management posts, or in access to others of greater responsibility, in education Authorities or as inspectors.

38. *Membership on the School Board as a teacher representative shall be regarded as a step towards receiving other professional responsibilities.*

The teachers who are members on the School Board will be compensated for their dedication by assigning some of their complementary hours to this function. Apart from this compensation, it would be a good idea to stimulate participation in this collegiate

body more, since the experience obtained by these teachers on the Board and their greater awareness of problems in organization and control of a school are very positive. These circumstances will be taken into account in the various exams provided by the Ministry of Education and Science.

MANAGEMENT

39. *Any teacher who has the requisites which have been established may become a candidate for Head Teacher. The possibility of candidates belonging to another school may also be considered, in certain circumstances.*

In order to increase the existence of candidates for Head Teacher the requirement of being teachers at the school will be withdrawn, although the latter will have preference. If the new Head Teacher is not a teacher of the school the disadvantage is that he or she has no previous experience of the school. On the other hand, there are more possibilities for finding candidates. Two alternatives may be considered for application of this step.

The first would be that the School Board considers the school candidates first and only if there are no candidates or they were rejected would other candidates from other schools be considered. A second possibility would be that when there were no candidates from the school itself, the Educational Authorities appointed a teacher from another school as Head.

If the educational Authorities appointed the Head teacher, because there were no candidates, or because those who presented themselves did not have sufficient votes, the appointment of the new head Teacher would be for the same number of years as the School Board.

40. *For the election of the Head Teacher, the School Board will have to take into consideration the merits of the candidates and the reports issued by the inspection services.*

The candidates will present the programme of management and their professional qualifications, and, if it be the case, the training activities they have been engaged in and the assessments of their work.

It is possible that the Inspection services will have produced a report on the teaching practice and any previous management posts of the candidate and their assessment. This report will not be essential but it could become a fundamental element especially in the case of candidates coming from a different school.

For the election of Head Teacher, the School Board will have to take into account the merits of candidates. Some of these merits will be evaluated according to established objectives. Merits which may be considered include general and specific training of the candidate for the post of Head Teacher, previous experience in management posts, evaluation which the candidate has been subjected to, the programme of management presented and the report from Inspection services.

41. Once appointed, the new Head Teachers will receive initial training of an obligatory nature and will be able to subsequently accede to continuous training courses organised for management teams.

It does not seem advisable to establish specific previous training as a requirement for becoming Head Teacher. It would be very costly to establish previous courses for all those who may wish to do them and in any case, they could lead to very little since only a minority of participants would subsequently fill management posts.

However, on increasing the duration of the mandate, it would be necessary and possible to organise basic, obligatory initial training for new Head Teachers, and permanent training for all of them, on a voluntary basis, with similar programmes to those already in existence.

Owing to the complexity of the tasks of the Head Teacher and his or her team it is increasingly necessary for specific training to exist so that the functions entrusted to management and which it must undertake as a consequence of the development of the LOGSE can be efficiently exercised. Training must therefore include aspects on school organization, legislation, administration and control of personnel and resources, planning and coordination of teaching tasks, continuous teacher training assessment of the school, teachers and student progress, etc.

Moreover, Head Teachers who have experience should help new Head Teachers. Thus all Heads of one area or location would

support and help new Heads, to whom a type of experienced tutor would be assigned. This procedure will provide an effective practical training which would be very quick and accessible for any system, at the same time as strengthening the confidence the Authorities had in head teachers.

42. *The duration of the post of Head Teachers shall be five years.*

The duration of this post should be increased to, for example, five years. A careful study needs to be made about whether the appointment of Head Teacher should be relatively independent from renewal of the School Board. There should be some relationship between their respective mandates, especially that of the Head Teacher coinciding with that of the School Board or being multiple of the same. A study should also be made of whether, for some reason, the Head Teacher's term of office is terminated before time, the new Head Teacher is appointed for a complete term of office, or until the previous term comes to an end. If the authority of Head teacher is to be increased, the mandate should be for a determined number of years, regardless of when the mandate started. This means to say, for administrative purposes, the Education Service should call for School Board elections at a specific moment, rather than elections for Head Teacher, which would take place when required.

The duration of the other members of the management team should be the same as that of the Head Teacher.

43. *The Head Teachers will participate in the running of their respective Provincial Authorities.*

Here we should go into detail as to how active participation from Head Teachers should be established for the running of Provincial Management of schools and, above all, for taking decisions. This link should be totally clear in order that both the provincial authorities and the Head Teachers can act with authority. The provincial Head Teacher will delegate authority to Head Teachers if they genuinely work together with them, are aware of the daily educational problems and difficulties in the province as a whole and take part in suggesting modes of action. At the same time, the Head Teachers will be the representatives of the Authorities in their respective schools and will assume the authority

delegated to them, to the extent that they really feel part of the educational Service.

44. *To facilitate access by teachers to school management, working conditions shall be made more flexible so that they are compatible with those circumstances which may otherwise force possible candidates to give up the said function.*

Measures like the present one are an attempt to remove obstacles which prevent some teachers putting themselves forward for management posts. The percentage of teachers who occupy management posts is much lower than that which would correspond to the proportion of teachers of both sexes in the different levels of the educational system. As this document has tried to explain, there are many complex reasons which there are so few management candidates. Many of them are common to both men and women teachers. However, the fact that there are so few women Head Teachers is no doubt for reasons which only affect women teachers.

These reasons, which are connected to the specific Spanish social situation, are the same ones which influence the scarcity of women in posts of responsibility in the various Government Bodies or the world of business. Naturally, one cannot hope to correct this situation purely by actions undertaken by the Educational Service but in this document, the Ministry of Education and Science, wishes to accept responsibility for adopting positive steps to reverse this current tendency.

Following may be included among these steps: suitable substitution of women Head Teachers during maternity leave, by people who wish to hold the post, and all the duties it entails, temporarily and consideration of leave of absence for childcare as periods of active service for the effects of antiquity.

45. *The new model of access to management could include consolidation of the extra payment after ten years of office, providing positive assessment existed.*

The extra payment which Head Teachers receive should be consolidated once their term is terminated, providing that they remained in management a minimum of time, for example, ten years. The necessary condition for consolidation of this payment

should be that assessment made of their work, under the terms outlined in other proposals, had been positive.

46. *Procedures will be made so that at the end of their term as Head Teachers they can be temporarily, at their own request, appointed to a different school in the area, different to the one in which they exercised the management post.*

To stimulate participation from teachers in management, and as a complement to the previous proposal, Head Teachers will be able to be appointed to another school, different from the one which they have been managing. This measure attempts to assist the Head Teacher so that it will never be a possible off-putting fact that he or she has had to exercise authority over his or her colleagues on the staff, wherever the final destination is. Naturally, this proposal must be accompanied by all guarantee that it will be correctly used, so that provisional appointment will be made within local schools or schools in the area in which the Head Teacher has his or her final destination.

Moreover, steps will be taken so that the said Heads participate in subsequent open competitions for transfers, maintaining the merits accumulated until obtaining the following final destination.

47. *The acceptance of the job will be considered as a relevant merit for obtaining other positions of responsibility in the Education Service, or as a particular merit in open competitions or for undertaking other professional responsibilities.*

Compensation for undertaking management posts must be increased in general and this must be a highly acclaimed merit in the possible open competitions as a professional qualification, but in no specific one.

MANAGEMENT TEAM

48. *The Head Teacher will appoint the members of the management team.*

It should be up to the Head Teacher to directly appoint the members of his or her management team, without the necessity

for subsequent voting on the School Board. Ratification by the School Board, apart from introducing legal ambiguity into election and appointment, puts into question the necessary freedom to form a team once the responsibility of running a school has been undertaken.

The reasons for this proposal are obvious. The management team should function as such. However, it should be clear that the Head Teacher has the ability to remove members of the team from their jobs, under certain circumstances. Members of the team may also give up their posts, by means of written communication to the Head, who is then responsible for accepting their withdrawal.

49. *Teacher training plans will include a specific training opportunity for Heads of Studies and the other members of the management teams.*

As in the case of Head Teachers, Heads of Studies will undertake new functions that involve greater responsibility. It therefore appears important that they receive specific training for the exercise of those functions. Moreover, it would be recommended that the secretaries receive training adapted to the tasks they are going to carry out. In both cases, training shall take place at the beginning of office.

50. *Holding a management post shall be considered as a particular merit for obtaining other posts of responsibility in the Education Service, or as a merit in exams or for undertaking other professional responsibilities.*

The same applies here as for Head Teacher. It should perhaps be added as a special merit having held one of these posts, particularly Head of Studies, in order to obtain the post of Head Teacher. Naturally, the experience acquired is unestimable, and this should be acknowledged by the Education Service.

51. *The necessary means shall be adopted for schools of greater organization complexity to have an Administrator from the moment in which secondary education is taught in the school.*

The introduction of the Administrator should aid financial and administrative control of schools and their autonomy, since they will undertake the most technical aspects of the said control with

the result that the Head Teacher and other members of the team, or the collegiate bodies may restrict their dedication in these fields to taking decision. It is hoped that the most complex schools may have a new Administrator as soon as possible.

3.5. THE TEACHING STAFF

PERMANENT TEACHER TRAINING

52. *Opportunities for permanent training and improvement courses shall be extended, in collaboration with the universities.*

During recent years, the Ministry of Education and Science has established agreements with practically all universities for permanent teacher training activities. The result has been that a considerable number of teachers have already been able to take advantage of these. Specific programmes shall be established to increase and diversify the existing offer, facilitating and speeding up administrative affairs and creating suitable conditions for teachers so that they may use these training opportunities.

Studies leading to the acquisition of new special subjects will be particularly promoted. Teachers will more easily be able to take subjects which interest them which will be included in the study plans of university courses and scientific and didactic updating will be specially planned for teachers of the different educational levels. To make access for this training easier for teachers in rural areas, without the need to travel, courses will also be made available through the National Open University.

53. *Types of training and training activities which are linked to school training projects and educational innovation projects shall be increased.*

The experience of recent years has shown that the training activities linked to innovation and development activities in schools is a training practice with highly positive effects, both for individual improvement and for teamwork, and, finally, for improving quality in the education offered by the teachers as a whole to their students. However, this experience indicates that for these training activities to have the positive effect mentioned, it is necessary for certain conditions to exist and some requisites to be met.

As a consequence, permanent training will be extended when linked to innovation and curricular development projects in schools, the chosen requisites shall be revised to participate in the same and conditions - economic resources, materials, support and external assistance, etc. - shall be guaranteed so that the projects be as successful as possible.

54. *Study permits shall be extended and it shall be possible for a greater number of teachers to hold them.*

The common denominator of the different types of study permits up until now, was to improve the knowledge of those teachers who could enjoy them. Moreover, in some cases, they made it easier for research work to be carried out, which could be relevant for many other teachers and which could only be used in this way. It would now seem opportune, for one reason or another, to increase study permits, offering types which may be enjoyed by all those teachers who desire them.

In order for the before-mentioned functions to really be of any use, it will be necessary to establish the greatest possible balance between personal merits of those who request them and the solidity and importance which may be attached to the work they are going to do, in the case of research projects, of the added training in the case of university students. Publicity of the results of studies undertaken by those who have held a permit may also contribute to making the whole system more valuable.

In the case of secondary schools and special study schools, their organization into departments may permit the introduction of a flexible system of study permits, of shorter duration than an academic year, so that teachers can undertake training, research or innovation activities which would otherwise be impossible and which have positive consequences for the department in particular and for the school in general. These permits may take different forms: absence from the school for a term, reduction of the timetable throughout the school year so that the teacher has days without teaching or some other form of concentrating the timetable so that the teacher has some times in which he or she is not giving classes.

55. *Availability of permanent training activities will be made especially accessible to teachers with young children.*

Family obligations may make it difficult for teachers with small children to attend the training activities which are organized. Therefore, it will be necessary to make permanent training for these teachers easier, studying the right means, to guarantee that all of them are given the same opportunities of scientific and didactic courses, in benefit of educational quality.

56. *In order to achieve permanent up-dating of technological knowledge, periodic terms of office will be encouraged for technical teachers and teachers of secondary education in technological specialties in training centres run by the Ministry of Education and Science or by innovative companies of the corresponding productive sectors.*

The techniques and instrumentation associated with many professional are currently undergoing rapid change making it necessary to constantly adapt to new technology and uses. The quality of vocational training teachers of these professions demands teacher training be very directly linked with the working world. Training programmes will be developed in which all teachers may periodically participate through the Centres for Training, Innovation and Development of vocational training run by the Ministry of Education and Science.

57. *Training programmes for teachers of plastic art and design will be arranged which shall be incorporated into the higher schools of design and preservation and restoration of cultural heritage.*

These are advanced studie and therefore require a high level of specialization in the use of techniques and continuous bringing up to date. In accordance with this need the Ministry of Education and Science will organise specific training activities for teachers in these schools.

58. *Participation from teachers in exchange programmes promoted by the European Union shall be increased.*

The European Union is developing different programmes aimed at encouraging exchanges of teachers and students between school in different countries of the European Union (Petra, Lingua, Eurotecne...) which are in favour of the construction of «Europe of the citizens», and which are an enormously interesting socio-educational and cultural experiences. In this respect information

to all teachers for facilitating participation in the said programmes shall be intensified.

PROFESSIONAL PROSPECTS

59. *Participation from teachers in creating and exercising projects of educational research aimed at studying relevant problems for improving quality in education shall be promoted and provided with incentives.*

Participation from teachers in research projects aimed at analysing the different aspects and processes involved in education is, at the same time, a powerful instrument for professional improvement, a way of ensuring that research findings have immediate effects on improvement and a good strategy for increasing awareness of educational processes in general and teacher and learning process in particular. The Ministry of Education and Science will promote and provide incentives for participation from teachers of different educational levels in educational research projects, both those with direct control through the Research Centre, Documentation and Educational evaluation, and those which may jointly promote and control with other private entities or the Education Authorities themselves.

Moreover, research teams with teachers from all university faculties, schools and departments and teachers of the other educational levels shall be formed. To this end, the appropriate agreements shall be drawn up with the universities and the appropriate exams shall be arranged.

60. *Means shall be adopted to improve working conditions of itinerant teachers.*

Among those jobs which need revising are those of itinerant teachers in rural schools and other similar jobs where there are frequent changes of school or a need to travel. It is necessary to make the work of these teachers easier by changing their timetables, travelling conditions, etc.

61. *Measures shall be adopted so that civil servants who have no final destination shall be able to keep their provisional place whilst it remains vacant.*

The aim of this is to increase stability in teaching teams. This would then ensure greater involvement of provisional teachers in the life of the schools where they teach and greater knowledge about the school and the students. Moreover, their working conditions would be improved with greater stability and provision of vacant places would be speeded up. The Head Teacher should be informed about the permanency of these teachers to the school.

62. *In order to guarantee the special subject which corresponds to the education imparted, the priority criteria for appointing places to temporary teachers shall be the possession of a qualification of the said special subject. Temporary teachers shall be contracted on a part time basis when the existence of a few hours time-table requires it.*

Within the limits imposed by the complexity of professional situations and organization of teachers, improvement of quality in education demands the greatest possible correlation between what special subjects the teacher knows and what classes he or she gives.

With this same criteria a system of contracting temporary teachers on a part-time basis has begun, which, to a certain extent, prevents the accumulation of small time timetables existing for different subjects, with the consequent lack of guarantee of knowledge, save where they coincide with the teacher's special subject.

63. *Working conditions for handicapped teachers shall be regulated.*

The aim of this regulation is to adapt activities and working arrangements to the possibilities of teachers whose physical handicaps impede normal teachings, so that their lack of faculties does not affect the students, either because of repeated absences or the impossibility of certain activities nor does it require a more than reasonable effort for the teacher.

The regulation must study each case of disability and the personal conditions of the teacher, with regard to their work: the type of school, type of students, special subject, timetable, etc.. attempting to adjust the new organization of their activity to real working possibilities.

64. *In all transfers those teachers occupying posts which have been removed or have come to an end shall have specific consideration.*

This measure is an attempt to ensure that the damage caused to a teacher for the suppression of a post he or she occupies should be as low as possible. The teacher affected by this situation should obtain a post in a nearby school with as much ease as possible, so long as there are vacant places in the area in which he or she works. This criteria has been put into practice in a general way for all teachers when the previous post was in a school which closed down and this may be extended to all other cases.

65. *Increased possibilities shall be offered to teachers whose professional situation has changed as a consequence of falling student levels.*

During recent years, several actions relating, in general to teachers, have been taken, offering them to possibility of occupying different posts to those they had been appointed, and through training programmes for acquisition of new subjects.

Positive solutions must continue to be offered to those teachers who have been affected by a decreasing number of hours of the areas or subjects they teach. The teachers most affected by this circumstance have been secondary teachers of some special subjects, certain technical teachers of vocational training and teachers with posts which have come to an end or been removed.

In all these cases it is necessary to establish with both precision and care that the present and future needs that schools have and will have, of each one these collectives of teachers to offer them, if possible, an equivalent job to the one they were doing before. Participation should be encouraged from these teachers in all professional promotion procedures that could provide them with an appropriate change in situation, according to their interests and abilities and that this change becomes positive for the teacher. Thus, specific training programmes will be offered which, in some cases, will facilitate changing special subjects and in others carrying out different tasks within the educational system.

When previous training ensures sufficient qualification, the possibility to occupy vacant posts in the same school and in an-

other subject will be offered, in some cases. These possibilities should only be open to those who occupy posts which have come to an end.

66. *Professional prospects of teachers shall be defined with greater precision, establishing permanent and equal evaluation of merits and the corresponding measurement of the same in exams.*

Teachers should be aware of the different possibilities open to them for professional promotion. Professional prospects are to be extended and given continuity and progression from those already in existence: inspection, training, school control, Educational Service functions and others. The following may be emphasized:

On the one hand, it is necessary to precisely define the different professional situations and conditions of access to each one of them, whilst at the same time extending the possibilities to improve professional prospects without the need to change the working environment.

On the other, the different exams set by the Ministry of Education and Science, whether for access to specific posts, for prizes and aids or for school transfer, should be accompanied by measures which include what is considered most valuable of the teacher's job, as well as the most appropriate merits for the end to which they are to be applied. It is therefore necessary to revise the conditions of access to some posts (inspection, posts abroad, correspondence courses, CEP advisers, etc.) and some professional situations (study permits, acquisition of the title of professor, etc.) Merits and evaluation should be established in accordance with criteria of professionalism. This means that in each case, that which guarantees good professional exercise must be take first place, whilst at the same time a balance between the different merits should be sought. Lastly, legal formulas which provide greater stability to different evaluation schemes must be established.

67. *The existing agreements shall be extended and new agreements shall be established in order to promote links between teachers and universities.*

Links between teachers and the university has come about during recent years through the associate teacher, for which agree-

ments have been established. This method will be extended and enlarged with others which will include teaching and research activities and which may provide greater stability.

Participation from associate teachers, who will be secondary education teachers, will be particularly increased for the university tasks of initial teacher training, through practical tutorials which will consider study plans. By either means, considerable increase in the number of associate teaching posts shall be made available.

68. *Holding a training assistance posts shall be considered of value for access to other positions of responsibility in the Education Service, or as an outstanding merit in exams or for acceding to other professional responsibilities.*

This proposal is associated with the idea of a training assistant as a well qualified professional who has been chosen through a selective procedure with the greatest guarantees of accuracy and objectivity. Under these circumstances their work, both in planning and follow-up of training activities is one of direct help in schools and for teachers, an essential responsibility in the running of schools with whom they work. The post of training assistant thus provides a background which the educational system should take advantage of when selection aspirants to other responsibilities.

3.6. ASSESSMENT AND INSPECTION

THE INSPECTORATE FUNCTION

69. *The selection procedures for undertaking inspection shall be perfected and permanent up-dating of inspectors shall be increased.*

Inspectors will have to have wide teaching experience, advanced qualifications and the appropriate specialization to guarantee greater training, apart from a juridical-administrative training in accordance with the problematic organization of schools and a systematic knowledge of certain programmes, areas or levels of the educational system.

Moreover, the entry into inspection must be consolidated as an open competition/exam, which will select more qualified and

interested teachers, who are held with genuine prestige and respect by their colleagues because of their knowledge and professional approach. Moreover, as in many countries, they will have previous experience of managerial posts in schools and positive assessment records in these areas. Inspection may then be a step forwards in professional promotion, a prestigious step, to which teachers may aspire after long teaching experience, in didactic coordination and managerial posts and, in all cases, with positive assessment.

The open competition/exam should be completed, for appropriate preparation of candidates, with a period of practical work lasting one year.

Moreover, a system should be created which motivates inspectors to continuous training and permanent up-dating, in order to adapt their professional abilities to the new educational system. At the same time, research of the different types of jobs which make up Inspection, should be made, which creates the real possibility of aspiring to the same after taking certain modules of professional capacitation and enriching the supervisory possibilities of educational inspection. The adoption of this measure would resolve the current lack of an organigram to establish the different powers and responsibilities of the Inspectors and which regulates the administrative career of the same.

70. Supervision, assessment and control by Inspection shall be increased, as shall pedagogic and organizational consultancy of schools and teaching teams.

Inspectors with the characteristics described above may count on greater success in delicate tasks of coordination and supervision in schools and of teaching teams, as well as the unavoidable and urgent tasks of assessing schools, management posts and teachers.

Naturally, an Inspection like this, with very frequent presence in schools, is the best guarantee of effective external support for the new tasks entrusted to schools and teachers relating to coordination, educational and curricular projects and the running of teacher teams and departments, and a suitable control of teachers' responsibilities, of control of the management team and correct and positive use of school autonomy.

71. *The current general model of Inspection shall be completed with appropriate specialization which the different levels of the system require.*

The convenience of maintaining the characteristics of organization and functioning of the current inspection model, as far as planning, territorialism, team work and non-hierarchical actions on the system is concerned, a more specialized and personalized action cannot be an obstacle about certain areas, programmes or educational system levels which require them.

The efficacy of supervision demands effective awareness of what is to be supervised, and when distributing the tasks of inspection and arranging teams and limits this must be very much borne in mind.

The right balance between members of inspection and the different teaching bodies from which they come must be maintained. For this purpose, participation in access exams of the most able teachers of the different bodies of teachers should be encouraged with incentives.

72. *A new legal-administrative framework will be established to guarantee permanence in inspection.*

It is obvious that inspection should be a function of a permanent nature, after the LOGSE, of singular importance for quality in education. The current lack of definition must therefore be overcome, with regard to the permanence of the same of the people who service, especially if access to inspection is taken into account and this many become an important professional prospect for the better qualified teachers and those who have experience of management posts, with positive assessment. This would mean becoming close to the models of the community environment and greater efficacy of the supervisory function. The legal norm must provide solutions to current problems, establishing a final framework for the future.

ASSESSMENT

73. *The design and development of studies aimed at continuing the process of the introduction of the LOGSE shall be proposed to the National Institute of Quality and*

Assessment, to analyse the results on the organization and running of schools and on student progress.

In order to assess the level of achievement of the reform objectives, these studies would initially focus on the cycles and courses of primary education already introduced in general, progressively extending the agreement with the scheduled introduction of the LOGSE.

Among the aspects which should be assessed are the following. In the first place, the systematic continuation of the main new ideas introduced by the LOGSE, both in connection with specific teachings and programmes, with the proposal that schools and teaching teams produce educational and curricular projects which fit in with the characteristics of the environment and the needs of their students. Secondly, the repercussions of the introduction of the LOGSE about organization and running of schools. In third place, the repercussion of the new regulation of the educational system and the new curriculums on student progress, paying a balanced attention to the different types of content and the development of different types of abilities.

74. *The School assessment plan, which was introduced as an experiment, shall be made general.*

The assessment of schools is essential for channeling the available resources and improving, with the greatest guarantees of impartiality and justice, the quality of the education they offer. The assessment plan which was introduced as an experiment (EVA Plan) has revealed to the schools themselves and to the inspection services the indisputable advantages derived from greater awareness of the characteristics and running of the school, students, teachers, management team, governing and coordination of teaching bodies, educational processes and results for the educational community and the Education Service itself.

External assessment of the schools should therefore be generalized. Given that the said assessment requires a large number of resources and that it is only possible to do in a limited number of schools each year, auto-assessment should also be encouraged, in order that the process is undertaken continuously and that a culture is developed in this way, which makes it possible for all schools to benefit from better awareness of how they are run and the results obtained.

School assessment can also count on the successive contributions of the research carried out by the National Institute of Qual-

ity and Assessment, which will lead to an enrichment of the instruments and procedures of assessment, at the same time as the Institute accumulates the experiences derived from specific results of the schools assessed.

The convenience of undertaking assessment of schools with programmes that they themselves have developed may be considered: activities of teacher training, programmes of integration for children with special educational needs, new technologies, innovation, auto-assessment, participation in sports activities, treatment of cross-curricular subjects. The information about the programmes and activities developed by schools would not only serve for the school community but also as incentives for the schools.

75. *The Head Teacher and management team will actively collaborate in assessment plans which are established for the school.*

The provision of assessment which has been adopted up to now is basically centred around appreciation of results of student assessment and the suitability of projects which the school must produce and, in a much vaguer way, of teaching. Management must accept considerable responsibility for assessment of the school, teacher and student progress. Its participation in assessment processes for students and fulfillment of educational and pedagogic aims proposed is foreseen by the actions of the Commission for pedagogic coordination, over which the Head Teacher presides, and also working jointly with Inspection. However, the mechanisms and instruments of assessment must be judged with precision, as must the participation of management in the process, when the object of that assessment is the way in which the school functions, the teachers' work or that of the management team itself.

76. *Assessment systems for teaching and management shall be studied.*

Even more complex than school assessment, which has already been initiated, is assessment of teachers. However, some steps in this direction should be taken to study the indicators of assessment, and in particular, certain specific functions, such as school management. The assessment system which has been established after careful study and negotiation with the teachers, must serve,

above all, to facilitate and improve the teachers' work, stimulate those with greater dedication, interest and effort and, finally, contribute to improving systems of professional promotion within teaching.

The first step towards initiating teacher assessment is to establish a play of work, the basic aims of which are to improve quality in education, on the one hand, and improvement of professional and working conditions of the teachers on the other. The said plan, once it has been produced, should be debated and reflected with the teachers themselves so that it may incorporate all those aspects which guarantee an appropriate assessment of teachers.

A plan of these characteristics will have to include the precise ends of assessment, collaboration of management teams, staff boards, departments and teaching teams with inspection services and academic authorities responsible for assessment, participation of the school in the process and influence of the results of evaluation in professional teaching prospects. Once the assessment plan has been discussed and approved, it could be started in an experimental way and on a voluntary basis.

77. The Ministry of Education and Science promises to assess the fulfillment of the decisions finally adopted and put into action an external assessment programme under its control.

Once decisions have been adopted about the means which will finally be applied, the process undertaken with this document would be incomplete if it were not accompanied by an ongoing assessment of the said measures. The Ministry of Education and Science will carry out this assessment before the end of the 1995-96 academic year.

Moreover, the Ministry of Education and Science would begin an external assessment programme of the Educational Service, upholding that established in article 62 of the LOGSE. The actions of each service, whether central or peripheral, Educational Service, provincial programmes units, inspection, teacher centres or orientation teams, must be included in this programme. As has occurred in previous cases, the assessment of the control of the Ministry of Education and Science should aim at a precise knowledge of its functioning to perfect it and thus contribute to improving education services offered to schools and the community.

The goal of educational quality

4. THE GOAL OF EDUCATIONAL QUALITY

Following the approval of the LODE in 1985 and the launch of the educational reform after the enactment of the LOGSE in 1990, our educational system has begun to be transformed. The extent and complexity of this process enforced by these laws is essential for adjusting the educational system to the changes which Spanish society has undergone in the last two decades and for responding to the new needs for training at the end of the century.

Firstly the LODE regulated the right of all Spaniards to basic education and a model of a school based on the principles of participation and democratic control was established. Subsequently, in the LOGSE and further laws which were developed, a series of important modifications to structure, regulation and curriculums for all levels of learning were introduced. The commitment to a compensation policy for educational inequalities was reinforced and the principle of diversity of interests, abilities and student motivations was established as one of the main means of educational action. However, above all, in both laws, constant and progressive improvement of the quality of education as the final goal of educational policy was fixed.

In order to advance towards this goal it is necessary to act simultaneously in a coordinated and solid way upon the different factors which involve quality in education. This is the reason why the fourth Title of the LOGSE, entirely dedicated to quality, ordains state powers to make teacher qualifications and training, teaching programming, educational resources and management

function, innovation and educational research, educational and professional orientation, educational inspection and assessment of the educational system priority items.

The measures proposed by the Ministry of Education and Science which are presented herein thus directly respond to the mandate established by the LOGSE. In some cases, they complete actions already undertaken with regard to the before mentioned factors, or areas. In others, they are new steps which are aimed at achieving greater and better adjustment of the educational system to the demands and needs which have arisen through reform. None of the means exposed is, by itself, able to produce spectacular and immediate changes in quality of education but their overall and coordinated application shall induce a decisive contribution to the improvement in educational quality.

Having chosen quality as the final goal and aim of educational policy it means accepting a logic of progressive improvement in which the key idea is that one can and should always go one step beyond the level already obtained. It will always be possible and desirable, to quote a few examples, to introduce improvements into school organization and control, increase resources available to teachers, adopt complementary means so that the context in which the teachers work be more satisfactory and stimulating, seek new ways of promoting greater learning, development and socialization of students, try out new strategies for developing the curriculums that fit in better with the educational needs of students.


The means expressed aim at focussing and clearing the way towards this goal established by the LODE and the LOGSE. With the current situation and in concordance with the level of solid base and realism which this implies, they do however, aim at shaping an educational system which, in some aspects, wishes to be considerably different from the current one. Thus all the steps to be taken by the Ministry of Education and Science will pursue the introduction of an educational system which is defined, among others, by the following characteristics:

- Schools and colleges which are capable of exercising institutional autonomy with a high level of responsibility and control - with regard to curriculum but also financial control, material and human resources - and will therefore be

susceptible to provide an education adjusted to the needs of the students and open to demands and resources of their social, cultural and professional environment.

- Strong involvement and participation from all sectors of the community - teachers, parents and students, plus that of local Corporations in the functioning of schools.
- A stimulating context for exercising professional teaching which allows the teachers to feel efficient and satisfied with their performance.
- Educational experiences which guarantee an appropriate process of socialization, and balanced learning and development of the different types of abilities, of each and every girl and boy.
- Education Authorities and services which are rapid, effective, close and sensitive to the needs of schools, capable of supporting them promptly and contributing to creating the necessary conditions so that they may achieve the ends which have been entrusted to them within the framework of a powerful and responsible autonomy.
- An educational system which makes it possible to exercise social control and helps to objectively and technically accurately detect the advances and deficiencies produced in the different areas, instances and dimensions of the educational system - schools, teachers, students, Authorities and educational services - in order to adopt, the right measures, as they arise.
- Priority to be given to some schools and student sectors which are clearly in a disadvantageous situation for reasons which are either personal, social, economic or cultural - from deprived or socially disadvantaged areas, ethnic and cultural minorities, rural areas - and those for whom it is necessary to apply a policy of positive discrimination to put into practice the constitutional aim of equal opportunities.
- Increased education in values as the main centerpiece of all educational action and therefore the consideration of schools as true places of citizenship and as firm instigators of ethically valuable attitudes.

The aim of quality in education established by the LODE and the LOGSE is the heritage and responsibility of all sectors and



states of the educational community. For this reason the measures expressed, the aim of which is to contribute to the said aim, affect and commit one another and to greater or lesser extent. They affect and commit, in the first place, the Education Service itself, which has the responsibility to provide the means and create necessary conditions for schools and teachers to effectively improve quality in education offered to their students. The teachers themselves are also affected and committed, being the final link in the education chain, and parents who have the right and the duty to contribute to the education of their children and the responsibility to improve their participation in schools, and the local Corporations, the collaboration of which is essential to link schools to demands and also the resources of the immediate social environment. To sum up, the whole of Spanish society is affected and committed to lend attention, appreciation and support to educational questions in accordance with the aspirations and expectations which education will provide for successive generations.

