


# The White Paper For the Reform of Educational System



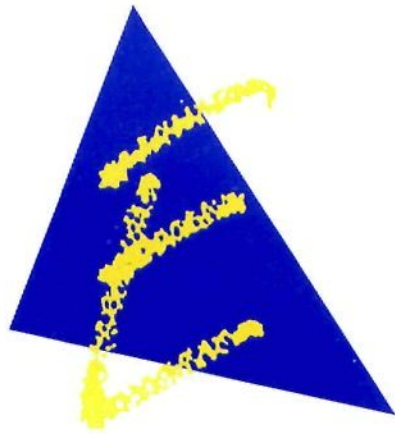
**Ministerio de Educación y Ciencia**







# The White Paper For the Reform of Educational System



*TRANSLATED BY: KRYSTYNA SLEZIAK*



**Ministerio de Educación y Ciencia**

I. S. B. N.: 84-396-1843-6

N. I. P. O.: 176-90-137-X

Depósito legal: M-31090-1990

Imprime: MARIN ALVAREZ HNOS.



## PREFACE

*It is of the utmost importance for the development of their respective societies that educational systems function well. The future of these societies depends, to a large extent, on the instruction, training and education they are able to give their children, young people, to all of their citizens. Their possibilities for free development and for participating maturely and with solidarity in society all stem from the education they receive as a whole. Education, if it is available to all in homogeneous conditions of quality, is also the basis for equality. There are few more worthy instruments for combating unjust inequalities of social or family origin.*


*Education possesses, more than anything, an individual, personalised dimension. It is from the sound development of the capacities of each individual that he or she derives his or her ability to understand the world, to be independently critical of the natural and social order.*

*This individual dimension is developed within a framework of communal reality. Because of this, to a great extent it is through societies' efforts towards education that they give rise to, shape and construct their own futures. When rapid change and dynamic transformation characterize these societies, the importance of education reaches truly outstanding heights.*

*Thus it is expected that education contributes to traditional values adapting themselves to emerging realities, and also that it will help for new values to appear and transfer them so that we can reinforce these realities without any great individual or collective disasters taking place. Moreover, society demands that the passing on of knowledge, the formation of abilities and the quality of human resources be assured, so that they respond to the threat of changing circumstances and do not prevent or limit them from becoming consolidated if they will benefit society and its citizens as a whole.*

*For all these reasons, innovation goes hand in hand with the educational systems of dynamic, developed and advanced societies. A glance, albeit rapid, at the surrounding countries, is enough to witness that during*





*the last two decades, the most significant among them have made considerable changes in their education, to a greater or lesser extent.*

*As long as these changes are able to co-exist with the essential organisation of their educational systems, prudence advises that they be introduced without affecting the basic structure of the same.*

*However, when this structure has been like a paralising brake on what should necessarily be changed, they have not been lacking in the necessary resoluteness to decisively challenge its revision, since the transformations are inevitably qualitative when the matter at hand is to give a new comprehensive answer to an environment which has evolved in an equally qualitative way.*

*Spanish society undertook its last comprehensive reform of the educational system in the year 1970. An entire generation has been educated within the framework set down by the General Law of Education. Two decades have gone by since then and a wide range of relevant transformations have taken place both within Spanish society, within our international surroundings and in our productive, technological and cultural context.*

*The 1978 Constitution has had profound effects on Spanish education by recognizing its basic principles, by acknowledging the fundamental right to the same, entrusting to public authorities the guarantee that it should be equally enjoyed by all Spaniards, by establishing basic education as statutory and free, by creating the Autonomous States and geographically redistributing the public authorities responsible in this field. However, several authoritarian vestiges which the General Law of Education contained have now become totally obsolete.*


*The climax of Spain's entry into the European Community put us into a position beyond that of what is national, into a environment shared by other countries, in which the right of citizens to mobility, reinforced with the prospect of a single market, together with the consequences derived from the same, are available to all of us. The latter requires that our studies, capacities and qualifications adhere, more and more, to a quantitative and qualitative minimum.*

*The advance of scientific knowledge and technological development, and their increasingly growing and direct implications on productive and cultural processes dictate that education be prolonged, that it be at one and the same time more versatile and more consistent, and consequently able to adapt to necessary and frequent innovations.*

*Better possibilities of access to education and a larger number of Spaniards aiming to obtain a better education, coincide with the demands of higher educational requirements from the social and working world, creating a continuous growth in the demand for education.*

*All these qualitative variations would suffice to encourage and demand an extensive reform of our educational system, if what we hoped for was a tighter harmony with what our citizens are demanding, both in present Spanish society and, even more so, in future decades.*





However, if this were not sufficient argument in itself, there are numerous reasons of a more specific educational nature in favour of shortly, decisively undertaking the reform.

It is true that we could intensify the efforts of public authorities, of various educational sectors and personnel, of different groups of society, whilst at the same time maintain as stable the fundamental structures of the present system. However, we would never go in the right direction without introducing the variations which allow us to provide an adequate solution to matters of great relevance.

These matters are the imbalance between the end of statutory schooling and the minimum working age, the existence of a double qualification at the end of Basic General Education, that allows access to Vocational Training to those who have not really finished their statutory schooling, the exclusive orientation of Bachillerato (\*) towards University, the absence of educational control before the age of six, the Vocational Training method, lacking in general basic training, excessively academic and removed from the working world.

The conjunction of reasons of a general nature with those of a specific educational nature led the Ministry of Education and Science to consider the reform of our educational system to be not only necessary and appropriate but also undeferable. However, two matters of great depth weighed the decision towards not undertaking reform immediately.

The first of these originated from the advisability of anticipating the consequences of the changes which it seemed necessary to introduce. The simplest revision of our educational history, scattered with reforms of an abstract nature, necessitated an experimental process beforehand, in order to increase and streamline our information better, contrast hypotheses, discard erroneous ideas.

During recent years this process has affected the areas of Infant Education, the higher level of the General Basic Education and Intermediate Studies. In all of these, methodological innovations and curriculum changes have been tried out. Subsequent evaluation studies allow us to be more detailed in our analysis today and endow our proposals with more substance.


The second argument in favour of not acting rashly is connected to the national strategic nature of the reform, which continually demands that it be argued and accepted by the whole of our society. A reform of this nature must be progressively introduced over a sustained period. Its effects have to develop, within a broad horizon, and it would not be wise to start if we did not already have the force to do so, with the extensive support that must be assured for its prolonged survival. Thus, a reform of this scope would not have serious possibilities of becoming established without the active, motivated and reflexive participation of the personnel fundamental to education itself.

It was, therefore, to open this wide debate and aiming to serve as a starting point and reference guide of the same that the Ministry put forward the **Project for Reform of Education: Proposal for Debate** in July 1987, which was completed in February 1988 with a detailed document on Vocational Training.

---

(\*) Equivalent to a General Certificate of Education.





Both documents put forward new regulations for the various parts of the educational system, from Infant Education to non-statutory Secondary Education, and contained a series of proposals to improve the quality of the system in each one of its levels, and as a whole.

The different educational sectors, the diverse public Authorities, business organisations and unions, professional groups, collegiate bodies, representative bodies, schools, experienced professional people, political parties, religious institutions, etc., have expressed themselves precisely or extensively during these last almost two years.

Their points of view, frequently expressed as support for the original points of the Ministry of Education and Science, and at other times in opposition to them, have been carefully collected into the four volumes of **Papers for the Debate** which the Department edited. A synoptic précis of all of them has also been published in a fifth volume which is called "Report-Synopsis".

The various contributions have not only enriched the original points but on no few occasions they have brought about modification of the original proposals. The Ministry of Education and Science has not been a victim of careless, false desires and has not therefore had any problems in revising its offer when the wealth of qualified opinions in disagreement have proved the rationality and good sense of alternative solutions.

The agreement reached with the Autonomous Communities to have complete authority in matters of education is extremely important and significant. The Conference of The School Councils of the Autonomous Communities, chaired by myself, reached an agreement in January on several major guidelines of the future organisation of the educational system.


This is all the more relevant when two circumstances are brought to the fore. The first of these is that several of these Autonomous Communities have carried out their own experimental processes in conditions of precision, enthusiasm and success, which have brought about results that have been extremely useful to everybody. The second is that the application of the reform will have to necessarily coincide with the final establishment of the Autonomies State and the Ministry of Education and Science wishes to exercise the State's own authority in a spirit and within a framework of efficient cooperation with the autonomous education Authorities.

After the serious and broad debate, from which, I dare to say, has emerged an almost unanimous agreement towards the essential, this White Paper contains the final proposal of the Ministry of Education and Science.

Through the reform, in the terms contained herein, we propose to extend basic, statutory, free education up to the age of 16, bringing it in line with the minimum, legal, working age.

We also propose to reorganise the present educational system by the establishment of the following stages: Infant Education, up to 6 years of age, Primary Education, which will be from 6 to 12 years of age, Statutory Secondary Education, which will be from 12 to 16 years of age, Bachillerato, which will be from 16 to 18 years of age, and Vocational Training which, apart from consisting of basic training, will be specifically organised





into vocational modules, the first ones at the end of the Statutory Secondary Education and the second ones at the end of the Bachillerato.

For this extension of statutory schooling, which means arranging the educational system's sectors anew, to bear the fruit that is expected of it, it will also be necessary for us to introduce a complete series of changes to increase the quality of our education.

It is true that the quality of education does not only depend on the good will of the educational system. It is, to a large extent, a consequence and at the same time, a cause, of the general quality of collective life. Education is increasingly related to the world outside school and its improvement is frequently connected to advances made in its environment.

As far as the strictly educational field is concerned, in the next few years, and among an extensive range of measures, we will undertake to reorganise curriculum contents, incorporating areas and materials scarcely present at the moment, but which will be essential for the future education of all our citizens, we will restructure the schools and we will provide sufficient, suitable resources, we will support and demand a lot more from careers services, we will actively promote an improvement in the initial and permanent training of teachers, we will strengthen Educational Inspection.


One particular intervention in Vocational Training will mean that what exists now will be changed within a shorter period than that contemplated for the overall reform. We are also of the opinion that by improving basic general training, we will initiate the most detailed and longlasting action for Vocational Training itself.

The Ministry of Education and Science, to intensify its efforts for improvement in the quality of education, is also now presenting the Plan for Teacher Training and for Research and Basic Curriculum Design, two very important documents which complement this White Paper.

The Basic Curriculum Design, created and offered as a proposal for debate, confines itself to the sectors of Infant, Primary and Statutory Secondary Education, in accordance with the new organisation. We hope it will be an object of analysis, reflection and discussion throughout next year and we are confident that the same fruits will be born from it as were from the debate on reform.

The Ministry of Education and Science has also taken care to simultaneously prepare a method for checking the feasibility of the proposed model from an exhaustive knowledge of the reality which we share, once the aims we wish to achieve have been clarified. This extensive study has led to, as it must, the establishment of financial necessities and the determination of the ways in which to undertake them.

The necessity for reform is therefore agreed to by the practically unanimous voice of the educational community and of society. Bearing in mind many factors such as the undeferable nature of the same, the final offer from the Ministry of Education and Science having been fixed, its guide lines having been agreed to by the Autonomous Communities with full authority, the necessary analytical instruments being at hand, it is clear that the moment for action has arrived.



*We will embark on the necessary legal, organizational and financial steps to be taken to make this reform possible in an orderly, progressive and well thought out way. We do not conceive of the reform as something sudden, which, exhausting itself, results in some spectacular action of those factors mentioned above. We believe it to be the accumulation of continued transformations, guided by a clear, joint conception, which guarantees a qualitative change and vast improvement in our education.*

*To achieve our proposed end, fully developing the concept of the whole operation, we have fixed a temporary goal of one decade. This is a realistic goal for society, bringing reform without unwanted pressure, but at the same time, without removing it from view.*

*Once again, it must be pointed out that the reform is not only a challenge for the various Authorities or for the educational community. It is, above all, for the society to which we one and all belong. It cannot, therefore, develop if it is not capable of harmonizing with the necessities of that society and obtain her understanding and determinated support. Neither can it prosper without the active participation and committment from the educational community.*

*All advanced societies are at the present confronted with the search for an adequate answer to assure the modernization which must take place, a keener challenge today than in any other era of history.*

*We are convinced that if we take a determined decision now, we are avoiding the protraction of confronting such a challenge and we are assuring that the real possibility of our own modernization will not decrease, be postponed, or jeopardized. We are certain that by taking the determined decision now, to develop a prolonged, more comprehensive education of better quality and more homogeneous distribution we are positively encouraging our children, young people, our citizens of today and tomorrow to exercise the liberty, equality, justice, solidarity and participation worthy of them and to which they legitimately aspire.*

Javier Solana Madariaga  
MINISTER FOR EDUCATION AND SCIENCE



# INDEX

	<i>Pages</i>
<b>PART I. The Spanish educational system and its reform</b> .....	11
<b>I.</b> Legal framework .....	13
<b>II.</b> Present educational reality .....	23
<b>III.</b> Necessity for reform .....	85
<b>IV.</b> The aims of the reform project .....	91
<b>PART II. New formation of the educational system</b> .....	101
<b>V.</b> Infant Education (0-6 years) .....	103
<b>VI.</b> Primary Education (6-12 years) .....	109
<b>VII.</b> Statutory Secondary Education .....	117
<b>VIII.</b> The Bachillerato .....	137
<b>IX.</b> Vocational Training .....	147
<b>X.</b> Special educational needs .....	163
<b>XI.</b> Artistic Studies .....	171
<b>XII.</b> Adult Education .....	189



	<u>Pages</u>
<b>PART III. Factors and procedures in the educational system.</b> .....	207
<b>XIII.</b> Teaching staff and its training .....	209
<b>XIV.</b> Educational inspection .....	217
<b>XV.</b> Educational guidance .....	225
<b>XVI.</b> Educational research .....	233
<b>XVII.</b> Assessment of the system and its educational procedures .....	241
<b>XVIII.</b> Innovation and experimentation .....	263
<b>XIX.</b> The process of change in the educational system .....	269



Part I

# **The Spanish educational system and its reform**

- I. Legal framework
- II. Present educational reality
- III. Necessity of reform
- IV. Aims of reform project





## **Chapter I: LEGAL FRAMEWORK**

1. The shaping of an educational system is always a complex product of history. Not only the school's own history, but also economic, social and political changes. Because of this, the educational problems in any country are only understandable when examined within the historical context in which they have been produced. Moreover, possibilities of reform can also only be understood within the framework of this context, which any remodelling project must per force take as its starting point.

Sometimes it is from the structure of the educational system itself, that is to say, the inadequacy of this structure against its political, social, economical and cultural background that inefficiencies originate and it is the reason for general dissatisfaction.

This is precisely the case of the Spanish educational system, the organisation and structure of which dates, in essence, from the 1970 General Law of Education. This law has clearly stepped out of line with respect to the educational demands of Spain today, partly due to the achievement of its aims when put into practice and partly due to its intrinsic limitations, in spite of the fact that in its time it was one of the most important reforms of the Spanish educational system, certainly the most important since the Moyano Law, of 1857.

### **The aims of the General Law of Education**

2. Before the 1970 law, and during the various stages of previous laws, the system had been organised according to very ideological concepts and timid steps had been taken towards extending education. In its legislation of educational material, the Bachillerato was changed, differentiating between the elementary and higher Bachillerato (1953 Law on Organisation of Intermediate Studies), the extension of statutory education up to 14 years of age (1954 Law), the various norms established for school buildings (1954 Law, modified by that of 1964), the inclusion of higher technical education into University (1957 Law) and the reform of Primary Education (1965 Law). The 1970 General Law of Education was responsible for a great leap forward in the modernization of schools in Spain and the education of the Spanish population.



In spite of occurring within the framework of the previous political regime, the General Law of Education, to a large extent, got rid of the educational model created after 1939. The failure of that model is explicitly expounded by the 1969 White Paper, which established new “foundations for an educational policy” and prepared the ensuing passing of the 1970 General Law of Education. Despite the innovative nature of the Law at that time, during the first few years it encountered enormous problems in its development because of the authoritative nature of the then political system.

3. The appearance of this Law responded to some of the demands and necessities which had become obvious, above all, throughout the decade of the sixties.

This decade, characterized by economic growth and industrial development, gave rise to the sustained increase in personal income and changed the Spanish business structure. The reduction in agriculture and the increase in industry was accompanied by intense internal migratory movements, with enormous repercussions within the family and society.

4. Economic growth and the rearranging of society for which it was responsible, accentuated, on the one hand, the divergences between the new social mentality and the cultural demands which these same changes were in favour of and the authoritative nature of the then political order, on the other. This same contradiction was sharply present in the educational field, which combined an archaic organization with a function that should preferably have had ideological control. During the decade of the sixties the impossibility of meeting the educational and cultural demands of the population with the educational system then in force became increasingly obvious. The latter also seemed to be incapable of providing professional bodies skilled enough for the new technical developments and to satisfy the demands for training the active population, especially in the fields of industry and services.

The economic and social changes produced in the sixties had created a predominantly urban, dynamic and rapidly industrialized new society, to which the educational system could not respond. The solution for this imbalance was the General Law of Education and the financing of the educational Reform of 4th August 1970.

5. This law also signified an attempt to shorten the distance between the Spanish educational system and that of other European countries. In a great many of them, during the two decades after the second world war, comprehensive models had substituted those educational systems inherited from the nineteenth century, characterized by their intensely selective nature and their insistence in assigning students to structurally very different branches of education from a very early age, with different curricula and different possibilities for social and cultural advancement. This scheme of prematurely differentiated, and consequently very classist, streaming of education, persisted in Spain in 1970. The 1969 White Paper explicitly acknowledged this situation: “ It could be said that in our country two educational systems coexist: one for families of the upper and middle socio-economic classes, and another for those less fortunate classes of society. “
6. This same 1969 White Paper contained statistical data which, by its mere collection, illustrated the realities of the educational policies enforced throughout the Franco era. Even in 1969, not all children between the ages of 6 and 10 could count on having a place at school and an even smaller number of children between the ages

of 11 and 14 could go to school. To the dual and discriminatory nature of the system one had then to add substantial gaps in scholarisation in Spain in the sixties.

7. In summary, the Spanish educational system of that decade presented four major problems to which the 1970 Law tried to give an answer:

- A) It maintained considerable gaps in schooling.
- B) It did not provide equal opportunities for the children of different social classes.
- C) It was not adapted to the country's productive structure nor to the necessities of professional training for the population.
- D) It was a far from all-embracing system, developed by continuously superimposing the old educational framework of the 19th century, and, as expressed by the White Paper, "without the organic integration which the global and unitary character the educational system should have, demands".

8. The General Law of Education (Law 14/1970, 4th August) starts by considering the system as a single total, which had never happened before, and had instead been modified gradually through partial reforms. Although many of the articles, and indeed whole chapters of the Law, have been repealed by posterior Legislation, the formal organisation of the educational system established by the Law in its First Section Heading has been maintained to this day for all levels, with the exception of university.

9. As a consequence of analysing the fundamental problems of the educational system in force up to that time, the Law tried to design an educational system with four principal objectives:

- A) "To make education available to the whole Spanish population".
- B) "To complete general education with vocational preparation to assist the full incorporation of the individual into working life".
- C) "To offer equal opportunities of education to all, without limitations other than that of the natural capacity to study".
- D) "To establish an educational system which is characterised by its unity, flexibility and interrelation, at the same time as providing a wide range of permanent education possibilities".

10. It was impossible to achieve these objectives whilst preserving the old system. As the White Paper expressed, "at the base of the Spanish educational system", one can observe "a very serious anomaly which was the



existence of two different levels of Primary Education". One was Primary education up to ten years of age, followed by the Bachillerato for children who went to Intermediate Studies schools. The other was Primary education, up to fourteen years of age for all the others. This double streaming did not have "any reasonable justification" and led to "an unjust discrimination with regard to the possibilities of access to education of a very large sector of the population". The possibilities of making the last two years of the "long Primary Education" the same as the first two years of general Intermediate Studies - a possibility which was opened by the 1964 Law on extension of statutory schooling - represented, according to the White Paper, "another discrimination to the detriment of those who had continued in Primary school. The children who went to an Intermediate Studies school at the age of ten, at fourteen would have the advantage over the others by one or two years".

- 11.** The solution to this problem, as regards time, was to bring about the most significant and long lasting innovation of the General Law of Education and make Primary education and the first year of Bachillerato (the elementary Bachillerato established in 1953) into one single stage, the present Basic General Education, which covers the ages from 6 to 14.

Although this innovation came closer to the ideas of the defenders of comprehensive education, who had introduced important changes into the educational systems in many countries, the organisation brought about as a result was considerably different from that which they had envisaged. In the majority of countries, the introduction of comprehensive criteria was reflected in the introduction of a Secondary educational stage, statutory by nature, and which followed a Primary education of five to six years, establishing a marked distinction between the two levels.

The permanent difficulties of organizing the higher level of the Basic General Education are partially due to the peculiarity of the solution covered by the 1970 Law.

### **The Organisation established by the General Law of Education**

- 12.** The levels of education regulated by the Law, apart from that of the Basic General Education, were those of Pre-School Education, Bachillerato, and University Education. Vocational Training was considered as the working end of completed statutory education or of the other later levels, and not as an educational level in itself, in any strict sense of the word.
- 13.** Within the General Law of Education, Pre-school Education, which implies the initiation of the child to learning, is structured into two stages (nursery school and infant school). Treatment of this level by the Law presupposes obligation by the State to consider it and to consider the possibility of providing it freely in state schools. However, in spite of recognition of its educational function, Pre-school Education was not a priority objective of the General Law of Education. The rule which laid down the schedule for the application of the Educational Reform (Decree 2459/1970, of 22nd August) did not include exact periods nor precise commitments with regard to this level. This explains why, during the first half of the sixties, the public sector did not create enough school places for Pre-school education and why it took more than five years from the passing of the General Law of Education before a systematic growth in the public offer of Pre-school places occurred.



- 14.** In the 1970 Law, Basic General Education appears as a single level, statutory and applicable to all Spaniards. Although the Law put its 8 years into one single level, it introduced a certain differentiation between the stages which, in other countries, corresponded to the Primary and Secondary education. The first stage, for children from 6 to 11 years, emphasized the general character of learning, (1st to 5th years). The second, for children from 11 to 14, introduced a “moderate diversification of learning into areas of knowledge” (6th to 8th years). The students who were successful throughout Basic General Education received the Certificate of Graduate Scholar. Just as has been said, perhaps the main and most lasting feature of the General Law of Education is of having contributed to the practically complete schooling and to a common education for all Spanish children from 6 to 14. However, organization at this level has never completely been able to find a solution, especially with regard to the second stage which the General Law of Education established -as is shown by the persistence of still significant percentages of students who even today, do not get the results they want, do not obtain the qualification of Graduate Scholar and have to make do with the “school Certificate”. In fact, the percentage of Graduate Scholars was decreasing, with only one exception, year after year throughout the seventies, at the same time as advances were made towards full education. Only in the eighties has this tendency reversed.
- 15.** The solution put forward by the General Law of Education for the previous disorganization of “Intermediate Studies” was not very far conceptually removed from that given to statutory education. In this case, a single model of Bachillerato was also established, which eliminated previous distinction between sciences and arts, and which aimed to be versatile, including common and optional subjects and technical-vocational activities. The Bachillerato Unificado Polivalente (B.U.P.) was created with the aim of providing, at one and the same time, preparation for University - through the pre-university preparation course - and for the working world. But it never achieved an equilibrium between its preliminary and final aims. The first have predominated, distorting its inherent character and provoking numerous scholastic failures at this level. Vaguely summing up the situation, based on the data from the 1986-87 school year, we can say that little more than half of the BUP students progressed with success, some 20% had difficulties and another 20% had a lot of difficulties and resits. About 7% abandoned the course.
- 16.** The General Law of Education envisaged the establishment of three grades of Vocational Training (V.T.) which could be joined from different levels. First grade (V.T. I) was open to all students who completed General Basic Education, independent of whether they obtained the qualification of school graduate or not; second grade (V.T.II), which it is possible to join from B.U.P., or from the first grade of Vocational Training; third grade, accessible from University or from V.T. II, but this final grade was never introduced, nor even legalised. This arrangement has, without a doubt, been the most polemic within the Law. The different access requirements to Bachillerato and Vocational Training of first grade with the condition of having the school graduate qualification in the first case and with no such requirement in the second, have meant that in practice, the latter is treated as a secondary educational direction of a subsidiary nature, in spite of the fact that over the last few years this idea has faded. First grade Vocational Training in particular has high failure and drop-out rates, particularly in the case of students who did not previously obtain the school graduate qualification.
- 17.** The General Law of Education regulated other types of education and educational levels, such as university courses, organising them into three stages which led, respectively, to a diploma (and architect and engineer



to technical grade) degree and doctorate; specialized courses (language schools and others); Permanent Adult Education; Special Education; correspondance courses and night schools.

**18.** The General Law of Education had, as positive aspects, the following:

- A) It acknowledged the obligation of the state with regard to education; considering it as a public service, reestablishing a tradition already present in the Spanish educational system but lost until 1970.
- B) It established the principle of generalising education for the whole population aged between 6 and 14.
- C) It proposed a comprehensive and common education for this population.
- D) It established a more integrated educational system with a more coherent organization than that of the previous one.
- E) It recognised values already present in Spanish society, but which were difficult to apply, owing to the political situation of the 1970's.


The political and economic limits did, however, in many cases, hamper the obtention of benefits from the positive aspects of the Law.

**19.** The values which inspired the General Law of Education, as is clear from its own introduction are basically technical. It predicts the unity of the system; interrelation between its levels, pedagogical flexibility etc. However, within this supposedly technical framework, one also finds other less explicit ideological values which respond to an expanding and tecnocratic philosophy.

**20.** From another point of view, the Law was a serious attempt to repair the old school apparatus by putting a new educational system in its place, closer to the necessities of a society in the process of change and economic growth. Paradoxically, the last phase of its progressive development and its practice was to coincide with the democratic transition. The Moncloa Pacts, signed by all the political parties after the 1977 elections, enormously encouraged the development of the General Law of Education to guarantee a school place for all Spanish students. The new Spanish constitution was going to extensively change the framework of the educational system, not only by regulating the right to education, but also in other essential legal elements, mainly by structuring Spain into a state of Autonomies.

### **The right to education in the Constitution and the LODE**

**21.** The Spanish Constitution defines its basic guidelines which preside over all educational legislation. It proclaims that everyone has the right to education and recognises the freedom of teaching in article 27, which contains 10 clauses:

- 
- a) Everyone has a right to education. Freedom of teaching is recognised.
  - b) The object of education will be the full development of the human personality within the democratic principles of communal life and basic liberties.
  - c) The State guarantees parents' rights for their children to receive religious and moral teachings that are in accordance with their own convictions.
  - d) Basic education is statutory and free.
  - e) The State guarantees that everyone has the right to education, with full participation by all sectors and the creation of schools.
  - f) All physical, legal persons have the right to open schools, within the constitutional principles.
  - g) Teachers, parents and, if necessary, students, will play a part in the control and management of all schools maintained by the Government out of public funds, within the terms established by the Law.
  - h) Public authorities will inspect and homologise the educational system to guarantee fulfilment of the laws.
  - i) Public authorities will assist schools which adhere to the requirements established by the Law.
  - j) The autonomy of Universities is recognised, within the terms established by the Law.
- 22.** Apart from the right to education as such, the first section heading of the Constitution recognizes other rights which affect education, such as the liberty of the University professorship (art. 20.1.c.), ideological and religious liberty (art. 16), the right to culture (art. 44), rights of children, according to international agreements (art. 39), general human rights (art. 10.2.) and the rights of physically, sensorily and mentally handicapped people.
- 23.** *With regard to the territorial organisation of the State, established by the Constitution, education is a subject in our political-juridical ordinance where authority is shared between the State and the Autonomous Communities. The State, however, is responsible for "the regulation of the conditions of obtention, issue, and confirmation of academic and professional qualifications and basic rules for the development of article 27 of the Constitution, for the guarantee of the fulfilment of obligations by the State in this matter."* (article 149.1.30).
- 24.** The right to education has been regulated by the Organic Law 8/1985 of 3rd July (L.O.D.E.) (\*) which developed article 27 of the Constitution (with exception of section 10, which refers to University). The First

---

(\*) Organic Law for the Right to Education.



Additional Disposition, 2, of the Organic Law for the Right to Education specifies the powers of the State, which are:

- a) The general organisation of the educational system.
- b) The general planning of learning (in terms established by the said Law).
- c) The establishment of minimum education and the regulation of the other conditions for the obtention, issue and confirmation of academic and professional qualifications valid throughout Spanish territory.
- d) Extensive inspection and other powers which, in accordance with article 149.1.30. of the Constitution, together guarantee the fulfilment of the obligations of the public authorities.

**25.** The Autonomous Communities which have followed the path put forward by article 151.1 and the Second Transitory Disposition of the Constitution have assumed wide powers in education, both governmental and legislative. There are also those other Communities - Valencia, the Canary Islands - in the same situation which, in accordance with that put forward in article 150.2 of the Constitution, have assumed the same power as the former, through the State Organic Law, over those areas which came under state control, like education, which by its very nature, is susceptible to being transferred or delegated. The Spanish educational map is therefore now composed of two territorial blocks: one formed by those Autonomous Communities which have not been given control of education and in which the Ministry of Education maintains those which existed before the Constitution was proclaimed, and one agreed by the Autonomous Communities of Andalusia, the Canary Islands, Galicia, Catalonia, the Basque Country and Valencia which have assumed responsibility for education.

**26.** With the object of coordinating the functions of the State and the Autonomous Communities for the programming of learning and exchange of information, the L.O.D.E. (art 28) created the Conference of Titled Counsellors of Education from the Government Boards of the Autonomous Communities, which is summoned and chaired by the Minister of Education and Science.

**27.** In the Preliminary Section Heading of the Organic Education Law, it is decreed that all Spaniards have the right to receive basic education for the development of their personalities and carrying out of a useful function in Society (art.1) and the main principles of education are defined:

“Educational activity, guided by the principles and declarations of the Constitution, will have, in the schools referred to by this Law, the following ends:

- a) Full development of the student’s personality.
- b) A knowledge of the fundamental rights and liberties and the exercise of tolerance and liberty within the democratic principles of coexistence.

- c) Acquisition of intellectual habits, and working skills, as well as scientific, technical, humanistic, historic, and aesthetic knowledge.
- d) Necessary training to exercise professional activities.
- e) A knowledge of the linguistic and cultural diversity of Spain.
- f) Preparation to actively participate in a social and cultural life.
- g) Education to bring peace, cooperation and solidarity between all peoples.

**28.** The Organic Law for the Right to Education also defines two crucial aspects for organising education today:

1. The establishment of a complete network of state schools and private schools, coordinated by the public authorities: a network capable of assuring that everyone's right to education is satisfied through the general programming of the system.
2. Involvement of those people who belong to the school community, in the control and management of education, through School Boards, (in state schools and private schools which have agreements with public authorities) and Staff Boards. Apart from creating this principle of participation in the internal life of the school, the L.O.D.E., in article 30, founded the State School Board, a "national body for the participation of those sectors affected by the general programming of education and for advice concerning the projects of law or bylaws which are to be proposed or dictated by the Government".

**29.** According to article 34 of the L.O.D.E. a School Board will exist in each Autonomous Community, its activity extending throughout its territorial district, with functions which will be fixed according to Law by the representative bodies of the actual Autonomous Communities. The latter assume an active role in the general programming of education, as laid down in article 27.2 of the Organic Law for the Right to Education:

"The State and the Autonomous Communities will define priority needs in educational materials, they will determine the objectives for action during the period to be considered and they will arrange for the necessary resources in agreement with the general economic plans of the State."

**30.** The Organic Law 11/1983 of 25th August, of University Reform (L.R.U.) develops the precept of University autonomy established in article 27.10 of the Constitution. It also distributes the responsibility for university teaching material between the State, Autonomous Communities and the universities themselves. The University Reform Law establishes, for University teaching, participation groups, like the University Guidance Council and the Universities Council, the functions of which are coordination, planning, proposals and advice in further education materials. The University Reform Law, together with the legislative bloque, proclaimed by the State and the Autonomous Communities for their respective fields of responsibility, and the statutes of each individual university, define the legal framework which is no longer guided by the General Law of Education of 1970.





## Chapter II: THE PRESENT EDUCATIONAL REALITY

1. The changes introduced by the Constitution, the Organic Law for the Right to Education and by other less important laws have not altered the legal framework of the organisation of the Educational System in Infant, Primary and Secondary levels, where, to a great extent, the General Law of Education, continues in force. A great number of the more recent laws have been dictated under its protection. The educational reality of the country will now be considered with the facts and figures that express it.
2. With the exception of further educational studies, the general organisation of the present educational system is guided, in its basic set-up, by the 1970 General Law of Education. The design of the system which was the result of the application of the General Law of Education is that which figures in graph II.1. The vertebral column of the system consists of four educational levels established by the Law; Pre-school Education; Basic General Education; Bachillerato and University. Vocational Training is not treated as an “educational level” by the General Law of Education but is an important part of the system and is regarded, together with the Bachillerato, as what in Spain has been called “Enseñanzas Medias” (Intermediate Studies). In the said diagram, the levels, their duration and the connections between them are shown.

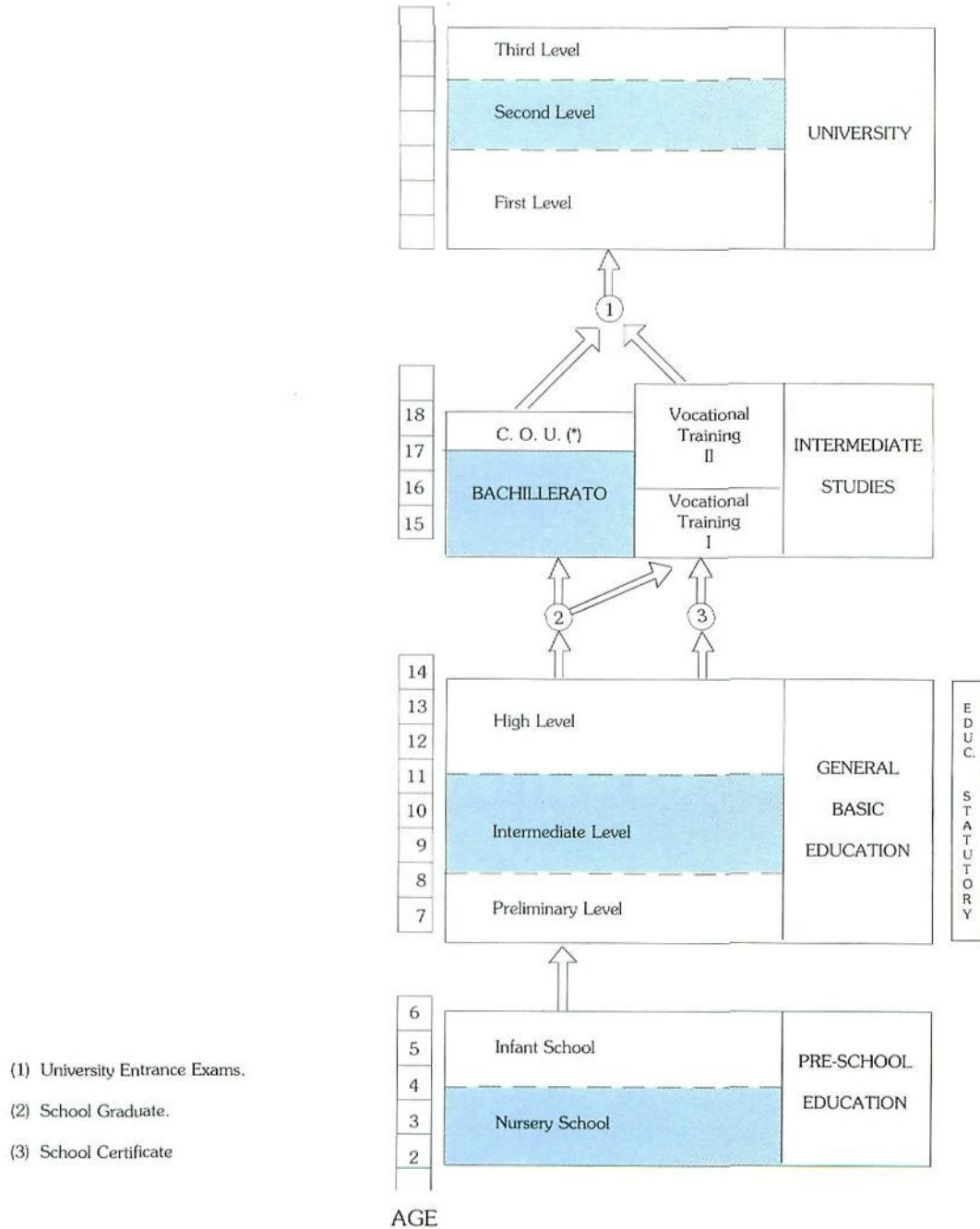
### Schooling at the different levels

3. There are no exact requirements for access to Pre-school Education and EGB (\*) since, logically, the latter is compulsory. The General Law of Education establishes that assessment of EGB should be continuous, fixing an additional year stay in the upper phase for those students who do not obtain the minimum marks. Those who pass EGB obtain the qualification of school graduate and can go on to do their Bachillerato or to Vocational Training I. The others receive a school certificate, cannot go on to Bachillerato and can only complete the first grade of Vocational Training, which lasts two years.

---

(\*) Basic General Education = Educación General Básica.

**DIAGRAM II.1. — THE SPANISH EDUCATIONAL SYSTEM**





4. After first grade Vocational Training, one moves on to second grade. To move up, it is necessary to do additional studies except when one shows sufficient vocational ability. It is also possible to enrol for the second grade of Vocational Training with a Bachillerato certificate. The 1970 Law foresaw a third grade which would have been the next step up from the second, but this level was never introduced.
5. Assessment of Bachillerato is also carried out continuously. Those who pass their three years obtain the Bachillerato certificate which lets them do the Pre-University preparation course. It is also necessary to pass an entry exam to go to University.
6. In the 1986-87 school year the number of students who enrolled for the various levels described was 9.593.638. An important fact in the present distribution of students in the system (see Tables II.1 and II. 2 in which the 903.166 university students are not included, and Graphs II.2 and II.3) is the high level of school attendance for pupils aged 4 and 5 in the last two years of Pre-school Education, prior to statutory education. These figures contrast with the much lower ones for the ages of 2 and 3.

**TABLE II.1. SCHOOL ATTENDANCE RATES ACCORDING TO AGES AND EDUCATIONAL LEVELS (1986-87)**

AGE	PRE-SCHOOL	E. G. B.	B. U. P. C. O. U.	V. T.
2	4,66			
3	16,82			
4	88,26			
5	100,00*			
6		100,00		
7		100,00		
8		100,00		
9		100,00		
10		100,00		
11		100,00		
12		100,00		
13		100,00		
14		33,48	43,06	15,38
15		10,85	44,94	22,05
16			39,63	20,02
17			36,30	16,48
18			14,68	13,06
19			6,78	7,90

Source: Ministry of Education and Science.

\* Several factors influence the two bases on which school attendance rates are calculated: the population of each district and the school age population. As far as total population goes, it is assessed according to estimates taken from the 1951 census, which is why the figures are not exact. With regard to the school age population, the data on student figures provided by more than 20.000 schools may contain some errors. Other distorting factors like immigrant population should also be taken into consideration. Because of this, figures higher than 100 have often been given, and when this happened, they were reduced to 100.

**TABLE II.2. STUDENT NUMBERS ACCORDING TO AGE AND EDUCATIONAL LEVEL (1986-87): TOTAL**

AGE	PRE-SCHOOL	E. G. B.	B. U. P.	C. O. U.	V. T.
2	22.047				
3	80.550				
4	442.306				
5	539.849				
6		600.670			
7		624.926			
8		655.900			
9		669.348			
10		687.589			
11		689.996			
12		685.246			
13		669.900			
14		220.691	282.582		107.362
15		71.253	298.329		152.040
16			269.624		135.272
17			88.542	149.221	108.011
18			37.494	59.318	86.186
19			16.575	28.279	54.544
20 upwards			26.111	27.131	108.580
<b>TOTAL</b>	1.084.752	5.575.519	1.014.257	263.949	751.995
<b>GENERAL TOTAL</b>					8.690.472

Source: Ministry of Education and Science.

**TABLE II.2. (Continued) STUDENT NUMBERS ACCORDING TO AGE AND EDUCATIONAL LEVEL (86-87): FEMALES**

AGE	PRE-CHOOOL	E. G. B.	B. U. P.	C. O. U.	V. T.
2	10.367				
3	40.277				
4	219.618				
5	267.575				
6		293.816			
7		306.248			
8		321.197			
9		327.089			
10		336.695			
11		336.568			
12		335.170			
13		326.775			
14		96.445	152.705		41.873
15		29.343	157.017		56.434
16			146.676		52.243
17			46.122	82.927	44.048
18			19.513	31.397	37.657
19			5.794	14.832	25.882
20 upwards			14.465	13.745	57.415
<b>TOTAL</b>	537.837	2.709.346	542.292	142.901	315.552

Source: Ministry of Education and Science

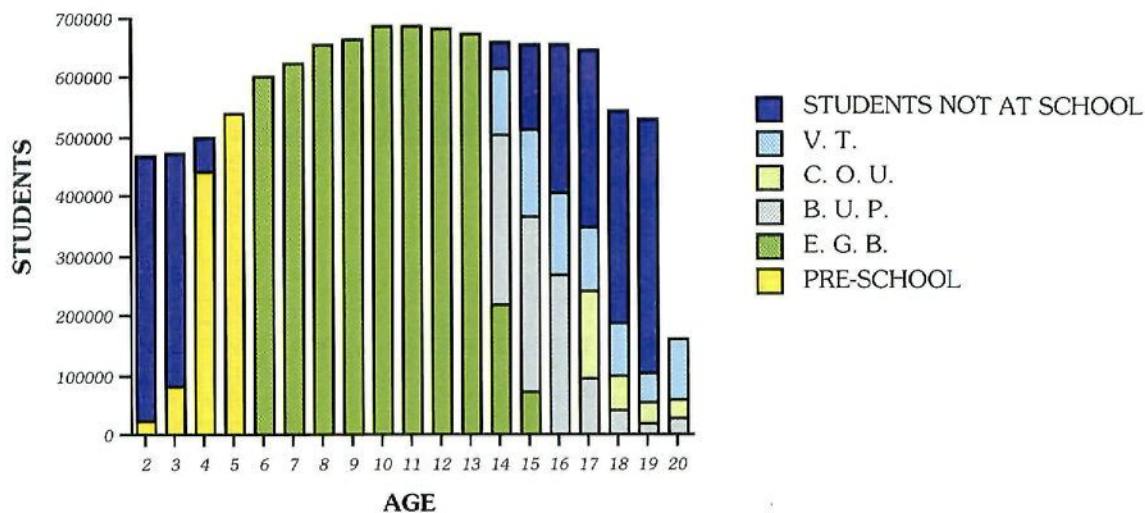
**TABLE II.2. (Continued) STUDENT NUMBERS ACCORDING TO AGE AND EDUCATIONAL LEVELS (86-87): MALES**

AGE	PRE-SCHOOL	E. G. B.	B. U. P.	C. O. U.	V. T.
2	11.680				
3	40.273				
4	222.688				
5	272.274				
6		306.854			
7		318.678			
8		334.703			
9		342.259			
10		350.894			
11		353.428			
12		350.076			
13		343.125			
14		124.246	129.877		65.489
15		41.910	136.312		95.606
16			122.948		83.029
17			42.420	66.294	63.963
18			17.981	27.921	48.529
19			7.609	13.447	28.662
20 upwards			11.646	13.386	451.165
<b>TOTAL</b>	546.915	2.866.173	468.793	121.048	436.443

Source: Ministry of Education and Science



**GRAPH II.2. TOTAL SCHOOL AGE POPULATION, ACCORDING TO AGE AND EDUCATIONAL LEVEL (1986-87): TOTAL**



Source: M. E. S.

In the eighties, full attendance of the population aged between 5 and 13 was achieved. However, some pockets of non-attendance persist, which have nothing to do with the availability of school places - something taken for granted - and which is more qualitative than quantitative in importance since they are especially concentrated around ethnic minorities. During the last few years, the number and rate of students aged 14-15 in E.G.B. has increased, due the effects on the size of the present population the demographic growth of the seventies had and to the fact that E.G.B. increasingly fulfills its mission to educate students with difficulties or those who, for one reason or another, do not obtain the school graduate qualification aged 13-14.

7. As Table II.3. shows, throughout the decade of the eighties, school attendance rates increased for all ages with the exception of 6-12 year olds, which already had 100% rates in the 1980- 81 school year. Between the latter, and the 1986-87 school year, important increases in rates for four year olds (more than 20 percentage points) and five year olds (7.9 percentage points) in Pre-school education were produced. The same applies to the rates for thirteen year olds (5.8 points), fourteen year olds (8.6 points), fifteen year olds (9.3 points), sixteen year olds (7.9 points) and seventeen year olds (6.7 points), who are at the end of E.G.B. and "Intermediate Studies"
8. Although eight out of every hundred 14 year olds, and 22 out of every hundred 15 year olds are no longer in the school system, as defined by the 1970 Law, the great efforts made during the last few years go towards

affirming that the majority of young people go on to take the various levels of Intermediate Studies. The amount of students enrolled in B.U.P. is more than double that of those enrolled for Vocational Training, from among 14, 15 and 16 year olds doing Intermediate Studies.

**TABLE II.3. EVOLUTION OF SCHOOL ATTENDANCE RATES ( Pre-school, E.G.B., B.U.P. and V.T.) DURING THE NINETEEN EIGHTIES, ACCORDING TO AGE**

<b>YEAR</b> <b>AGE</b>	<b>1980-81</b>	<b>1981-82</b>	<b>1982-83</b>	<b>1983-84</b>	<b>1984-85</b>	<b>1985-86</b>	<b>1986-87</b>
<b>2</b>	4,0	4,6	4,7	4,5	4,6	4,8	4,7
<b>3</b>	15,3	15,2	15,2	14,8	15,9	16,3	16,8
<b>4</b>	67,7	70,3	75,7	77,5	77,2	86,4	88,3
<b>5</b>	92,1	92,9	94,3	98,8	99,5	96,9	100,0
<b>6</b>	100,0	100,0	100,0	100,0	100,0	100,0	100,0
<b>7</b>	100,0	100,0	100,0	100,0	100,0	100,0	100,0
<b>8</b>	100,0	100,0	100,0	100,0	100,0	100,0	100,0
<b>9</b>	100,0	100,0	100,0	100,0	100,0	100,0	100,0
<b>10</b>	100,0	100,0	100,0	100,0	100,0	100,0	100,0
<b>11</b>	100,0	100,0	100,0	100,0	100,0	100,0	100,0
<b>12</b>	100,0	100,0	99,5	100,0	100,0	100,0	100,0
<b>13</b>	94,2	99,5	96,1	97,5	98,5	99,1	100,0
<b>14</b>	83,4	86,3	82,6	84,2	87,2	90,3	92,0
<b>15</b>	68,5	72,3	70,2	72,4	73,4	76,3	77,8
<b>16</b>	51,8	55,9	55,0	57,7	58,0	60,1	59,7
<b>17</b>	46,1	47,1	47,1	46,7	50,7	51,7	52,8

Source: M. E. S.



9. The biggest percentage (58.1%) of the 9.593.638 students enrolled in the levels of the educational system referred to above are in E.G.B. Of these, 1.084.752 (11.3%) are Pre-school, 5.575.519 are E.G.B., 1.278.206 (13,3%) are B.U.P. students or are doing the Pre-university Preparation Course, 751.995 (7,8%) are in Vocational Training, and 903.166 (9.4%) are at university. These facts indicate that, in spite of the large interannual increase of students to Vocational Training, the distribution of the school population shows an anomaly with respect to that given in the educational systems of other developed countries, where the percentage of students in "academic" type studies is not so high, in comparison with that of those enrolled in Technical Vocational Training courses.
10. In 1986-87, the percentage of girls in Pre-school Education was 49,6% and 48,6% in E.G.B. In the levels called "Intermediate Studies", it is observed that the percentage of women of B.U.P. and the Pre-university Preparation Course (53,8%) is higher than that of those enrolled in Technical Vocational Training Courses (42%), the level where there is the greatest difference between the sexes in enrollment. In spite of the fact there are still differences and discriminations which should be corrected, the decrease in differences related to sex has been important in our education system throughout the last few years.

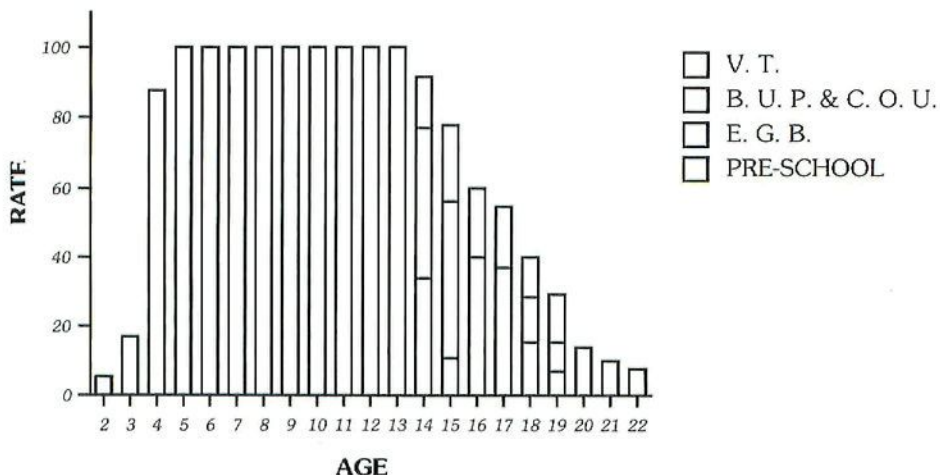
**TABLE II.4. STUDENT NUMBERS ACCORDING TO EDUCATIONAL LEVEL AND TYPE OF SCHOOL (1986-87)**

EDUCATION LEVEL	STATE		PRIVATE		TOTAL
	NUMBER STUDENTS	%	NUMBER STUDENTS	%	NUMBER STUDENTS
<b>PRE-SCHOOL</b>	<b>681.702</b>	<b>62,84</b>	<b>403.050</b>	<b>37,16</b>	<b>1.084.752</b>
NURSERY SCHOOL	18.227	17,77	84.370	82,23	102.597
INFANT SCHOOL	663.475	67,55	318.680	32,45	982.155
<b>E. G. B.</b>	<b>3.597.272</b>	<b>64,52</b>	<b>1.978.247</b>	<b>35,48</b>	<b>5.575.519</b>
PRELIMINARY STAGE	854.778	65,98	440.823	34,02	1.295.601
INTERMEDIATE STAGE	1.377.202	65,04	740.136	34,96	2.117.338
HIGHER STAGE	1.365.292	63,13	797.288	36,87	2.162.580
<b>B. U. P. &amp; C. O. U.</b>	<b>894.374</b>	<b>69,97</b>	<b>383.832</b>	<b>30,03</b>	<b>1.278.206</b>
B. U. P.	704.329	69,44	309.928	30,56	1.014.257
C. O. U.	190.045	72,00	73.904	28,00	263.949
<b>V. T.</b>	<b>474.686</b>	<b>63,12</b>	<b>277.309</b>	<b>36,88</b>	<b>751.995</b>
<b>TOTAL</b>	<b>5.648.034</b>	<b>64,99</b>	<b>3.042.438</b>	<b>35,01</b>	<b>8.690.472</b>

Source: M. E. S.

11. If one looks at the type of schools (Table II.4), one can see that more students attend the state sector than the private sector. Of each hundred students at school in the different levels of the system, with the exception of university, 65 go to state schools and 35 go to private schools. However, differences exist between the various levels of the system. Vocational Training (with 63,1% of students in state schools) and Pre-school Education (62.8%) are the levels where the state sector features less. It increases in E.G.B. (64,5%) and B.U.P. and C.O.U. (69,9%).
12. For the total reform of the educational system, the comparison between the situation of the 1986-87 school year and the years prior to the educational reform of 1970, which shaped the present system in force, are of particular interest (see Diagram II.4) The most important change was the complete school attendance of the population from 6-13, which was the primary aim of the General Law of Education and which was not achieved until the beginning of the eighties (Table II.3 and Graph II.4).
13. The increase in school attendance rates (Graph II.4) is not confined to Basic General Education, but relates to all levels, and is particularly notable in the groups aged 4 and 5 (Pre-school Education) and aged 14 to 18 (Intermediate Studies). In the 1986-87 school year, complete school attendance for children from 5 to 13 was achieved, whilst in 1967, 46% of the population of the first age group did not attend school and 36% of the second group did not attend school. Of each hundred youngsters aged 14, only 39 were able to have a school place in 1967, whilst in the case of those aged 16 (16% in 1967, against 60% in 1986) and aged 17 (12% against 53%) the advance has also been spectacular. The difference between the rates prior to the 1970 Law and those prior to the present reform process demonstrate that, in comparison with a population which predominantly obtained Primary Education in the seventies, at the end of the eighties we encounter a population of which the majority obtained secondary Education.

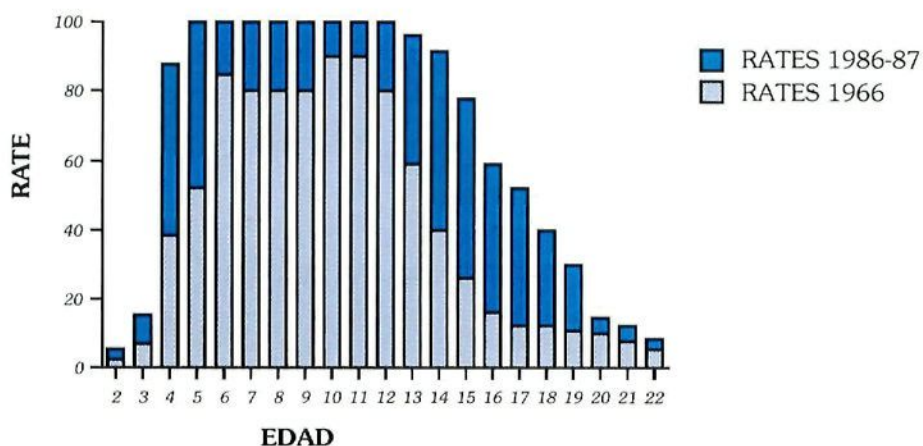
**GRAPH II.3. SCHOOL ATTENDANCE RATES, ACCORDING TO AGE AND EDUCATIONAL LEVEL (1986-87)**



Source: M. E. S.



**GRAPH II.4. SCHOOL ATTENDANCE RATES IN 1966 AND 1986/7**



Source: M. E. S.

14. To the described turn of events, the social, economic and cultural repercussions of which are enormous, one should add another of no lesser important consequences: the present system is more equalitarian in comparison to the obviously discriminatory school system of the years before the General Law of Education, where grave differences were maintained between females and males for Secondary Education and University. These differences are not only reflected in school attendance rates, but also in the relative distribution of males and females of the different Secondary Education alternatives. In 1966, the proportion of female was higher than that of males in Vocational Training, and much lower in Bachillerato, Technical Studies at intermediate level and University. In 1986, the proportion of female in Vocational Training was less than that of males, but more in Bachillerato and C.O.U. and practically the same at University. These changes, whilst reflecting a profound transformation in the distribution of social roles with regard to sex, also provide evidence of the magnitude of the registered advance, particularly of late, in the field of education. Some differences and unjust

discriminations still exist in the educational system, but one should point out that, regarding what was referred to at the beginning as equality between the sexes, the present educational system is more geared towards equality than other social systems and promotes the total advance towards a more equalitarian society.

15. The quantitative differences between the sexes are highest in the case of male and female teachers (Table II.5). In the 1986-87 school year, the educational system had 357.085 teachers in the educational levels mentioned above (Pre-school, E.G.B., B.U.P., C.O.U., and V.T.) At these levels, out of every 10 teachers, 6 were male and 4 were female. If we include Special Education, Supplementary Education, Adult Education, Correspondence Courses, Courses Abroad, and University, the number of teachers rises to 421.000. The proportion of women to men is much higher in Pre-school Education (96,0%) and the first two stages of E.G.B. (79,2% and 68,3% respectively) and slightly higher in the upper stage of this level, B.U.P. and C.O.U. In all other levels male teachers predominate. These facts reflect an unequal distribution of teachers with regard to sex and educational levels. The predominance of women in Pre-school and Primary Education, and of men at University, is a universal phenomenon and one which is a matter of concern to the education authorities in many countries.

**TABLE II.5. NUMBER OF TEACHERS ACCORDING TO SEX AND EDUCATION LEVEL (1986-87)**

EDUCATIONAL LEVEL	MALES	FEMALES	TOTAL
<b>PRE-SCHOOL</b>	<b>1.564</b>	<b>37.653</b>	<b>39.217</b>
<b>E. G. B.</b>	<b>68.400</b>	<b>123.612</b>	<b>192.012</b>
PRELIMINARY LEVEL	9.630	36.567	46.197
INTERMEDIATE LEVEL	22.160	47.741	69.901
HIGHER LEVEL	36.610	39.304	75.914
<b>B. U. P. &amp; C. O. U.</b>	<b>37.286</b>	<b>37.632</b>	<b>74.918</b>
<b>V. T.</b>	<b>32.689</b>	<b>18.249</b>	<b>50.938</b>
<b>TOTAL</b>	<b>139.939</b>	<b>217.146</b>	<b>357.085</b>

Source: M. E. S.



## Pre-school Education

- 16.** The growth of Pre-school Education is closely related to women's incorporation into a population traditionally defined as "active" (that is to say, paid employment). The increasing involvement of women in the working world radically altered the conditions of family life for many people, and in many cases made it impossible for the mother to stay at home with her children during working hours, which is why kindergartens and nursery schools began to spring up with the almost exclusive aim of looking after the children during working hours. At the beginning, these kindergartens and nursery schools frequently lacked any type of educational objective. However, experience and research have portrayed the intrinsic value of Pre-school Education, independent from its original function of looking after the children of working mothers.
- 17.** Pre-school Education has been regulated since 1970 by the General Law of Education and by an Order dated 27th July 1973, in which the Pedagogic Guidelines for this level were established. Later, organisation of Pre-school education was modified by the Royal Decree 69/1981 of 9th January and by the Order and Resolution which developed the latter, and which annulled the "Pedagogic Guidelines" of 1973. These legal dispositions stressed the importance of coordination between the Pre-school level and the preliminary stage of E.G.B. Another essential aspect which they established was the necessity for the E.G.B. schools to provide specific programmes of adaptation and preparation in language, coordination and logical thinking for the children who entered this level without having previously received Pre-school Education. The legal dispositions are a reflection of the recognition by educational community of the importance of Infant Education for the development of the child and for the prevention of difficulties in school at a later date.
- 18.** However, Pre-school Education still retains in part the role of child-minding, with which it was first conceived and which it has retained through the often chaotic development of its origins. The diversity of existing schools and the heterogeneity of the educational attention given, are the main characteristics of Pre-school Education. This heterogeneity is present in all traits of the schools: in the Body or person on which they depend, in the type of schools (from "nursery school" which merely look after the child to the true Pre-school school, with its own pedagogic ideas), in the age and characteristics of the infant population who attend, in the qualifications and professionalism of the teaching staff. The consequences of this pronounced heterogeneity are negative, the more one acknowledges the utmost importance of Infant Education for the prevention of educational inequalities, the more evident this becomes.
- 19.** Without wishing to be exhaustive on the subject, Pre-school Education can be classified in the following way:
- Pre-school classes in E.G.B. state schools.
  - Pre-schools classes in E.G.B. private schools.
  - Schools exclusively dedicated to Infant Education, and dependant upon public administrative bodies (now, in general, on the Autonomous Communities and before on Central Administration, as in the case of schools which depended on the Ministry of Employment and the National Institute of Social Assistance.



- Crèches, at parents' places of work.
  - Schools dependent on County Councils or Town Councils, managed by them or by boards of trustees.
  - Private schools of varying types of ownership.
- 20.** These relative differences in ownership of schools and their inclusion or non-inclusion in E.G.B. schools become more acute when one considers the pedagogic guidelines which they follow, the existence or non-existence of educational projects in their own right and the preparation of people responsible for the education of the youngest children.
- 21.** The registered attempts made to organise this level up until now have not had the desired affect. Moreover, the Ministerial Order of 17th January 1981, which established the so-called "Remodelling Programmes", presently in force for Pre-school Education, did not establish any differences between Pre-school Education and the first level of E.G.B., insofar as pedagogic guidelines go. Although this option underlines the necessity of a close relationship between the last stage of Pre-school education and the first of Primary education it has the disadvantage of belittling its real character, the specificity of Infant Education. The latter cannot be limited to fulfilling the "Pre-E.G.B." function, but must be considered as a level with its own ends and aims, conditioned by the development of the child prior to basic education.
- 22.** Regulation problems are also reflected in the diversity of qualifications of those responsible for education. Article 102 of the General Law of Education prescribes a minimum qualification demanded from teachers, identical to that required for E.G.B; to have a University diploma, or be an architect's assistant or engineer's assistant and have done a pedagogic training course. However, this rule is only applicable to infant school level (from 4 and 5, according to the organisation established by the General Law of Education). In the "nursery school" stage (2 to 4) or even in schools which teach up to 4 or 5, but are not defined as infant schools, it is relatively frequent for no specific qualifications to be required.
- 23.** Since the passing of the General Law of Education, the necessity to provide teachers of very young children with specific training has become increasingly pressing. The creation of specialization courses in Educational Science Institutes, Universities (for e.g. U.N.E.D.) and Teacher Training Colleges, as well as the creation of specialisation and improvement courses in Pre-school Education by the Ministry of Education and Science have been some of the answers to this demand, as has the foundation since 1977, of the Pre-school Education option in the University Schools of Teacher Training, for preliminary training.
- 24.** Over the years, since the G.L.E., Pre-school Education has undergone uninterrupted expansion, to the levels reached today. 819.914 children enrolled at this level in the 1970-71 school year, and in 1981-82, 12 years later, 1.197.897 children enrolled, the highest enrollment figure ever achieved. Afterwards, the decrease in

the birth rate was responsible for the descending figures until those of today, although the percentage of students at school aged 4 or 5 has increased continuously every year (Table II.6).

**TABLE II.6. EVOLUTION OF PRE-SCHOOL PUPILS ACCORDING TO TYPE OF SCHOOL 1970-86**

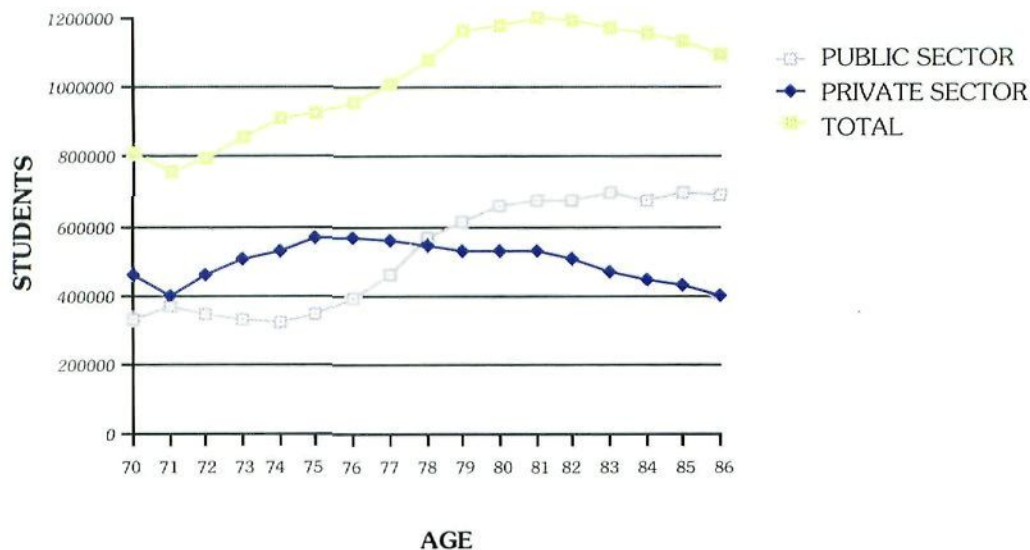
<b>YEAR</b>	<b>TOTAL</b>	<b>PUBLIC SECTOR</b>	<b>PRIVATE SECTOR</b>
<b>1970-71</b>	819.914	326.940	456.974
<b>1971-72</b>	760.277	365.253	395.024
<b>1972-73</b>	801.119	343.258	457.861
<b>1973-74</b>	829.155	322.685	506.458
<b>1974-75</b>	853.322	322.685	530.637
<b>1975-76</b>	920.336	347.026	573.310
<b>1976-77</b>	956.184	389.026	567.158
<b>1977-78</b>	1.008.796	455.594	553.202
<b>1978-79</b>	1.077.652	521.928	555.724
<b>1979-80</b>	1.159.854	611.496	548.358
<b>1980-81</b>	1.182.425	651.338	531.087
<b>1981-82</b>	1.197.897	670.950	526.947
<b>1982-83</b>	1.187.617	683.220	504.397
<b>1983-84</b>	1.171.062	699.943	471.119
<b>1984-85</b>	1.145.968	669.170	446.798
<b>1985-86</b>	1.127.348	702.057	425.291
<b>1986-87</b>	1.084.752	681.702	403.050

Source: M. E. S.

25. In Pre-school Education, the evolution of the public sector has made considerable differences to the private (Graph II.5). In the years immediately after G.L.E., from when it was passed and until 1975-76, the number of students in the state sector decreased. This factor could be related to the efforts made in those years with regard to statutory schooling. From the middle of the seventies a rapid increase began which in the last 11 years of this series of years, led the state sector to double its number of pupils. The private sector, on the contrary, experienced rapid growth until the 1975-76 school year, in which it reached its maximum level of students; afterwards the number stabilized and began a slow decline, until, from the 1984-85 school year, the total volume of students enrolled was less than that of the 1970-71 school year.



**GRAPH II.5. EVOLUTION OF THE NUMBER OF PRE-SCHOOL STUDENTS ACCORDING TO TYPE OF SCHOOL (1970-1986)**



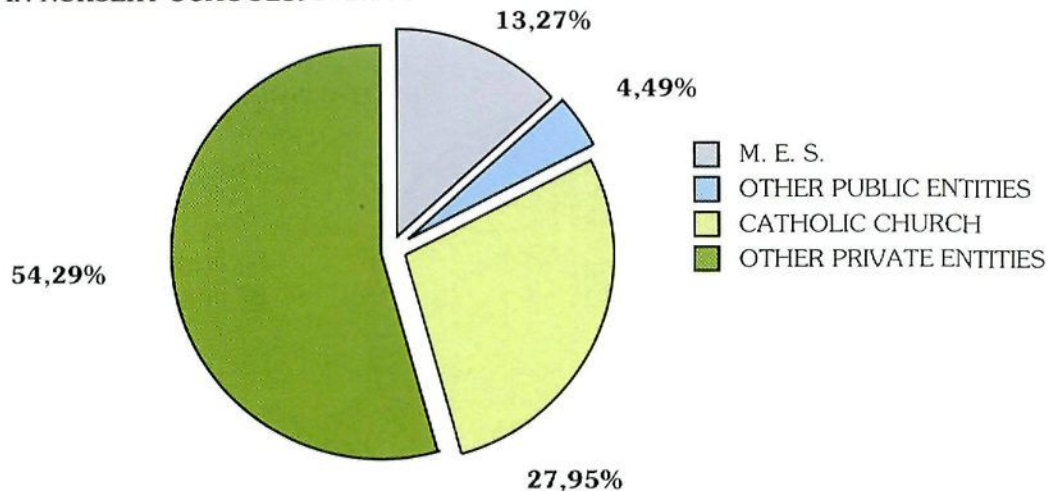
Source: M. E. S.

- 26.** Of the 2.756 Pre-school Education schools, 1.291 are state owned and 1.465 private. However, these figures are not representative of the real distribution of the infant population by sectors, since they do not refer to the classes included in E.G.B. schools, which make up the largest part of this level of education. 66.1% of the 39.326 Pre-schools are state (Graph II.8). In the private sector the majority of schools do not belong to any denomination although the percentage of schools dependent upon the Catholic Church is considerable (Graph II.6 and II.7.).
- 27.** The number of students per school vary significantly according to the type of school. In those dependent upon the state the average ratio of students per class is 26.2, whilst in the private sector it rises to 30.3 and on those dependent on the Catholic Church the rate is 33.1.



**GRAPH II.6. PUPILS ACCORDING TO PRE-SCHOOL LEVEL AND TYPE OF SCHOOL (1986-87)**

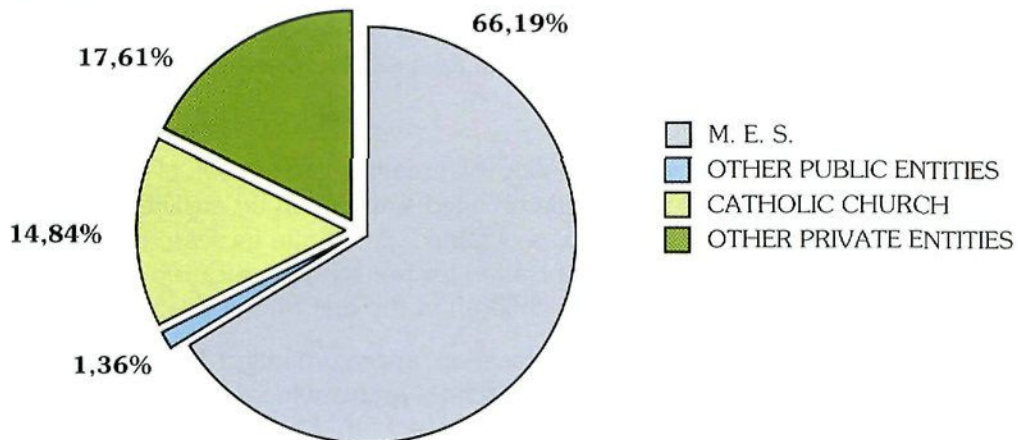
**TOTAL IN NURSERY SCHOOLS: 102.597**



Source: M. E. S.

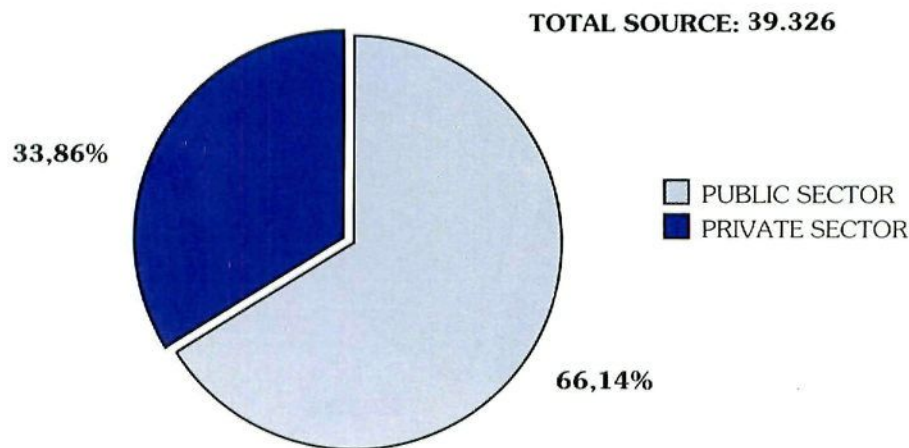
**GRAPH II.7. PUPILS ACCORDING TO PRE-SCHOOL LEVEL AND TYPE OF SCHOOL (1986-87)**

**TOTAL IN INFANT SCHOOLS: 982.155**



Source: M. E. S.

**GRAPH II.8. PRE-SCHOOL CLASSES ACCORDING TO TYPE OF SCHOOL (1986-87)**



Source: M. E. S.

**28.** In rural areas with communication difficulties programmes of “pre-school education at home” “itinerant pre-school education” and the support of teachers from single unit schools have been introduced. In areas of high birth rates and high immigrant rates the largest part of the resources have been put into E.G.B. level, whilst Pre-school Education has grown most rapidly in areas where there are increasingly more classes and places available.

**29.** It is estimated that with the present policy of creating pre-school places, together with demographic expectations, complete schooling for children aged 4 will soon be available, given that in 1986-87 almost complete schooling of children aged 5 was obtained. A definite increase in state school places for children aged 3 - which depends on the new organisation for pre-school education - is a necessary requisite to obtain the complete school attendance of these children in the first half of the nineties.

As a support for the spread of Pre-school Education, approximately 14.000 grants are being awarded for this level, plus school dinner grants and boarding school grants which, in the 1987-88 went to about 140.000 and 15.000 children respectively.

**30.** The spread of Pre-school level has been helped by the decrease in birth rates which began in 1976. The infants in the 1985-86 and 1986-87 school years are those born between 1980 and 1982, the years in which there



was the biggest decrease in births. In the next decade this number could increase, even though the birth rate stabilises or decreases, since the fertile population will considerably increase because of the high demographic increase during the seventies. This fact, together with the need to increase the enrollment rates of small children necessitates a sustained growth and above all, a redistribution of Infant Education places.

31. Needs are mainly concentrated in the ages which relate to the present level of "nursery school" (2 and 3), which only represents 9.5% of the present infant population, whilst the other 90.5% is made up of infants aged 4 and 5. In 1986-87 only 4,66% of children aged 2 were enrolled in nursery schools. Private schools clearly predominate for children aged 2 and 3 (Graph II.6). More than half of them are in Private schools of individual ownership and more than a quarter are in Catholic Church schools. On the contrary, the state sector educates 66.19% of infants (Graph II.7.). The creation an infant educational stage, which includes children from 3 to 6 demands a bigger committment from the public sector for these ages.
32. During recent years decisive steps have been taken towards a better public committment towards Pre-school Education, and towards a recognition of it as an educational stage in its own right. In 1985, a Ministerial order obliged E.G.B. or Pre-school state schools to take part in an Experimental Programme on Infant Education which provided information to be used in the reform of the educational system presented herein. The Programme has been divided into several phases: the first was for obtaining detailed knowledge of the participating schools and giving support to innovative experiences. The second was for the application of a blue print of curricula framework for Infant Education. The present Reform Project has been drawn up after lengthy consideration of the knowledge accumulated from the Experimental Plan of Infant Schools, of their positive aspects and also of their limits and malfunctions.

## **Basic General Education**

33. If the changes that have taken place since the General Law of Education have been important for Pre-school Education, the same can be said of those of the population aged between six and fourteen, due to the establishment by that Law of Basic General Education: 8 years of free and statutory education, for all Spaniards. The General Law of Education expressed the aim of this educational level in these terms:

"To provide a complete education, fundamentally equal for all and adapted, where possible, to the aptitudes and capacity of each individual".

34. The eight statutory E.G.B. years are the same as what in other countries is called Primary Education or First Grade (from 5 or 6 to 11 or 12 normally) and are separated from the first stage of Secondary or Lower Secondary (which normally goes up to 15 or 16). Although the G.L.E. concentrated these eight years into one single level, it differentiated two stages which approximately correspond to the two levels distinguished between by other countries. Later, the Royal Decree 69/1987 of 9th January reorganised E.G.B. into three stages: Preliminary (first and second years) Intermediate (third, fourth and fifth years) and Higher (sixth,



seventh, and eighth years). In order for there to be better unity between the different levels, to adapt teaching to the developing rhythms of the students in a better way and for better flexibility of the school organisation, the stages of this Royal Decree are divided into basic units of pedagogic organisation, curriculum, assessment and resits.

- 35.** The teaching staff play an important role in programming the courses at each level, fixing assessment criteria, coordinating the use of didactic resources and participating in activities of permanent education. Another influential person in the school's organisation is the tutor, who in the preliminary and intermediate stages is the teacher in charge of the group and in the higher level is one of the teachers of the group. The tutor coordinates the activities of the teaching staff, gives information to parents and guidance or council to students.
- 36.** The state E.G.B. schools are organised according to the provisions established by Title III of the L.O.D.E. They have a Headteacher, chosen by the Board of Governors, from among the permanent teachers and with one year's experience in that school and three years teaching experience in E.G.B. There is also a Head of Studies and Secretary, who are nominated by the Headteacher and appointed by the Board of Governors (as is the Deputy head and Deputy secretary, when they exist).
- 37.** In E.G.B. schools subsidized by public funds (as in those of B.U.P. and V.T.) there are also two collegiate Bodies: the Board of Governors and the Teachers Committee. The first is a body with effective governing, not merely consultory powers, in which the members of the school community are represented. Among its powers is that of appointing the Headteacher, appointing the managing team proposed by him and approving the rules of the school. The Board of Governors also has to resolve discipline problems, approve and evaluate the annual distribution of the budget and create guidelines for extra-curricular and after school activities. The Teachers Committee, presided over by the Head, programmes the teaching activities, fixes criteria of assessment and resits, and coordinates guidance and tutoring. It also adopts experimentation or research initiatives and makes proposals for the general programming and for after school activities.

In partially maintained private schools, the L.O.D.E. only lays down the necessary existence of a Head (which in this case is appointed by agreement between owner and the Board of Governors of the school) a Board of Governors and Teachers Committee.

The L.O.D.E. does not make the rules for the organisation and participation of independent schools, which may establish their own internal structure and active bodies in the educational community.

- 38.** In Table II.7. areas of teaching of the various E.G.B. stages are shown, established by the Royal Decree 69/1981 and the Royal Decree 710/1982 for the preliminary and intermediate stages. Although a Royal Decree (3087/1982) which established pedagogic guidelines for higher levels was passed, it was suspended a few

months after publication, and the pedagogic guidelines of 1971 remain intact for this level. The “Remodelling Programmes” of the lower and intermediate stages fixed basic reference levels which all students have to obtain. Each one of them is grouped into thematic blocks, subdivided in turn into working areas from which the basic reference levels are determined, thus providing a coherent vision of the different learning areas. Less laws regulating the programming of the higher stage has been one of the factors which have contributed to less coherence and more diversification at this stage.

**TABLE II.7. SUBJECTS IN E.G.B. STAGES**

<b>PRELIMINARY STAGE</b>	<b>INTERMEDIATE STAGE</b>	<b>HIGHER STAGE</b>
<b>AREA</b>	<b>AREA</b>	<b>AREA</b>
Spanish Language (Castilian) Mathematics Natural & Social Sciences Art Physical Education Religious Studies or Ethics Free Periods	Spanish Lenguaje (Castilian) Mathematics Natural Sciences Social Sciences Artistic Education Physical Education Religious Studies or Ethics	Language Mathematics Natural Sciences Social Sciences Artistic Areas Physical Education and Sport Religious Education Pre-Technology Modern Language

- 39.** The cyclical structure of E.G.B. has consequences both in the curriculum and in the assessment methods and advancement of students. In the preliminary and intermediate stages the basic reference levels are phases not school years. Therefore, there are no qualifications at the end of the year: in the Accumulative Assessment Register final qualifications are given for each stage and subject. Students who should go on to the next level because of their age, but who have not obtained the basic levels of reference of the stage they have been doing,



can stay another year, according to a decision taken by the head and the tutor and after consultation with the parents. Should this be the case, they can go onto the next level in a year less than the norm if they obtain the basic grades in that time. Those who do not, in spite of having spent another year in the same class, go on to the new year with the students in the following stage, but they learn the subjects gradually and carry out an educational psychology study to determine the origin and treatment of their difficulties. For all stages, assessment is considered as a systematic and continuous activity which involves the whole educational process.

- 40.** In the higher stage, where the “remodelling programmes” do not apply, assessment is made for each course and, when the class marks of the course are not sufficient, the student can retake or repeat the entire course again.
- 41.** Students who successfully complete the three phases of EGB, after eight years of statutory study, receive the title of School Graduate, which gives them access to Bachillerato. Those who do not obtain this title, can continue their studies in EGB schools and can take a “maturity exam” in the failed subjects. These exams are taken in the student’s own school and are prepared and marked by the teachers. Those students who do not obtain the title of Graduate by this procedure and who become sixteen in the natural year in which the course ends, are given the School Certificate, which does not give them access to Bachillerato but does give them access to first grade Vocational Training. This dual qualification has been the main source of discriminations in the current organization of the Basic General Education.
- 42.** The above is, in general terms, how current education of practically all Spanish children from six to fourteen is regulated, as can be appreciated by the school attendance figures in Table II.1. The enormous efforts made to increase school attendance, together with the demographic explosion of the seventies, explains the considerable quantitative increase of the system which is shown in Table II.8. During the sixteen years which elapsed since the passing of the G.L.E. and 1986, the number of EGB students increased more than one million six hundred thousand, despite the fact that since the 1985-86 school year, the school age population began to decrease due to the decreasing birth rate in this decade.
- 43.** At the end of the seventies, school attendance rates were 100% for almost all ages, with the exception of certain percentages of non-attendance in the higher classes that were later eliminated. However, the apparent continuity of total school population is an amalgamation of two very different processes. The public sector shows an increase over the years, which only declines in the last two years, due to the above-mentioned decrease in the birth rate. On the other hand, the private sector, which in 1970 had already become more than a quarter of the total, increased very rapidly in the first five years of the decade - in which it almost doubled its number and became 40% of the total - and decreased gradually from 1975-76. In the 1986-87 school year, the almost two million students of the private sector made up 36% of the total EGB population, against the almost three million six hundred thousand students in the public sector.



**TABLE II.8. MOVEMENT OF STUDENTS ENROLLED IN E.G.B. ACCORDING TO TYPE OF SCHOOL (1970-87)**

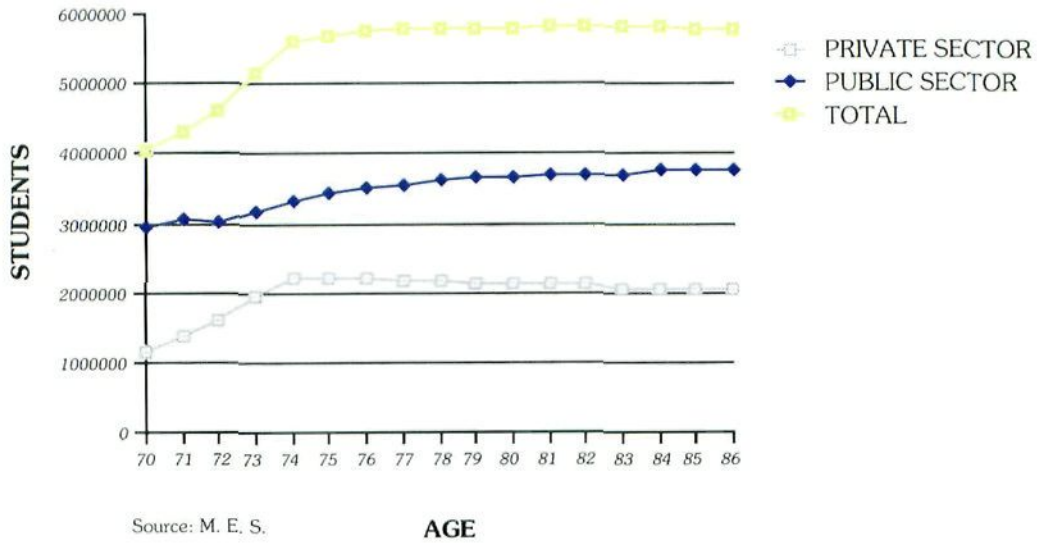
<b>YEAR</b>	<b>TOTAL</b>	<b>STATE</b>	<b>PRIVATE</b>
<b>1970-71</b>	3.929.569	2.831.920	1.097.649
<b>1971-72</b>	4.182.029	2.960.387	1.221.642
<b>1972-73</b>	4.460.801	2.933.282	1.527.519
<b>1973-74</b>	4.945.774	3.061.178	1.884.596
<b>1974-75</b>	5.361.771	3.229.863	2.131.908
<b>1975-76</b>	5.473.468	3.311.493	2.161.975
<b>1976-77</b>	5.544.639	3.399.311	2.145.328
<b>1977-78</b>	5.579.662	3.460.267	2.119.395
<b>1978-79</b>	5.590.414	3.491.195	2.099.219
<b>1979-80</b>	5.606.850	3.528.243	2.078.607
<b>1980-81</b>	5.606.452	3.549.836	2.056.616
<b>1981-82</b>	5.629.874	3.574.944	2.054.930
<b>1982-83</b>	5.633.518	3.582.438	2.051.080
<b>1983-84</b>	5.633.009	3.597.190	2.035.819
<b>1984-85</b>	5.640.938	3.623.832	2.017.106
<b>1985-86</b>	5.594.285	3.621.238	1.973.047
<b>1986-87</b>	5.575.519	3.597.272	1.978.247

Source: M. E. S.

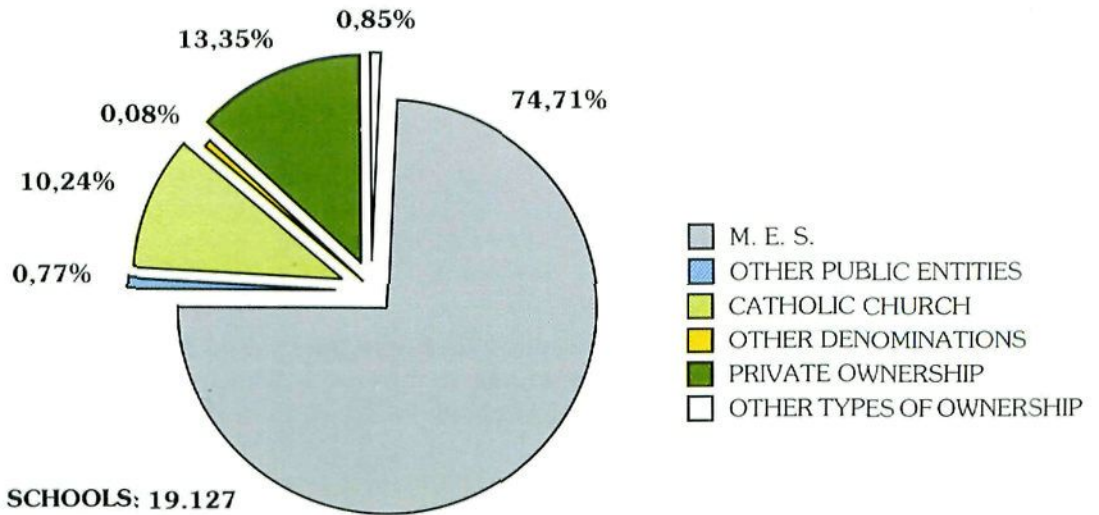
- 44.** The growth of EGB schools is not a reliable indicator of the volume and growth of the system, owing to the great disparity in size (from single unit schools to those of 32 units) and because in the first few years after the General Law of Education, the policy of school concentration which was followed, even produced a reduction in schools.

Almost three quarters of the 19.127 EGB schools are state owned. The great majority of these depend on the Ministry of Education and Science or on the Education Departments of the Autonomous Communities with full educational authority. In the private sector, the largest part of the 4.691 schools belong to private individuals or the Catholic Church (2.554 and 1.958 respectively). The percentages of schools which depend on different types of ownership are represented in Graph II.10.

**GRAPH II.9. DEVELOPMENT OF ENROLLMENT IN E.G.B. (1970-1986)**



**GRAPH II.10. E.G.B. SCHOOLS ACCORDING TO OWNERSHIP (1986-87)**

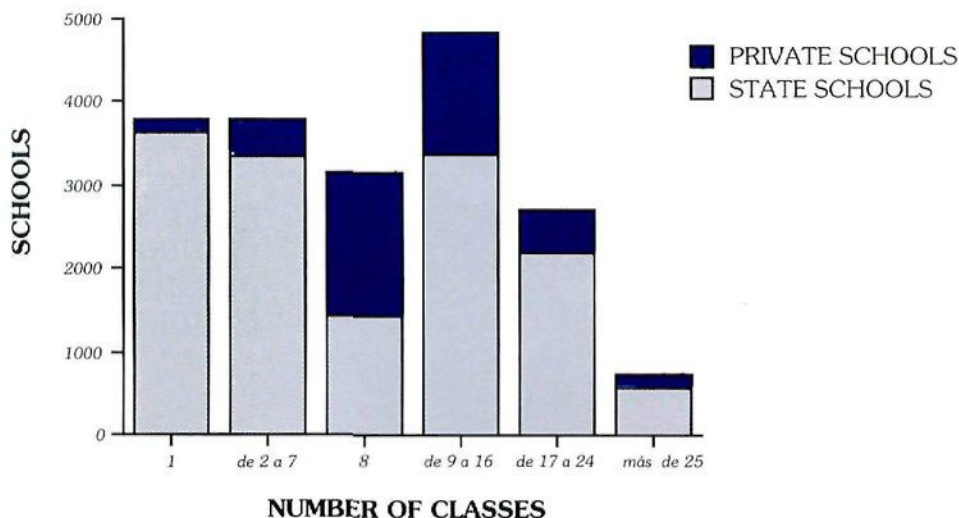


Source: M. E. S.

45. The diversity in the size of schools is particularly noteworthy. In spite of the policy for school concentration carried out since 1970, and only partially rectified in the mid-eighties, 3.784 single unit schools still exist, the majority of them belonging to the state sector. This more recent policy of maintaining schools in rural areas even if the number of children is very small was motivated by the interest in making education available to every population nucleus.

There is also a large number of incomplete schools (i.e. schools which do not have eight classes, which is the necessary minimum to have one class per course for EGB) which largely depend on the state, and which are, logically, located in rural areas. In the private sector, schools with less than eight classes are less than 8% of the total. In Graph II.11 the distribution of state and private schools according to number of classes is shown.

**GRAPH II.11. E.G.B. SCHOOLS ACCORDING TO OWNERSHIP AND NUMBER OF CLASSES (1986-87)**



Source: M. E. S.

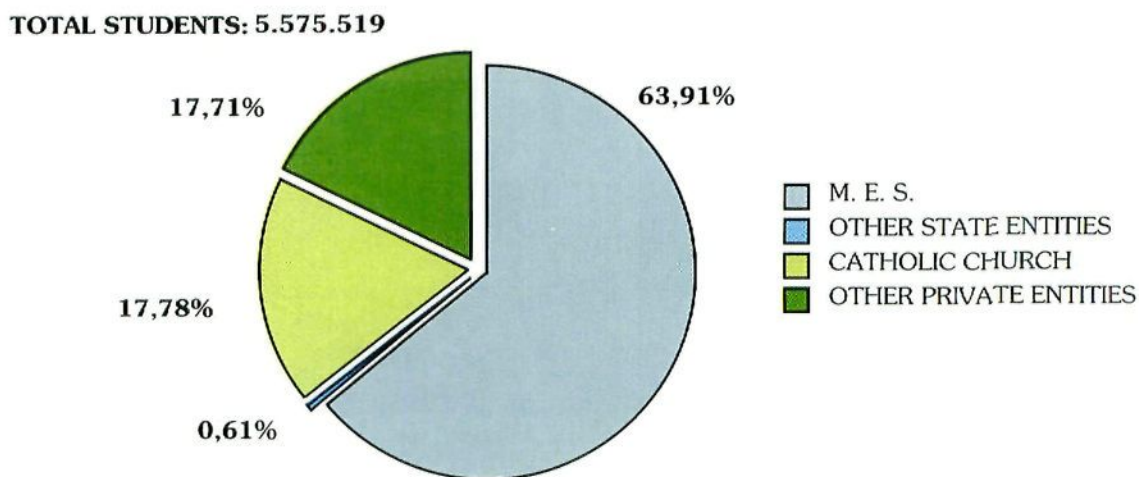
46. The facts on school classes provide more precise information on the real situation of the system. In the 1986-87 school year, the number of classes rose to 186.264, of which 70,2% belonged to the state sector. The number of students per class varied according to the schools and Communities. As a whole, the average number of students/per class is 27,5 in the state sector and 35,7 in the private. The total average is 31,6. In both sectors there has been a slow tendency to decrease the number of students per class over the decade.



In the 1979.80 school year, for example, the average was 31,9 in the public sector and 35,6 in the private sector, although one must bear in mind that the smaller ratio in the public sector is partially due to its almost exclusive inclusion of incomplete schools and single unit schools in rural areas with very few students. Notwithstanding, in the private sector there are also large differences between some schools and others.

47. In Basic General Education the private sector is fairly large. More than 35% of E.G.B. students go to private schools. Of these, half (50,1%) go to schools dependent on the Catholic Church (Graph II. 2). Of all girls studying E.G.B. (2.709.346), 37,6% are doing so in private schools. In the case of boys (who total 2.886.173), this percentage goes down to 33,4%.

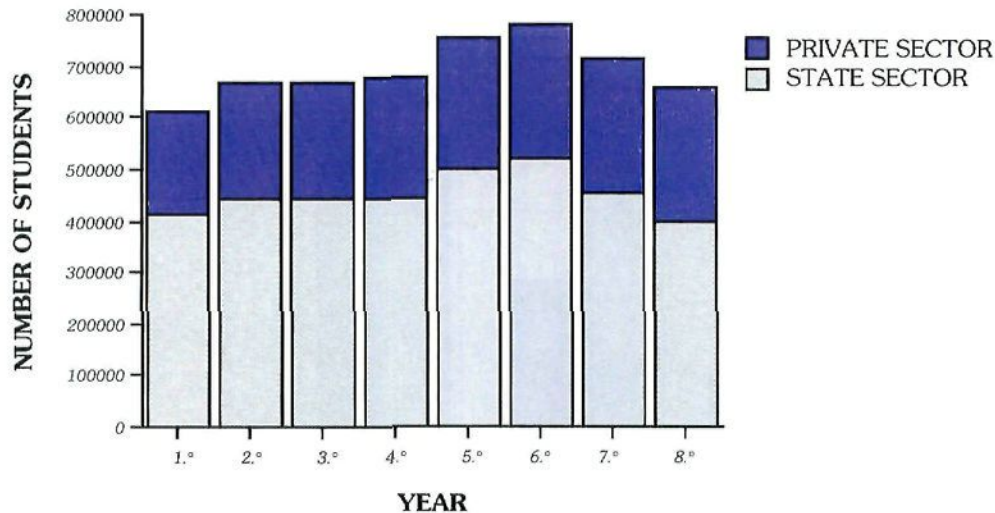
**GRAPH II.12. E.G.B. STUDENTS ACCORDING TO OWNERSHIP OF SCHOOL (1986-1987)**



Source: M. E. S.

48. The distribution of students in E.G.B. courses (Graph II. 13) in the 1986-87 school year - when those children born in 1980 went up to E.G.B. - began to reflect a decrease in the numbers of school age population. From 1974 to 1979, the number of births for each 1.000 inhabitants went from 19,5 to 16,2. The substantial decreases in the birth rate after 1974 caused reductions in the enrollment of 6 to 10 year olds, although that of 11 to 10 year olds was still increasing in the 1984-85 and 1985-86 school years.

**GRAPH II.13 E.G.B. STUDENTS ACCORDING TO TYPE OF SCHOOLS AND YEAR (1986-87)**

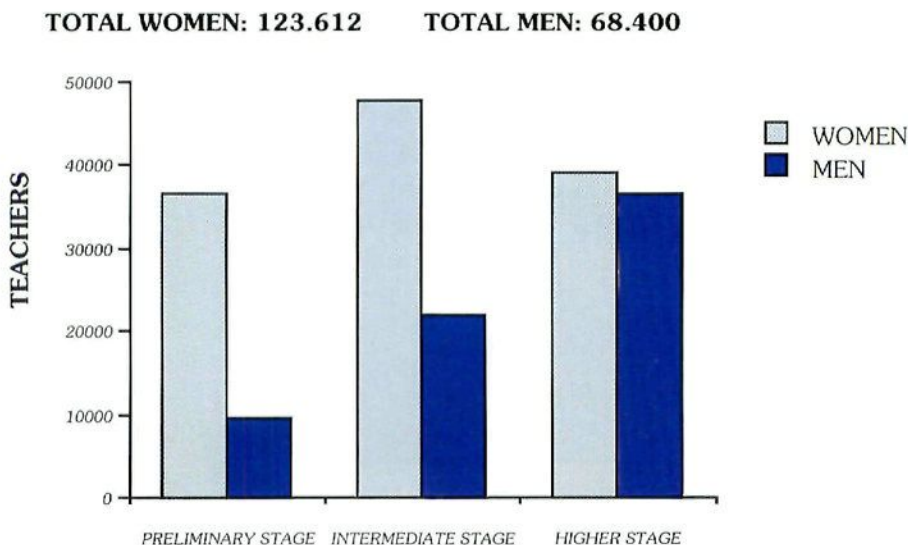


Source: M. E. S.

- 49.** The over five and half million students of Basic General Education are taught, in our educational system, by almost two hundred teachers (192.012 in the 1986-87 school year). The number of E.G.B. teachers has grown continuously since the General Law of Education was passed.
- 50.** The percentage of women teachers (64,4%) is higher than that of men teachers. The distribution of women and men is different for the different levels of basic education (Graph II.14): women teachers predominate in the preliminary stage and somewhat less in the intermediate stage but the number of women is very close to that of men in the higher stage.
- 51.** In the 1984-85 school year, an experimental reform process was carried out in the higher stage of E.G.B. From when the General Law of Education was passed, the problems of this stage in Basic Education have been bigger than those in the preliminary and intermediate stages: there was a large number of failures, study plans were less adapted to the students' motivation and to the needs and demands of society. The experimental reform has tried to establish a more appropriate curriculum for the age and interests of the students and to diminish the negative effects of the dual qualification of the end of E.G.B. The experimental reform has demonstrated that it is possible to increase students' motivation and their active participation in educational processes through partial curriculum modifications. However, there is also evidence that more detailed reforms are necessary which are probably not possible without reorganizing the educational system.



**GRAPH 11.14. DISTRIBUTION OF E.G.B. TEACHERS IN STAGES ACCORDING TO SEX (1986-87)**



Source: M. E. S.

### Intermediate Studies

52. The extension of statutory education in Spain does not coincide with that of most European Community countries. In our country, in spite of the G.L.E. predicting the statutory education for 10 years, this provision has not been fulfilled in practice, although the percentages of 14 and 15 year olds not attending school has diminished a great deal in the decades since the White Paper which the L.G.E. prepared. Moreover, the difficulties in finally eliminating the pockets of non-attendance of adolescents in our educational system has its roots in the actual present organisation of the system.
53. The peculiarity of this organisation with regard to that of other developed countries is derived, above all, from the fact that in Spain the alternative between an academic education or vocational training is offered at an earlier age than in the majority of countries with comprehensive traditions. In Spain the term "Intermediate Studies" is used to describe these two types of Secondary Education: one, of a more academic and propaedeutical nature, made up of the Bachillerato and the Pre-University Preparation Course and the other of a more final nature, closer to the working world, made up of the two Vocational Training grades.
54. The requirements for these two methods of Intermediate studies are different: for the Bachillerato it is necessary to have the school graduate certificate, but the school certificate in E.G.B. is enough to be able to



do the first grade studies of Vocational Training. These, like the Bachillerato, give one access to the second grade. There finally exists a bridging course for University, C.O.U., to which one can be admitted from Bachillerato or Second Grade Vocational Training.

- 55.** In state schools, Bachillerato and Vocational Training have been free since the Law 12/1987 of 2nd July for the Ministry of Education and Science, and since the passing of other laws of the same contents for the Autonomous Communities. C.O.U. has also been free since the 1989-90 school year.

Apart from making Bachillerato and Vocational Training Studies free in state schools, the policy of grants has been another of the basic actions taken to guarantee the equality of educational opportunities in these further levels. The number of student grants for Intermediate Studies went from 94.069 1982/83 to 390.000 in 1987-88. The maximum amount of a grant has also increased significantly. The Royal Decree 2298/83, of 28th July, established criteria of adjudication for grants where the family income is taken into account and the possibility of granting additional assistance of a compensatory nature for those students on grants with very low incomes, is being contemplated.

- 56.** The organisation of Intermediate Studies schools subsidized by public funds is regulated by the Organic Law of the Right to Education. Its governing bodies are the same as those established in Basic General Education schools. Students at this level, as a logical consequence of being older, participate to a higher degree than those of E.G.B., on the School Committee. In state schools they take part in the appointment and nomination of the new Headteacher and the appointment of the management team.

- 57.** Apart from one-person or collective bodies established by the Organic Law of the right to education, the internal organization of Intermediate Studies state schools consists of Seminars and departments, which fulfil the function of didactic coordination. These bodies plan the programming of the different subjects, the renovation of methodology, design of resit exams, determination of general criteria for assessment, educational research, organization of after school activities etc. In the Bachillerato schools they hold didactic seminars for each subject. In polytechnics and Vocational Training colleges of more than 6000 students they establish General and Practicals Departments. In the former, departments of specific subjects are also created.

- 58.** In all schools of Intermediate Studies, there is a tutor for each group of students. His or her functions are similar to those of E.G.B. tutors, plus they have to organize and preside over group assessment sessions (saving those of C.O.U. which are led by the Head in state schools and by the University Delegate in private schools.) The head of studies coordinates the work of the tutors through periodical meetings.

- 59.** In the 1986-87 school year, there were 2.030.264 students in Intermediate Studies. The overall effect of the increase in school attendance rates in Bachillerato, C.O.U. and V.T. levels and the increase in the population between 14 - 18 years (a consequence of the high number of births in the sixties and seventies) has resulted in there being more than 850.000 students in one decade in Intermediate Studies. (Table II.9 and Graphs II.15

and II.16). During this period, V.T. has seen a much larger percentage increase (140%) than that of Bachillerato (51%) although in absolute terms, the growth of students has been similar in the two areas. Vocational Training is offered as an increasingly attractive choice for young people and teenagers, in spite of its current organizational problems and the number of failures which occur in the first grade.

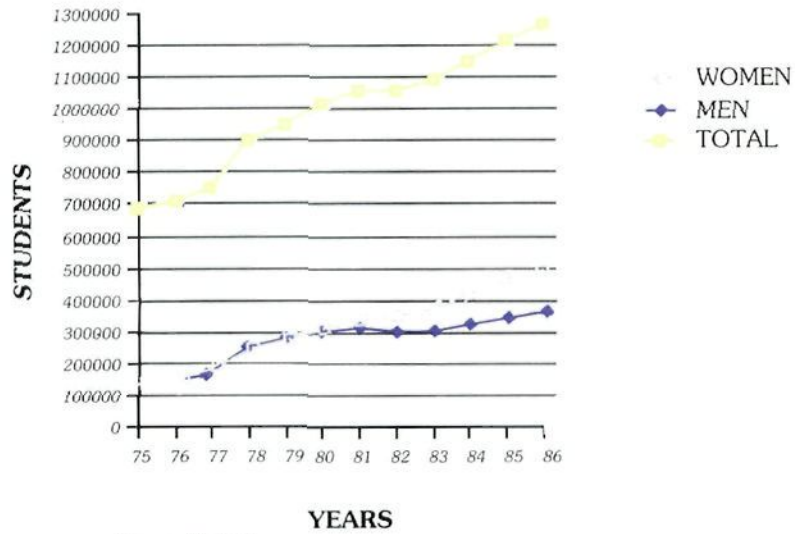
**TABLE II.9 INTERMEDIATE LEVEL STUDENTS ACCORDING TO TYPE OF STUDIES AND PERCENTAGE OF WOMEN (1975-1987)**

YEAR	B.U. P. and C. O. U.		V. T.	
	TOTAL	%M	TOTAL	%M
<b>1975-76</b>	818.393	48,79	305.254	28,85
<b>1976-77</b>	844.259	50,04	359.044	32,18
<b>1977-78</b>	877.519	58,80	407.817	34,24
<b>1978-79</b>	999.479	52,34	455.943	35,45
<b>1979-80</b>	1.037.788	53,83	515.119	36,81
<b>1980-81</b>	1.091.197	53,49	558.271	37,96
<b>1981-82</b>	1.119.095	53,69	628.368	38,82
<b>1982-83</b>	1.117.600	53,86	650.770	40,34
<b>1983-84</b>	1.142.308	53,89	695.480	41,20
<b>1984-85</b>	1.182.154	53,79	726.000	41,80
<b>1985-86</b>	1.238.874	53,43	738.340	42,23
<b>1986-87</b>	1.278.269	53,85	751.995	41,96

Source: M. E. S.

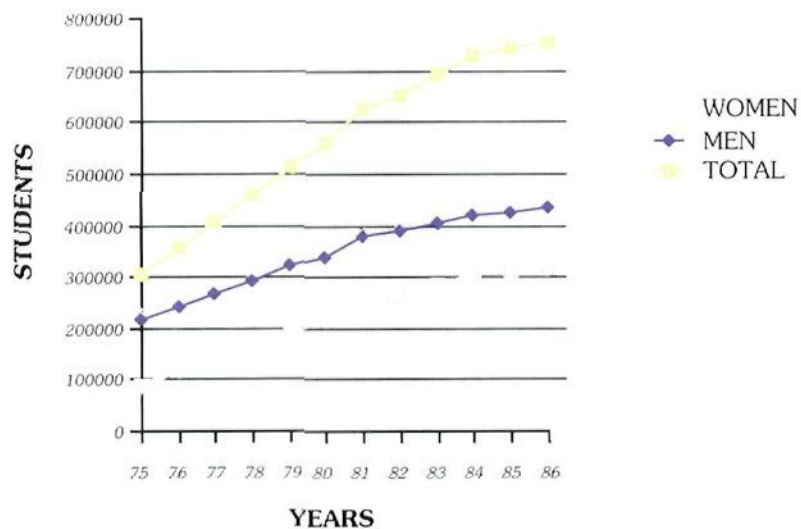
**60.** The differences of option between these levels with regard to sex have diminished considerably between the seventies and eighties. Since 1977/78 the number of girl students doing Bachillerato has been slightly higher than that of boy students and since 1981, the percentage of girls has stabilized at this level to about 53%. (Table II.9). In V.T. the increase in the number of women has been more acute, from being 28.8% in 1975/76 to 42.0% eleven years later. The figures prove that the process of equality between the sexes is being produced rapidly in Vocational Training, even though there are substantial differences between the different options.

**GRAPH II.15. CHANGES IN NUMBER OF B.U.P. AND C.O.U. STUDENTS ACCORDING TO SEX (1986-87).**



Source: M. E. S.

**GRAPH II.16. CHANGES IN NUMBER OF V.T. STUDENTS ACCORDING TO SEX (1986-87)**



Source: M. E. S.



**61.** The distribution of the enrollment of students in Intermediate Studies between the state and private sectors is also different in Bachillerato and Vocational Training. The participation of the state sector in the first of these (70.5%) is bigger than in the second (63.0%). The curve of enrollment from the 1977-78 school year shows a decline in the private sector in B.U.P. and V.T. (Table II.10).

**TABLE II.10. PERCENTAGE OF INTERMEDIATE STUDIES STUDENTS ACCORDING TO SCHOOL (1977-78)**

YEAR	STATE SCHOOLS			PRIVATE SCHOOLS		
	B. U. P.	C. O. U.	V. T.	B. U. P.	C. O. U.	V. T.
<b>1977-78</b>	59	87	43	41	13	57
<b>1978-79</b>	62	67	46	38	33	54
<b>1979-80</b>	64	68	49	36	32	51
<b>1980-81</b>	64	71	54	36	29	46
<b>1981-82</b>	64	71	55	36	29	45
<b>1982-83</b>	65	71	56	35	29	44
<b>1983-84</b>	69	74	54	31	26	46
<b>1984-85</b>	67	71	57	33	29	43
<b>1985-86</b>	68	71	59	32	29	41
<b>1986-87</b>	69	72	63	31	28	37

Source: M. E. S.

## The Bachillerato

**62.** Since 1975-76, when the Unified and Multivalent Bachillerato (in Spanish the Unified and Polivalent hence: B.U.P.) was introduced, this level has been regulated by the General Law of Education. According to this law, Bachillerato was structured into three courses and the University Preparation Course was established. The Law gave Bachillerato the double aim of preparing students for access to further education studies or to Second Grade Vocational Training and of giving them the necessary training to begin a working life. Thus, in express form, the prologue of the General Law of Education itself declared its desire to avoid the excessively academic and theoretical nature of the traditional Bachillerato and to offer the student certain diversity of practical vocational experiences. At the same time, the Pre-University Preparation course is geared towards widening the scientific knowledge of students, guiding them towards a vocational choice and instructing them in the use of techniques for intellectual study on a further educational level.

**63.** Within the General Law of Education, Bachillerato is characterized by three basic principles:

- 1) To give priority to human development, acquisition of intellectual dexterity, obtention of social habits and harmonious development of personality, in all its facets.
- 2) To be geared towards a single qualification, avoiding premature vocational choice (i.e. have a single direction).
- 3) To include, in a versatile structure, freely-chosen study subjects, as well as technical vocational activities.

**64.** With regard to the Bachillerato Study Plan, the guidelines established by the G.L.E. can be summarized into three points:

- 1) Subjects are divided into common core, optional and technical-vocational.
- 2) The common core subjects are grouped together into six areas: Language, Social, Aesthetic, Religious, Mathematical and Natural Sciences, and Physical Education.
- 3) The Law determines the number and characteristics of the optional subjects, to insure their effective inclusion in the curriculum.

**65.** The Bachillerato curriculum was laid down in 1975 through the Decree 160 of 23rd January and the Ministerial Order of 23rd March. In 1988, the timetable was changed, which before had been excessive and demanded disproportionate efforts from the students (above all, from those in the first year). At present, the timetable for B.U.P. students is 29 hours per week (Table II.11). Since the 1988-89 school year the study plan of the Pre-University Preparation Course has undergone an even more extensive transformation, going towards adapting it for better possibilities of choice of subjects from the different university studies and reinforcing its guiding character. (Table II.12).

**66.** There are 2.632 Bachillerato and C.O.U. schools (1986-87 school year), with capacity for 1.495.240 school places (Graph II.17). In Graph I.I.18 one can observe that private schools, on the whole, have a smaller capacity than state schools: private schools make up 51,1% of the total, but only offer 35,2% of the school places.

Overall, for Bachillerato and C.O.U. schools, the average number of school places is 508; but, if this information is broken down with regard to ownership, it can be observed that state schools offer, on average, somewhat more than double the school places of private schools: whilst their average is 698 places, those of private schools is 339. Moreover, the distribution between the public and private sector varies a lot from one Autonomous Community to another.

**TABLE II.11. B.U.P. STUDY PLAN**

<b>FIRST B. U. P. LEVEL</b>	
<b>SUBJECTS</b>	<b>Hours per week</b>
Natural Sciences	4
History of Civilisations and Arts	4
Spanish Language and Literature*	4
Foreing Language**	4
Mathematics	4
Music	2
Art	3
Physical Education and Sports	2
Religious/Ethical Studies	2
<b>TOTAL</b>	<b>29</b>
<b>SECOND B. U. P. LEVEL</b>	
<b>SUBJECTS</b>	<b>Hours per week</b>
Physics and Chemistry	4
Human and Economic Geography	3
Latín	4
Spanish Language and Literature*	4
Foreing Language**	4
Mathematics	4
Religious/Ethical Studies	2
Physical Education and Sports	2
Technical-Vocational Stud. and Activities	2
<b>TOTAL</b>	<b>29</b>

<b>THIRD B. U. P. LEVEL</b>			
<b>SUBJECTS</b>			<b>Hours per week</b>
C O M M O N  C O R E	S U B J E C T S	Foreing Language**	3
		History of Spain and Hispa- nic countries and the Consti- tution	4
		Philosophy	4
		Tech-Vocat. Stud. and Act.	2
		Religious/Ethnical Studies	2
		Physical Education	2
O P T I O N A L ***	O p t i o n A	Literature	4
		Latin	4
		Greek	4
		Mathematics	4
	O p t i o n B	Literature	4
		Natural Sciences	4
		Phys. and Chemist.	4
		Mathematics	4
<b>TOTAL</b>			<b>29</b>

\* Since 1978 the study of the Autonomous Communities' own languages has been included.

\*\* Foreing languages on offer are: English, French, German, Italian or Portuguese (in order of frequency of study, with great difference between the first and the others), chosen by the student.

\*\*\* Students choose three subjects from either A or B.

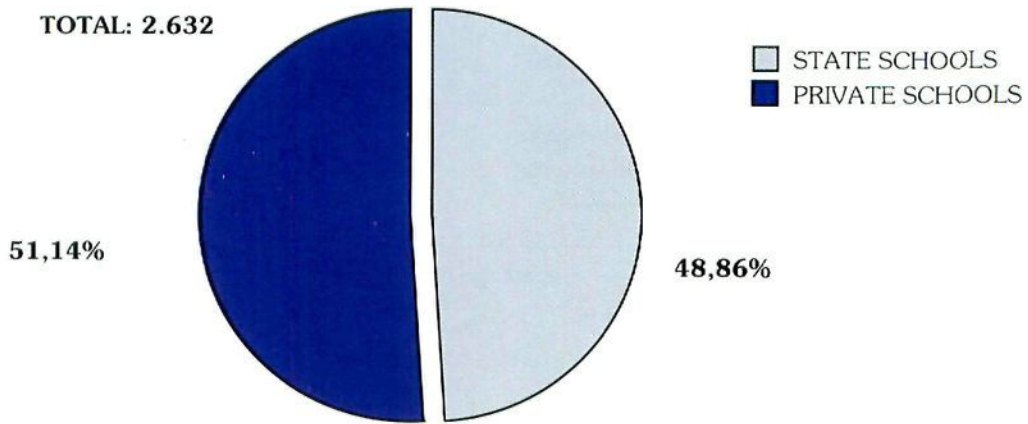


**TABLE II.12. C.O.U. STUDY PLAN**

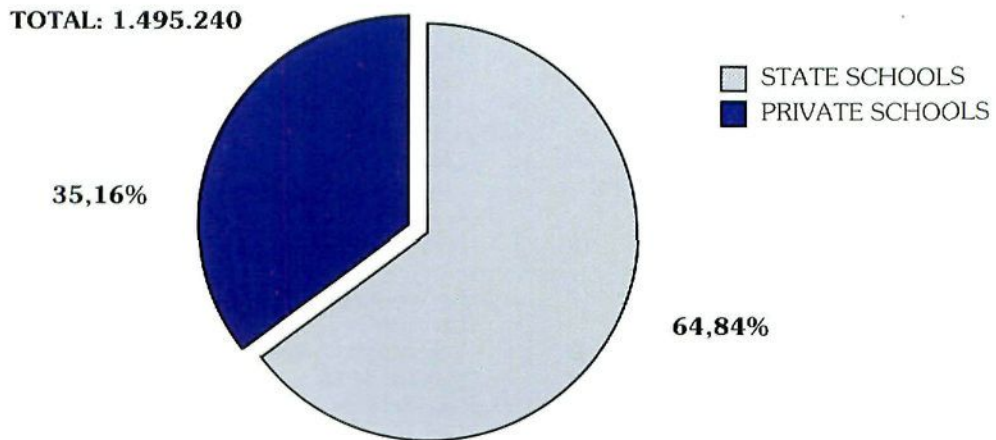
SUBJECTS		Hours per week	
COMMON CORE SUBJECTS	Foreign Language	3	
	Spanish Language	3	
	Philosophy	4	
OPTIONS*	OPTION A  (Scientific-Technological)	a) Compulsory Subjects: – Mathematics I	4
		– Physics	4
	b) Optional Subjects:	– Chemistry	4
		– Biology	4
		– Geology	4
		– Technical Drawing	4
	OPTION B  (Biochemistry)	a) Compulsory Subjects: – Chemistry	4
		– Biology	4
	b) Optional Subjects:	– Mathematics I	4
		– Physics	4
		– Geology	4
		– Technical Drawing	4
	OPTION C  (Social Sciences)	a) Compulsory Subjects: – Mathematics II	4
		– Contemporary history of the world	4
	b) Optional Subjects	– Literature	4
		– Latin	4
– Greek		4	
– History of Art		4	
OPTION D  (Humanist-Linguistic)	a) Compulsory Subjects: – Literature	4	
	– Contemporary history of the world	4	
b) Optional Subjects	– Latin	4	
	– Greek	4	
	– History of Art	4	
	– Mathematics II	4	
<b>TOTAL</b>		<b>26</b>	

• Students must choose two subjects from the four alternatives.

**GRAPH II.17. B.U.P. AND C.O.U. SCHOOLS ACCORDING TO TYPE OF SCHOOL (1986-87)**



**GRAPH II.18 B.U.P. AND C.O.U. SCHOOL PLACES ACCORDING TO TYPE OF SCHOOL (1986-87)**



67. The public sector schools 70.5% of B.U.P. and C.O.U. pupils, who amount to 1.278.206. Of these, 1.014.252 are Bachillerato students and 263.949 do the Pre-University Preparation Course. As can be seen from Table II.13, the number of pupils who enrolled descends significantly the higher the year. Moreover, the ratio of pupils/group is slightly less throughout the three years of B.U.P. and increases in C.O.U. This is due to the fact that some private schools do not offer the Pre-University Preparation Course, and the pupils who take Bachillerato in them are regrouped into other schools, both private and state.

**TABLE II.13. GROUPS AND PUPILS OF B.U.P. AND C.O.U. PER YEAR (1986-87)**

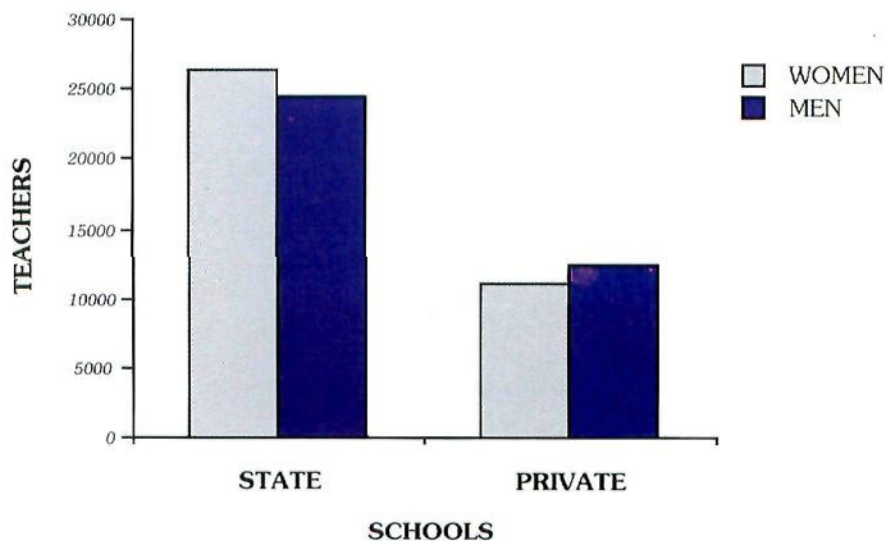
	GROUPS	PUPILS	PUPIL/GROUP
<b>CURRENT PLAN</b>			
1 B. U. P.	11.084	384.800	34,7
2 B. U. P.	9.720	332.104	34,2
3 B. U. P.	8.408	272.465	32,4
C. O. U.	7.731	263.949	34,1
<b>TOTAL</b>	36.943	1.253.318	33,9
<b>EXPERIMENTAL PLAN</b>			
1. FIRST PHASE	238	7.096	29,8
SECOND PHASE	166	4.571	27,5
2. FIRST PHASE	561	12.811	22,8
SECOND PHASE	38	410	10,8
<b>TOTAL</b>	1.005	24.888	24,8
<b>TOTAL OF BOTH PLANS</b>	37.948	1.278.206	29,4

Source: M. E. S.



- 68.** In the third year of BUP pupils must choose between two options which are partly identified with the traditional alternatives between sciences and arts. This choice does not condition future choices between alternatives in COU. The “science” options are chosen by most students. However, there is a considerable difference between what boys and what girls choose. Nevertheless, in COU, science options are only slightly predominantly chosen by boys (52.5%) and arts by girls (62%).
- 69.** In contrast to the vocational choices of students, the major part of the 74.918 BUP and COU teachers chose art degrees, 50,5% of teachers have art degrees, 29,1% science degrees and 20,4% have other qualifications. This approximately matches the distribution of subjects into Sciences and Arts. (50% arts, 30% sciences and 20% others).
- 70.** The number of Bachillerato and COU teachers in state schools is more than double that of teachers in private schools (Graph II.19). The distribution of teachers according to type of school (68,3% in the public sector and 31,7% in the private sector) ties in precisely with the distribution of students (70,5% against 29,5%).

**GRAPH II.19 B.U.P. AND C.O.U. TEACHERS ACCORDING TO TYPE OF SCHOOL AND SEX. (1986-87)**



Source: M. E. S.


## Vocational Training

- 71.** The General Law of Education treats present Vocational Training studies as a branch of education parallel to Bachillerato. The Law establishes the following end for Vocational Training: “The training of students to exercise their chosen profession, as well as continuing their general education”. Moreover, in the conception of the General Law of Education, Vocational Training should “Maintain a close relationship with the structure and provisions of employment in its organisation and development”.
- 72.** Of the three grades of Vocational Training foreseen by the General Law of Education, only the first two have been introduced. All pupils who complete EGB can take first grade Vocational Training, whether they have obtained the title of Graduate Scholar or that of School Certificate. This, therefore, is the only option open to the latter pupils for continuing their studies. However, the experience of almost twenty years since the General Law of Education was passed has shown that this alternative has not been effective in the majority of cases, since many pupils with school certificates do not go on to pass the first grade of Vocational Training.
- 73.** The Vocational Training-1 study plan takes two years, and has three areas of knowledge:
- 1) Common study area: Spanish Language, Modern Languages, Humanities, Religious or Ethical-Moral Studies (to be chosen), Physical Education and Constitutional Studies.
  - 2) Applied Sciences (chosen vocational branch): Mathematics, Physics and Chemistry, Natural Sciences.
  - 3) Technical and Practical Studies: Techniques of Graphical Expression and Communication and Practical Technology.

In Catalonia, the Basque Country, Galicia, the Valencian Community and the Balearic Islands, the language of the community is also taught.

- 74.** Students who complete first grade of Vocational Training receive the title of Assistant Technician. Those who conclude their studies without obtaining the necessary marks, receive a school certificate. However, article 36 of Decree 707/1976 of 7th March accepts the possible validation of some vocational studies freely taught in private schools for the Practical Technical Area. Also, the title of assistant technician can be obtained by “an assessment test of untaught knowledge” available to people aged over 18 who fulfil certain requirements.
- 75.** The title Assistant Technician allows direct access to specialised teaching in VT-II. For access to those of the general course it is also necessary to pass some additional subjects of the academic course, the objective of which is to facilitate the comprehension of later studies. Assistant technicians can also take Bachillerato by





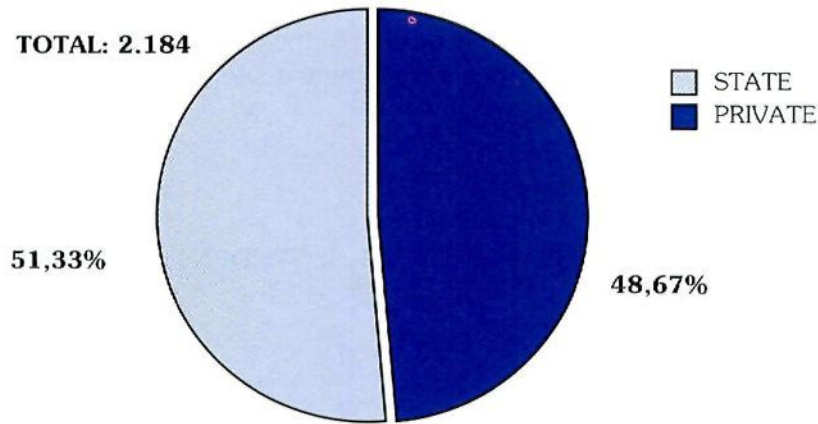
having their qualifications validated, being able to enroll in the second year BUP but, at the same time, they must do those subjects from the first year BUP which were not validated.

- 76.** The second grade of Vocational Training is geared towards the title of Specialist Technician. There are two modules: General Training which lasts two years and Specialised training which lasts three years (which includes special subjects which require continuous practical training). General Training is structured around a common educational theme, technological skills and practice and business studies. Specialised Training is organised into basic training and extension of skills, structured into continuous phases of perfection of professionalism.
- 77.** Students who graduate from second grade Vocational Training (Specialist Technicians) can take the Pre-University Preparation Course, which allows them to take any university degree course, or enroll directly into University Departments which offer the same courses as those in Vocational Training colleges.
- 78.** Vocational Training is divided into various branches (e.g agriculture, chemistry or health) to which groups of professions are linked, and belong to the first or second level. For e.g., the professions of administration, commerce and secretaryship belong to the commercial administrative branch in first grade, the specialization of exterior commerce and transport or accounts to the General Stream and specialized administration, secretaryship and management computing to the Specialized Subjects Studies of Vocational Training at second grade. The demand for a tight relationship with the working world has thus developed a complex structure with 21 branches and more than 50 V.T.I professions and V.T.II. special subjects: a structure which, despite its complexity, does not possess the necessary flexibility to adapt itself from the regulatory educational system to the changes and multiple demands of the working world.
- 79.** This same need for flexibility has given rise to the development of night, or free classes in Vocational Training, the aim of which is to provide attention to those students, who, because of age or working conditions, cannot enroll for daily classes or those others who, in spite of having sufficient motivation to develop knowledge and skills for themselves, cannot regularly attend a class.
- 80.** Practical work is of basic importance in Vocational Training, because of its value in enabling students and young people without work experience to become professionally incorporated into the working world. Although the General Law of Education and the 1976 Royal Decree for Regulation of Vocational Training contemplated the usefulness of cooperation between companies and V.T. colleges, the regulation of a training system has only been created after the signing of a Covenant between the Ministry of Education and Science, the Ministry of Employment and the Social Security and the C.E.O.E. This Covenant helped to initiate a training programme as an alternative for students of V.T. II. from the 1983-84 academic year. The Economic and Social Agreement (A.E.S.) and financing from the Social European Fund has reinforced and improved this programme.
- 81.** In the 1986-87 academic year 2.184 schools taught V.T. students, of which 1.063 were state (Graph II. 20). They make up a total of 1.168.391 schools places the distribution of which is selected in Graph II.21. As a



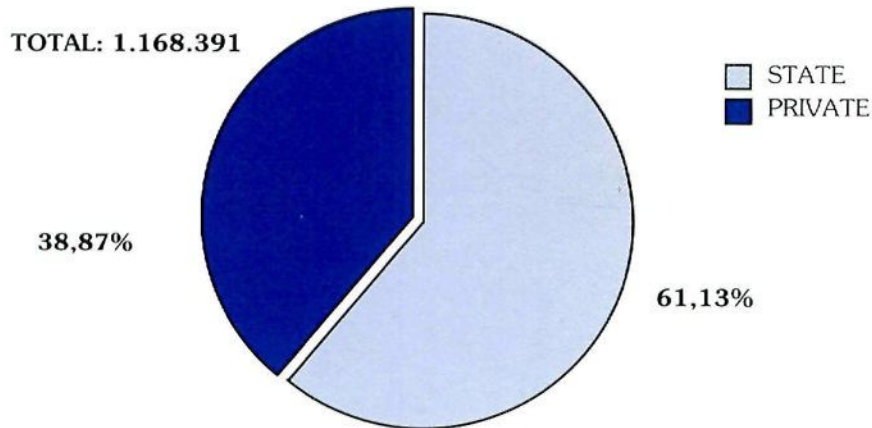
whole, state schools have a considerably larger capacity than private schools. They make up 48.7% of total schools yet offer 61.1% of school places. The state sector of Vocational Training is, however, very variable in the various Autonomous Communities.

**GRAPH 11.20 VOCATIONAL TRAINING SCHOOLS ACCORDING TO TYPE OF SCHOOL (1986-87)**



Source: M. E. S.

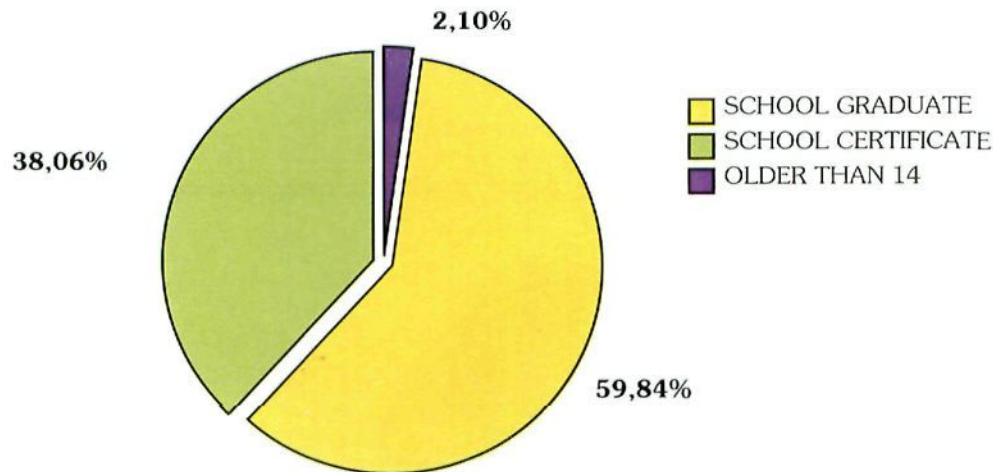
**GRAPH II.21. VOCATIONAL TRAINING SCHOOL PLACES ACCORDING TO TYPE OF SCHOOL (1986-87)**



Source: M. E. S.

- 82.** Of the 751.995 students taking Vocational Training in 1986-87, only 41.9% were women, though the percentage varies for the different professional choices: in mechanics, for example, there was one woman per 100 students, whilst in home economics the opposite occurred (one boy for each 100 students). These facts confirm that Vocational Training is the part of the educational system where the biggest difference exists between total percentage of men and women, and their distribution according to branches and specializations.
- 83.** A high proportion of students with the E.G.B. school certificate but not school graduate qualification (Graph II.22) take grade one Vocational Training: this is the situation of four students out of every ten. Also 65.5% of students are older than the normal age for the two years of V.T. I (14 -15 years). In the first year of First Grade Vocational Training, only 41% of students are 14; of the other 59%, 9% are students repeating years and the other 50% are students who take Vocational Training later.

**GRAPH II.22. NEW INTAKES OF V.T. I. STUDENTS (1986-87)**



Source: M. E. S.

84. The number of Vocational Training students descends as the course advances. This decrease is most common in the second grade of Vocational Training, since many young people do not continue their studies after V.T. I (Table II.14). However, in recent years there has been a clear tendency for Second Grade V.T. students to increase, to which Bachillerato students are increasingly being enrolled (approximately a quarter of students enrolled for the first time in V.T. II in 1985-86 were examples of this). These and other indicators demonstrate that the social application of V.T. II studies is increasingly positive.

**TABLE 11.14 GROUPS AND STUDENTS FOR V.T. COURSE (1986-87)**

PLAN	GROUP	STUDENTS	PER GROUP
<b>PRESENT</b>			
<b>V. T. I.:</b>			
Year 1	7.609	241.300	31,7
Year 2	6.544	188.083	28,7
<b>V. T. II. Gener. Stream</b>			
Year 1	337	9.995	29,7
Year 2	300	7.896	26,3
<b>V. T. II. Spec. Subjects</b>			
Year 1	3.907	100.817	25,8
Year 2	3.886	96.657	24,9
Year 3	3.392	76.555	22,6
<b>EXPERIMENTAL</b>			
<b>First Phase</b>			
Year 1	390	11.782	30,2
Year 2	267	6.602	24,7
<b>Second Phase</b>			
Year 1	72	1.431	19,9
Year 2	23	251	10,9

Source: M. E. S.



## **The experimental reform**

- 85.** In 1983 the Ministry of Education and Science initiated an experimental reform process for Intermediate Studies which attempted to produce a new model of organisation to overcome, among other deficiencies, an excessively early vocational choice, the academicism of Bachillerato and the persistent inferiority of first grade Vocational Training. The experimental reform structured Intermediate studies into two phases: the first phase was statutory and offered a common curriculum to all students aged 14 to 16. The second, from 16 to 18, offered a choice between five modules of Bachillerato (Social and Human Sciences, Natural Sciences, Linguistics, Administration and Management, Technical-Industrial and Artistic). On completing this second phase, one could go on to University (after passing an entrance exam) or to specialized vocational modules.
- 86.** This experimental reform has been subjected to a laborious evaluation process to discover its main advantages and disadvantages. In this way, together with a major change in teaching methodology, which is evident in the motivation of the students towards learning, significant differences have been maintained between the development of students that go to B.U.P. schools and those who go to V.T. schools, despite the common curriculum.
- 87.** In general, the evaluation shows that it is possible to extend the comprehensive teaching period, common to all students and carried out in the same schools. At the same time, evaluation once again proves that students aged 15-16 are already very different, and it is difficult for them to be happy with the educational system if it does not offer them possibilities to choose those areas or subjects closest to their interests, motivations and abilities. In short, the result of the experimental reform (which was very valuable for the facts presented in this book) once again confirms one of the fundamental challenges to the whole educational system: to meet the needs of different students without resorting to discriminations. The challenge is to be able to provide a common educational framework which, at the same time, respects and values diversity in a positive way, creating areas of shared experiences, values and forms of learning and culture.

## **Special educational needs and integration**

- 88.** If that reflected in the above paragraph is pertinent to the regulation of Secondary Schooling, it is ever more so if one takes into consideration the education of students with special needs. Articles 27 and 49 of the Spanish Constitution guarantee the right to education to all citizens and commission the state to develop a policy of integration and special provision for people who need it because of physical, sensory, or mental handicaps.
- 89.** The guidelines for the education of this sector have been developed by the law of 7th April 1982, Social Integration of the Disabled, which established four main principles:

- 1) The normalisation principle, according to which handicapped people should receive the same attention as those within a normal system afforded by the Community and only in extreme cases through special services.
  - 2) This idea is promoted in the educational field via the principle of school integration, according to which special schools are reserved for people who need this type of education - moreover, the structure and management of these schools should be such that they encourage integration.
  - 3) The principle of sectorisation has its objective in moving these services closer to the habitual environment of the student and accommodating them to it.
  - 4) Finally, the individualism of teaching is to give each student what educational attention he or she requires at all times.
- 90.** With the aim of developing educational aspects of the Law of Handicapped Integration, the 1985 Royal Decree for Regulation of Spanish Education, was enacted. Its aim being to integrate those students with special needs likely to benefit from the same, into the ordinary educational system. This Decree implied a major change in the concept of Special Education, which stopped being a form of education separated from the rest of the system. It also implied essential changes in school and in the traditional educational practice. For this reason, the directives of the Decree can be included in the general framework which defines the education of this country in recent years.
- 91.** The 1955 Decree regards Spanish Education as a statutory and free form of education for all levels established by the ordinary system. Moreover, in order to help integration, all necessary assistance was also to be free between the ages of 2 and 5, although this stage is neither statutory nor free for the rest of the school system.
- 92.** The main idea of the Royal Decree can be summarized into three points: 1) It predicted the provision of a new series of services to the school institution to facilitate the educational process and integration of handicapped students. 2) it considered the existence of special schools for special education for students who needed them and 3) it established a system of permanent coordination between special education schools and ordinary schools.
- 93.** Special education has therefore been regulated in Spain as part of the educational system, for the service of all people with special educational needs. In this definition which replaced the previous dicotomy between ordinary education and special education, educating children with special needs is both centred around early attention before statutory schooling and in assistance and adaptation which these students need to complete their education in ordinary schools.
- 94.** When a student requires assistance or adaptation, which an ordinary school cannot offer, owing to his handicap or any other circumstance, schooling takes place in special schools or in special classrooms in



- ordinary schools. This type of schooling is only in operation as long as the handicap or inability to adapt makes integration impossible. The option between one educational alternative and another is adopted by the educational authority, based on the evaluations of multi-professional teachers, civil servants of the Ministry of Education and Science and the Autonomous Communities with full authority for education.
- 95.** Students with special needs therefore can be accommodated in normal classrooms of ordinary schools, in special units of these schools or in special schools, depending on their characteristics. They can take Pre-school education, E.G.B. and V.T. Special V.T. colleges also exist for those students with special needs who cannot be taught in ordinary schools.
  - 96.** Ordinary schools which are authorized to integrate students with special needs can reduce the number of students per teacher and must have the necessary infrastructure and services. Assistant teachers form part of the staff and give extra lessons to the integrated children (Individual Development Programme).
  - 97.** The 1955 Royal Decree defines two lines of action which should serve as support for the integration project. 1) Creation of sufficient support for Special Education and 2) Anticipation of changes to the ordinary curriculum with the aim of making integration possible in practice.
  - 98.** The support structure includes the existence of three professional groups: 1) multi-professional teams whose functions are centred around educational valuation and guidance. 2) Support teachers and 3) Specialist groups (mainly in speech therapy, physiotherapy, psychotherapy and coordination) who carry out the necessary individual treatments. All these professionals work in a team and, in accordance with principles of sectorisation, coordinate their work with communal services.
  - 99.** The second measure for reinforcement of integration is curriculum adaptation which may imply the development or the actual contents of the curriculum, in the teaching methods, subjects and assessment exams. This range of possible adaptations emerges in the Individual Development Programme, which must commit itself to the psycho-biological development of its subject more than purely chronological interest.
  - 100.** Since the 1986-87 school year, 597 Special Education schools, 6.333 special classes in ordinary schools and a growing number of ordinary schools which are integrating students with special needs have assigned themselves to this legal and organisational framework. There are 64.700 students with special needs who are educated in special classrooms in ordinary schools.
  - 101.** During the eighties, the relative increase of students with special needs who have gone to ordinary schools has been significant in comparison to those taught in special schools. (Tables II. 15 and II. 16). However, the difference between the state and private sectors has been greater in the former than in the latter.



**TABLE II.15. STUDENTS ENROLLED IN SPECIAL EDUCATION PER CLASS AND TYPE OF SCHOOL (1980-87)**

YEAR	SPECIAL SCHOOLS		ORDINARY SCHOOLS		TOTAL
	STATE	PRIVATE	STATE	PRIVATE	
<b>1980-81</b>	14.772	32.847	36.258	3.987	87.864
<b>1981-82</b>	17.518	31.675	38.907	3.302	91.402
<b>1982-83</b>	19.089	29.993	45.186	3.746	98.014
<b>1983-84</b>	20.090	30.218	44.618	3.461	98.387
<b>1984-85</b>	18.707	29.758	47.018	3.488	98.971
<b>1985-86</b>	19.047	26.492	48.901	3.931	98.731
<b>1986-87</b>	19.061	17.252	39.903	4.797	81.013

Source: M. E. S.

NOTE: Data from Andalusia not included for special schools.

**TABLE II.16. STUDENTS ENROLLED IN SPECIAL EDUCATION ACCORDING TO TYPE OF SCHOOL AND SEX (1986-87)**

ORDINARY SCHOOLS	BOYS	GIRLS	TOTAL
State Schools	26.323	33.580	59.903
Private Schools	1.617	3.180	4.797
<b>TOTAL</b>	27.940	36.760	64.700
<b>SPECIAL SCHOOLS</b>			
State Schools	11.680	7.381	19.061
Private Schools	10.339	6.913	17.252
<b>TOTAL</b>	22.019	14.294	36.313

Source: M. E. S.

NOTE: Data from Andalusia not included for special schools.

**102.** In general terms, of each hundred students with special needs attending special schools, seventy one are mentally handicapped, nine are sensory impaired, nine have coordination difficulties, six have emotional and behavioural difficulties, two are autistic and three have other difficulties (Table II.17). In ordinary schools the percentage of students in the last category is eight times higher and is 24%. (Table II.18). The figures relating to integration have risen significantly since the 1985/86 schools year, in which the number of children being integrated was 1.931 to 8.176 in 1988-89.

**TABLE II.17 CHILDREN OF SPECIAL EDUCATION IN SPECIAL SCHOOLS ACCORDING TO TYPE OF SCHOOL, SEX, AND MAIN PROBLEM (1986-87)**

PROBLEM	STATE SCHOOLS		PRIVATE SCHOOLS		TOTAL	
	TOTAL	GIRLS	TOTAL	GIRLS	TOTAL	GIRLS
Mentally Handicapped	14.679	5.700	11.251	4.562	25.930	10.262
Visually Impaired	115	40	548	217	663	257
Hearing Impaired	1.361	619	1.306	522	2.667	1.141
Coordination Difficulties	1.434	539	1.811	747	3.245	1.286
Autistic	266	76	521	187	787	263
Emotional & Behavioural Difficulties	794	235	1.338	488	2.132	723
Others	412	172	477	190	889	362
<b>TOTAL</b>	<b>19.061</b>	<b>7.381</b>	<b>17.252</b>	<b>6.913</b>	<b>36.313</b>	<b>14.294</b>

Source: M. E. S.

NOTE: Data from Andalusia not included.

**TABLE II.18 SPECIAL EDUCATION STUDENTS IN ORDINARY SCHOOLS ACCORDING TO TYPE OF SCHOOL, SEX AND MAIN PROBLEM (1986-87)**

PROBLEM	STATE SCHOOLS		PRIVATE SCHOOLS		TOTAL	
	TOTAL	GIRLS	TOTAL	GIRLS	TOTAL	GIRLS
Mentally Handicapped	30.997	20.499	12.115	1.525	33.112	22.024
Visually Impaired	2.794	1.327	661	587	3.455	2.914
Hearing Impaired	3.137	1.984	346	268	3.483	2.252
Coordination Difficulties	2.858	1.741	411	287	3.269	2.028
Autistic	445	311	48	26	493	156
Emotional & Behavioural Difficulties	5.273	1.667	414	118	5.687	1.785
Others	14.399	5.051	802	369	15.201	5.420
<b>TOTAL</b>	<b>59.903</b>	<b>33.580</b>	<b>4.797</b>	<b>3.180</b>	<b>64.700</b>	<b>36.579</b>

Source: M. E. S.

NOTE: Data from Andalusia not included.

- 103.** The Special Educational staff has risen since the beginning of the eighties, going from 3.268 teachers in 1980/81 to 5.146 in special schools in 1986-87. In Tables II.18 and 20 the facts on teachers of Special Education are classified into types of school, function and specialization.
- 104.** The integration process of students with special needs in ordinary schools has been characterized, in our country, by four fundamental ideas: in the first place by the variety of experiences, given the open nature of the Royal Decree on regulation of Special Education, which does not impose a specific manner of carrying out integration but is a framework of reference and support. Also, introduction of integration is gradual, with an experimental period of three years and another five of generalization, to end in 1994. In the third place, the Spanish integration model is characterised by the fact that it is not very rigid, in comparison to what occurs in neighbouring countries, but depends on the characteristics and possibilities of the pupils. Lastly, integration does not only set out to benefit the children being integrated but all pupils and attempts to be a decisive element of educational growth and innovation.



**TABLE 11.19. STAFF IN SPECIAL SCHOOLS OF SPECIAL EDUCATION, ACCORDING TO SPECIALIZATION AND FUNCTION (1986-87)**

<b>SPECIALIZATION AND FUNCTION</b>	<b>TOTAL</b>
<b>MANAGEMENT AND STAFF</b>	
Heads of schools	364
Head Teachers	154
Study Officers	152
Secretaries	203
Therapeutic Teachers	3.022
Hearing and Language Teachers	396
Workshop Teachers	265
Workshop Assistants	209
<b>TECHNICAL STAFF</b>	
Doctors	253
Psychologists	103
Educators	304
Social Workers	175
Nurses	181
Clinical Auxiliaries	171
Physiotherapists	284
Occupational Therapists	79
Special Educ. Physical Educ. Teachers	115
Speech Therapists	401
Music and Dance Teachers	61
Physical Education Teachers	136
Care Assistants	665

Source: M. E. S.

NOTE: Data from Andalusia is not included.

**TABLE II.20. SPECIAL EDUCATION STAFF IN ORDINARY SCHOOLS ACCORDING TO TYPE OF SCHOOL AND SPECIALIZATION (1986-87)**

SPECIALIZATION	TYPE		
	State Sc.	Private Sc.	Total
Pedagogic & Therapeutic	4.045	194	4.239
Hearing and Language	261	19	280
Integration Support	4.187	1.604	5.791
<b>TOTAL</b>	8.493	1.817	10.310

Source: M. E. S.

### **Evaluation of integration**

- 105.** Evaluation of the integration system has been carried out with the help of teams of educational psychologists and of teachers. The first results show the existence of generally positive attitudes towards the integration processes and of important transformations in many schools, which have seen it through. They also point out the existence of considerable differences between schools as far as their putting integration into practice goes, and the amount of participation from the educational community in the process.
- 106.** The concept of integration and the hopes of meeting the needs of pupils are not only relevant for people who have some type of anomaly or disability. To a certain extent, all pupils have needs and require integration into an environment rich in experiences, indulgent of their idiosyncrasies, respectful of their individuality.

The more unfavourable their background or origin, the greater the needs of the pupil. People who come from socially, economically or culturally deprived backgrounds also need educational support adapted to their needs. The development of supplementary education responds to this situation, attempting to put into practice the principle of equal educational opportunities.

## Supplementary Education

- 107.** The aim of supplementary education is to help reduce students' inequalities of origin, relying upon the adaptations and assistance needed by people who, owing to their social and economic circumstances or geographic or cultural factors, may have major difficulties in achieving fundamental educational goals. The conviction that certain pupils need supplementary education arises from the verification that when they do not receive specific help, their background inequalities are maintained, to a great extent, throughout the educational system. These inequalities gain special importance in groups of population who live in deprived areas, with high drop-out rates in E.G.B. and V.T. and a high percentage of illiteracy and truancy. These are areas of preferential educational action.
- 108.** The concept of "area of preferential educational action" as defined by the 1983 Royal Decree on Supplementary Education, which examines the necessity to take specific action in these areas, is the following:
- Creation of support teams to help the schools. These teams are based in resource centres situated in preferential action areas.
  - Incentives for staff to continue in those schools with permanent vacancies.
  - Literacy campaigns (which have in practice become dependent upon Adult Education).
  - Special courses for teenagers aged 14-16 not at school, aiming to allow them to finish E.G.B. and provide them with occupational training.
  - Special investments in buildings and equipment.
- 109.** The aims established in the 1953 Royal Decree were converted into teaching programmes of resource centres and support teams, as well as educational innovations in rural schools; into actions directed at schooling, assistance and follow-up of the lowest socio-economic groups and in schooling programmes and follow-up of deprived ethnic minorities.
- 110.** Supplementary Education does not have to have specific curricula nor take place in special schools. The students' adaptation to their environment and to their socio-cultural and economic characters is carried out through methodologies which draw people to the environments which are the most significant to them, advancing from those individual, common experiences to those most at odds and distant.
- 111.** The occupational courses can be considered as informal educational paths. They aim to provide teenagers from 14 to 16, who have not been to schools during that time with a basic knowledge of techniques and skills orientated towards employment. They also generally seek to put these teenagers in a socio-cultural environment which will let them be, and feel, active. Occupational classes have been created for these courses



in rural and urban areas, in E.G.B. schools and V.T. colleges, in Adult Education classes, and classes produced with non-profit making private entities. In these classes, basic occupational training is given, their socio-cultural re-entry into society is procured and the necessary tutoring to provide all this is given.

- 112.** Thanks to the signing of an agreement between the Ministry of Education and Science and the Ministry of Employment and Social Security (in 1987) cooperation between these Ministries for the realization of educational activities and professional employment (plan F.I.P.) has been established and the confirmation of occupational Vocational Training to official areas. This cooperation is also reflected in the supplementary training programmes with occupational aid.
- 113.** Notable increases in resources and active Supplementary Education Programmes have been produced since the enactment of the Royal Decree on Supplementary Education. In the 1985-86 school year, (Table II.21) 189.213 pupils were given the benefits of various alternatives of Supplementary Education, in which 9.808

**TABLE 11.21 SUPPLEMENTARY EDUCATION:  
TOTAL FIGURES FOR MES SUBPROGRAMMES (1985-86)**

	<b>RC/SS</b>	<b>RSEI</b>	<b>PH</b>	<b>LSG</b>	<b>OC</b>
Units (1)	288	11	61	87	304
Pupils attending	173.540	2.051	965	3.805	8.852
Teachers	9.808	-	-	-	-
Schools	2.698	-	-	-	-

Source: M. E. S.

(1) Units is understood to mean each one of the Schools, classes or teams created which undertake different actions. In PH, this means plans of action.

RC: Resource Centres.


SS: Support Services.

LSG: Lowest Socio-economic Group.

PH: Pre-school at Home.

RSEI: Rural Schools with Educational Innovation.

OC: Occupational Classes.



teachers and 2.698 schools (Table II.21) took part. In virtue of article 43 of the Royal Decree, the Communities of Andalusia, the Canary Islands, Catalonia, and Valencia have established Supplementary Education agreements with the Ministry of Education and Science.

- 114.** The great variety of people who may benefit from Supplementary Education means that there is great flexibility of programmes and activities, which strive to assist education in rural areas, in areas with infrastructure problems, schools with children from deprived backgrounds, groups of unschooled youngsters, cultural minorities and people who, because of their employment, have an itinerant existence.

### **Adult Education**

- 115.** The necessity to culturally assist deprived groups does not only refer to children and young people but also to many adults who have not had the opportunity to acquire basic education or who have not learnt to read and write. In the White Paper of Adult Education, edited by the Ministry of Education, facts about the illiterate population in Spain, taken from a 1981 census, were collected.
- 116.** According to this information, the number of illiterate people in Spain at that time was 1.991.581 (population more than ten years old). This number refers more to absolute than to functional illiteracy. According to the U.N.E.S.C.O. definition, absolute illiteracy is defined as follows: “that person who is not capable of reading and writing, understanding the latter as a brief and simple demonstration of actions necessary for daily life”. This concept should be distinguished from functional illiteracy, which is defined as “lack of the necessary ability to communicate in the industrial era”.
- 117.** Absolute illiteracy therefore affected 6,3% of the Spanish population in 1981. However, distribution by age is very unequal. Illiteracy rates increase with age (Table II.22) and are highest in people of 65 or over (21,4%) and lowest in those of 10 to 14 (0,6%). Up to 34 years old, illiteracy rates are very low. They increase as from this age group, making 92% of illiterates older than 35 years old. The generalisation in the last twenty years reflects a large decrease in illiteracy of lower age groups.
- 118.** Illiteracy is higher in women than in men. The difference between women and men is increasingly sharp as age increases: for people aged between 10 and 24, illiteracy is practically the same for women and men, whilst in older age groups illiteracy is more than double in women than in men. This is another indication of the development of an increasingly equalitarian educational system.



**TABLE II.22. PEOPLE AGED 10 OR OVER CLASSIFIED AS ILLITERATE ACCORDING TO AGES AND SEX AND THE PERCENTAGE REPRESENTED IN EACH GROUP OF AGE AND SEX**

Age	Total	%	Men	%	Women	%
10-14	19.886	0,6	10.337	0,6	9.549	0,6
15-19	27.377	0,8	14.280	0,9	13.097	0,8
20-24	32.069	1,1	14.652	1,0	17.417	1,2
25-34	86.653	1,7	32.884	1,3	53.769	2,2
35-44	187.373	4,4	54.891	2,6	132.482	6,1
45-54	363.885	7,9	110.240	4,8	253.645	10,8
55-64	368.460	10,1	104.050	6,1	264.410	13,7
65 y más	905.878	21,4	210.483	12,2	695.395	27,7
<b>TOTAL</b>	<b>1.991.581</b>	<b>6,36</b>	<b>551,818</b>	<b>3,6</b>	<b>1.439.763</b>	<b>8,9</b>

Source: 1981 Census, INE.

- 119.** It is obvious that the eradication of what remains of illiteracy is one of the most urgent and fundamental aims of Adult Education. However the educational necessities of adults are growing and go beyond that of this original aim: many need to extend their basic education, in order to become involved in society and gain employment, or to understand their cultural environment better. Others, who have already acquired this basic level of education, demand secondary education, wishing to extend their possibilities of education, work and general knowledge. Some are motivated by the desire to widen their cultural horizons, through activities, which do not have to be regulated by those levels defined by the educational system. Finally, there are more and more adults who wish to perfect their professional skills, to acquire more training in their profession or learn a new one.
- 120.** The 1970 General Law of Education established Permanent Adult Education to fulfil these literacy functions, to provide Basic General or Secondary Education and to extend educational and professional perfection courses. Since 1984 a period of debate and reflection on Adult Education has been developed, which gave place to the publication of a document to establish guidelines for its reform. The various forms of Adult Education foreseen in the 1970 Law, and formalised in later orders and decrees are still in force today. They consist of the following:
- 1) General teaching regulated into EGB, Bachillerato and Vocational Training levels. This teaching may be given during the day in the Permanent Adult Education centres, or by correspondence courses through



the National Centre of Basic Correspondence Education (CENEBAD) and the National Institute of Correspondence Bachillerato (I.N.B.A.D.).

- 2) Unregulated education and activities of cultural extension, mainly in Popular Universities (\*) or Social Clubs, but also in schools which offer regular education.
- 3) Vocational and Technical Training, basically occupational and technical, which depends to a large extent on the National Institute of Employment (I.N.E.M.), a self-governing body linked to the Ministry of Employment and Social Security.

**121.** The aim of the programme of Permanent Adult Education (E.P.A.) is to provide basic Education to people who have not been able to take or finish EGB during the statutory school period. For day classes, activities take place in special schools or in ordinary schools. In 1985/86, the number of special schools was 397, of which 236 were state owned. 73% of the Permanent Adult Education classes depend on the public sector, which schooled 80% of the 145.062 students. In that academic year, 54% of the students took the upper level of EGB. One of the factors which may have had an influence on this high percentage is the demand for the school graduate certificate in certain jobs. In total, 3.341 teachers worked in the colleges or classes of Permanent Adult Education in 1985-86.

**122.** Correspondence courses provide adequate resources for the educational needs of many adults who cannot take classes during the day. Although they are not exclusively designed for adults, correspondence courses offer the possibility to take EGB, BUP and COU studies to those people who have not done them or completed them at the appropriate time, without the necessity to go to an educational centre daily. The efficiency of this type of education depends, very basically, upon an active system of tutorials and the production of teaching materials especially designed for individual study.

**123.** The National Centre of Basic Education by Correspondence, created in 1979, provided eight courses of EGB to children of statutory school age who could not go to school and the second and third phase of Permanent Adult Education over the statutory school age. CENEBAD has a flexible network of tutorial centres linked to a central headquarters and an experimental centre. This system taught 13.322 students in the 1986-87 academic year, and relied upon 149 teachers to do so.

**124.** Since 1975, the National Institute of Bachillerato by Correspondence (INBAD) has provided the possibility to take BUP and COU studies using this type of education (it also offers Language and Culture courses for students who are residing in other countries and who are following the curriculum of the country in which they reside for their studies). INBAD also has a network which includes extensions of special centres, social and municipal classes, cooperative centres and centres abroad which are linked to the experimental centre of the central headquarters. In 1985/86, this network provided for the instruction of 21.133 students by 1.119 teachers.

---

(\*) Popular Universities are colleges run by Local Authorities.



- 125.** By means of agreements with other Ministries, the Department of Education has stimulated Adult Education in other areas. Since 1984, there has been an agreement by which the Ministry of Justice and that of Education work together to help pockets of the population with basic and intermediate education, and specially with literacy, aiming to reinsert this nucleus of population into society and allow it to develop culturally. In 1987, there were 7.571 students in prisons at different levels who had taken different types of education. There is also a plan of action with the Ministry of Foreign Affairs, to provide assistance to Spaniards who are isolated in prisons abroad (Through CINEBAD AND INBAD). Moreover, since 1977, cultural extension programmes in the Armed Forces have become Permanent Adult Education centres, with special administration. These programmes have been very effective in relieving illiteracy and providing Basic and Intermediate or Higher Education to numerous people during their Military Service.
- 126.** In 1986 almost two thousand courses in 76 centres included in the Spanish Federation of Popular Universities were offered and 57.426 students took part in various cultural activities promoted by Popular Universities and a lot of others in those organised by Social Clubs dependent upon the Autonomous Communities (since power was transferred: before they belonged to the Ministry of Culture). Unofficial cultural and educational activities increasingly develop as branches with their own value within Adult Education, capable of offering solutions to a lot of people who wish to extend their knowledge, widen their cultural horizons, develop their sensitivity and powers of communication; and who encounter the possibility to obtain these ends in centres which promote flexible relationships with other people and active participation in the control of education and culture.
- 127.** A large part of unofficial Vocational Training, which provides qualifications, requalifying and retraining that many adults require, is carried out by the National Employment Institute (I.N.E.M.), a self-governing body dependent upon the Ministry of Employment and Social Security. The National Plan for Training and Professional Employment (FIP plan) has stimulated this type of training. To carry out the FIP Plan, the Ministry of Employment and Social Security establishes agreements with different public administrations, business organisations and unions and private entities. There is an agreement between the Ministries of Education and Science and that of Employment and Social Security which defines the methods of cooperation of the Plan.
- 128.** The FIP Plan is instrumented through Vocational Training programmes for young people and long-term unemployed people, professional employment through work contracts, recuperation of schooling, part-time studies, training of young people in Military Service, occupational Professional Training in rural areas and in sectors and companies in restructuritation phases, Vocational Training for women in activities in which their presence is low and courses for employed people, self-employed people, disabled people, emigrants and other minority groups. In 1988, 283.684 students took part in these activities, the majority of whom (54%) were young people under 25. 57,8% of these students are people with E.G.B., with school certificate or without any qualifications, precisely those who have the biggest difficulties in finding a job. More than 75% of those benefitting from these courses are unemployed.



## **Musical, Artistic and language teaching.**

- 129.** It is a natural consequence of the development of a society ever more open and complex to need to widen the programmes on offer by the educational system. This demand for more education and a greater number of educational possibilities does not only originate from adult society, but also comes from teenagers and children, even whilst they are still going through their schooling. There are countless teenagers and children who complement their activities in the school system with other educational activities, inside and outside the system itself. Demand for language teaching is, for example, ever more insistent in our society, as is also the prominence of art classes, which are of professional value, apart from their extremely important significance for the harmonious development of sensibility and personality.
- 130.** The Official Schools of Languages fulfil their role of providing knowledge of languages. The importance of languages grows within a context in which the interrelation between countries and cultures and in a progressive integration of the economic systems of European States. Our ordinary educational system has been traditionally incapable of providing foreign language teaching, which is why there was such a high number of students enrolled in the Official Schools of Languages in 1985-86 and an even higher number of students of all ages enrolled in private academies to complement their language teaching received under the school system.
- 131.** It is traditional for our educational system to have great difficulty in offering an all-embracing and complete answer to the educational needs of people with artistic vocation, a particularly paradoxical fact when one bears in mind the proverbial protagonism of our country in the universal development of art. Enrollments in music conservatoriums have, in recent years, undergone great increases. In the 1985-86 school year, 218.221 students took musical studies in official schools. The Schools of Damatic Art and Dance had 13.441 students. The Applied Arts and Artistic Profession centres had 23.739 students. The educational system has an especially difficult equilibrium problem in the case of musical studies: that of knowing how to simultaneously respond to the very specific demands of musical training, being assured of the necessary time to do so, and provide the statutory educational requirements of the people who enroll for these studies.
- 132.** In general, the cause of many of the recent developments of the educational system can be understood to have been the results of the attempt to create points of equilibrium between two forces: on the one hand, the educational systems of all developed societies tend to provide an ever widening, complex and varied offer, capable of responding to the various cultural and professional demands, as well as the demand for knowledge and values, of open societies. On the other, within the systems that they have, the educational structures have to assure the coordination of these diverse elements and, to a certain extent, control the complexity, so that neither the complication implies a loss of coherence nor diversification and inequality of opportunities.






## **Educational Inspection**

- 133.** Right from the moment when the educational structures could actually be called a system, they required regulation and control mechanisms to help avoid distortions in that system and to determine the fulfilment of its aims with constant assessment of the gap between realities and goals. These functions of assessment and control of the system are primarily the responsibility of Educational Inspection. In the Spanish educational system, the distribution of educational power between the State and the Autonomous Communities has conveyed with it the distribution of powers of Inspection.
- 134.** “Government Inspection” is recognized as being the state’s responsibility, and its end is for the fulfilment of the laws which guarantee the general organisation of the Educational System and its unity, as well as the basic conditions of equality for all Spaniards and the exercise of their educational rights. In the six Autonomous Communities which have already assumed full authority for education, Government Inspection services have been created.
- 135.** Technical Inspection of Education, apart from being responsible for the fulfilment of legalities in the educational area, also has principles which include advising and supporting the teaching staff and assessment of the educational system. According to the 1984 Law of Means for the Reform of the Public Function, the inspection places are covered by civil servants with further education qualifications who have had experience in the teaching world. The present model of Inspection is of a complete nature, not differentiated by educational levels, and its aim is to bring about coordinated action in different levels with more ease. In 1988, the functions of Technical Inspection were carried out by 359 inspectors in the empowered Autonomous Communities, and by 296 in the territory administrated by the Ministry of Education and Science.

## **Innovation, Research and Teacher Training**

- 136.** The adaptation of the educational system to a socially and culturally changing world makes it necessary for reorganisation mechanisms to exist for the assurance of the required qualitative changes. This said adaptation does not only consist of a passive accommodation of the system to what a changing society demands, but also implies an active transformation and the recreation of new ideas and values, because the educational system is not limited to reflect the world which surrounds it. Mechanisms are necessary for its transformation. Of these mechanisms, three are of fundamental importance: the permanent training of teachers, curriculum innovation and educational research.
- 137.** Advances in educational research and innovation, as well as the changes in didactic knowledge and techniques derived from the same, necessitates a permanent up-dating of teacher training. Numerous public and private






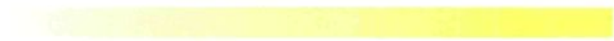
bodies offer courses of permanent teacher training on different educational levels. Organisations for pedagogic reorganisation, Teachers Associations, Town Councils, Autonomous Community Education Councils and the Ministry of Education and Science are increasingly investing more resources into permanent training.

- 138.** The Ministry of Education and Science has created a network of Teacher Centres (CEP) within its own territory, which are basic institutions for the organisation of the permanent training of teachers. In 1987, there were 90 Teacher Centres in existence throughout the Ministry's own territory. Some Autonomous Communities have adopted similar models of permanent training, creating their own individual centres; others have adopted means, such as Science Institutes and other formulas. This network of institutions has meant the formation of specific training areas whereby the teachers are qualified to pass on their training techniques to others, thus multiplying the effect. It has also made it possible to receive training in areas where the demand for teachers is not the same as the offer, qualification of teachers in teaching new technologies and, in general, up-dating of scientific and teaching techniques for teachers.
- 139.** The schools themselves are also means of permanent training and up-dating for the teachers' awareness and techniques. Staff teams are, in themselves, very powerful training nuclei. For this reason, the programmes of permanent training promoted in schools for the staff, closer to the teachers and those responsible for genuine "practical training" are of growing importance, and are beginning to be organised not only by schools but also by public authorities. This is an important advance for the positive system of schools becoming basic units in permanent reorganisation of the educational system.
- 140.** This concept of schools gains greater importance when they acquire a more decisive role in the ultimate programming of the curriculum, using a more flexible model than that offered by the 1970 General Law of Education. This model, still in existence, is incompatible with the distribution of inherent educational powers from the State to the Autonomous Communities, and with the teachers' points of view about themselves as active agents in the definition of an educational project adapted to the immediate environment of the school and not as simple transmitters of predetermined models.
- 141.** These new points of view, which have been breaking ground in the educational field during the last twenty years, have been helped by recent contributions from educational research. Educational research provides important resources for the reorganisation of the educational system because, apart from contributing to the rationalisation of decisions adopted for specific educational procedures, or for the educational system in general, it cristalizes the concepts and schemes which go towards refining and making the perception of educational phenomena more rigid.
- 142.** The education system is not a collection of statistical structures determined by a single shape, it is an all-embracing whole. Many of society's hopes and expectations for the future are found within it. It has an





enormous impact on social and personal opportunities for development. Over and above its purely descriptive aspects, the educational system refers to the many ambitions, values and significances, which it tries to impart. To a large extent, the future of the generations which are introduced to society and culture through it, depend upon its achievements and limitations.







### **Chapter III: NECESSITY FOR REFORM**

1. During recent years enormous efforts have been made to improve the quality of teaching and extend it to everyone. However, considerable limitations and unworkable situations exist, some of them closely linked to the the organisation established by the 1970 Law. These last two decades have brought to the fore the intrinsic deficiencies of the Law and its problems of adaptation to the necessities of a complex and democratic society, committed to European integration, faced with fast-moving technological changes and in need of increasingly richer and more diverse cultural moulds.
2. There is a practically unanimous opinion by the educational community about these problems and deficiencies. The shortage of organisation and regulation of infant education is acknowledged, as is the necessity for a more definite contribution from public Authorities for its support and stimulus, especially in the more deprived areas. The curriculum difficulties in the upper phase of E.G.B., which are still producing an excessive number of exam failures, albeit less in recent years, are substantial. It is widely agreed that the existing double qualifications for EGB is a source of premature discriminations which are difficult to reverse. It is also widely believed that Bachillerato has not achieved what it set out to do, that it has become excessively academic and removed from the cultural, social and professional world, and that it does not even feign to offer "preparation for life" to the growing number of young people who need it. It is also unanimously agreed that insufficient regard is still give to Vocational Training-1 to provide an adequate answer to pupils with school certificate and the absolute necessity to establish a better connection between Vocational Training and the working world.

## The insufficiencies of the current organisation

3. The general hopes for a better quality education is one of the major factors contributing to wide social agreement in existence today on the urgent necessity to remodel the educational system.
4. Another defect of the 1970 Law is the absence of a more coherent curriculum, capable of joining educational levels from the lowest to the highest without gaps. Complaints made about intermediate educational levels or about the lack of academic knowledge of those who go on to University stem from this. It is probable that these serious problems cannot not receive the attention they deserve until there is internal interlinking of the different educational levels by means of adopting a single curriculum model, which can satisfy at one and the same time, the needs of society, the schools and the pupils themselves.
5. The problems which have not been resolved and the new needs derived from the changes in Spanish society recommend the restructuring, in general terms, of the organisation of the educational system. The most blatant problems are:
  - a) The inadequacy of the model of the General Law of Education for the 1978 Constitution, above all in that which refers to the new to organisation and territorial division of the State.
  - b) The current disorder between cultural and professional necessities of the population and the educational possibilities which the system offers. These disorders are related to the important changes in the economic and social structures which have taken place in Spain during the last twenty years and the most recent technological, scientific and cultural developments.
  - c) The need to match the structures and quality of the educational system to those of other European Community countries.
6. In the two decades which have passed since the General Law of Education was enacted, Spanish society has undergone profound transformations which have not only affected its social structure, but also its attitudes and social values. These changes have coincided with the long and severe economic crisis which began during the last years of the previous regime. The sharp rise in oil prices by almost 500% at the end of 1973 provoked changes in the economies of the developed countries, which continued for over a decade. The countries of the O.E.C.D. went from having Gross National Product rates rising at an annual rate of 5% to zero growth rate. This was accompanied by increases in inflation, enormous rises in unemployment and a high deficit in the balance of payments. These tendencies were accentuated when the price of oil doubled again in 1979.
7. In Spain, these developments were even more intense. The G.N.P. decreased its average growth of 6,5% in 1963-73 to 2,5% in 1974-80. When the growth rates in prices is compared to consumption in these two periods, one observes a rise in inflation, which rose to 24,5% in 1977, and which was an average of 7,4% in



1965-73, that became 18% in 1974-80. This also gave rise to a decrease in the real growth rate of domestic demand, a large increase in unemployment and a bigger increase in the foreign deficit than in the other countries of the OECD. Until the second half of this decade many of the effects of this crisis were not corrected and it has only been since 1985 that there has been a clear tendency for investment in the outcome and growth of the G.N.P., which is reflected in a significant increase in investments to improve the educational system.

8. The consequences of the situation described, in terms of unemployment —particularly severe for young people— is juxtapositioned against the rise in the rate of dependence of the population (percentage of citizens not of working age on the potentially active population) owing to the prolongation of life expectancy and the rise in registered births in our country, which was delayed in comparison to the rest of Europe,


Naturally, neither the educational system nor the teaching derived from it, may be immune to factors like those described above. A developed society with a high dependence rate requires flexible systems of adult education, capable of satisfying large groups of people who, independent of the economic product of their activity, must feel active and gain benefit from the general right to education established by the Constitution. The relation between quality and flexibility of technical-professional education and the grade of competition of the national economy is also clear.

9. The educational system of any country is confronted with a double challenge in circumstances like those described above: on the one hand, it must help to make those people who, for short periods or permanently, do not form part of the so-called active population, feel that their activity means something. On the other, it must train and instruct people so that they can enter into working situations which frequently demand a very good command of certain technologies and complex knowledge.
10. These challenges have been taken up with more urgency in Spain, owing to the existing link between modernization of the productive structure and full integration into the European Community. The modernization of the productive structure depends to a great extent, among other factors, on the human resources at our disposal, on the initiative and creative capacity of its workers, of the knowledge, skills and aptitudes of the active population. It therefore depends on both the general educational level of this population, and its ability to acquire a technical and professional preparation adapted to the present demands and capable of foresight for future ones.

### **The social changes produced**


11. Spain's entry into the European Community and the increasing closeness of a single market demands more competitiveness from all economic sectors - something which is difficult to achieve, given the state of vocational training at the moment, established by the 1970 General Law of Education. The need for restructuring the





agricultural and industrial sectors increases and therefore so does the demand for people to acquire sufficiently solid and flexible training to adapt themselves to the changes in their place of work.

- 12.** Whilst in 1940 more than half the active Spanish population was engaged in agriculture, in 1986 almost half was employed by the service sector and a third in industry or construction. In 1986 the agricultural activities—or forestry, hunting and fishing— only occupied 14% of the active population. These are the indications of a transformation, without precedent for half a century, which reflect the movement from a society predominantly dedicated to activities which originated in history and which implied direct contact with nature, to another predominantly urban society which has created its wealth by complex and sophisticated technology.
- 13.** The technological change which has also had an impact on certain agricultural and farming activities, has had most effect in the industrial and service sectors:
- The production processes of goods and services is being mechanised, to a great extent, as the consequence of the application of microelectronics and the rapid generalisation of finding ways to treat information obtained.
  - Because of the above, jobs which require long periods of manual apprenticeship, characteristic of the first phases of industrial societies, have decreased.
  - Under these conditions, qualifications tend to separate into two extremes: 1) a low level, in which the necessity for previous, specific training for a job is reduced, but instead a solidly based training is required for active participation in collective decisions and for eventual retraining; 2) a high level, highly qualified, no longer directed at specific jobs but at a training area, of a more general nature.
  - New technologies are causing considerable fragmentation and decentralisation of productive processes, with an increase in the number of companies that lend services to others and the appearance of new models of self-employed work, at home, or part-time.
  - Mechanisation has meant that part of the energy once dedicated to more routine activities can now be concentrated on higher processes of decision and thought which therefore demand higher levels of basic training.
- 14.** Mechanisation, the separation of qualifications, fragmentation and decentralization of the productive processes and redistribution of the active population are the main factors in the structural changes of today's productive systems as experienced by developed countries. People are seeing themselves increasingly coming face to face with changes, such as technological advances, changes in professions and jobs, owing to restructuring of companies, and whole sectors of production, which affect their capacities as workers and their ability to find




a solution will particularly depend on their educational levels. As is already happening in other developed countries, changes of profession will become frequent in ours. Under these foreseeable conditions, a more extensive basic training than that now provided by E.G.B. will be essential, as will a more flexible and versatile education, which allows people to confront new situations with guaranteed success.

15. At the same time, the problems of unemployment and retraining in the job market, resulting from a combination of the structural changes and the effects of the economic crisis, will force the educational system to find a solution for many people who expect to find work opportunities through education, or at least be able to do significant activities. Education is the best way of preventing a population on the fringe of society and dealing with it once it does appear.
  
16. The present disparity between the end of statutory school education (14) and the minimum working age (16) is an anomaly in our educational system which is difficult to justify. In the school year 1985-86, 9,86% of the population of 14/15 and 23.85% of that of 15-16 took no studies at any educational level. The imbalance between the educational system and the working world, which mainly affects a high number of young people of these ages, is partly a result of the actual organisation of the educational system, of curriculum inadequacies which still exist in the higher level of E.G.B. and of the difficulty for pupils who do not successfully pass this level to take Vocational Training I Studies. Moreover, this imbalance contributes to the rise in many young people finding themselves on the fringes of society and should be urgently solved.

### **Failures in the system and experimental reforms.**

17. The detailed analysis of the deficiencies of the present educational system has been repeated various times. The document "Project for the Reform of Education" issued by the Ministry of Education and Science in June 1987, did a study of the same, which can be summarized as follows:
  - Infant or pre-school education schools still often retain the character of "child-minding" and have no educational contents of their own. On the contrary, others ignore the essential need for playing in education at this level and teach a form of education which really belongs to an older age group.
  - In Basic General Education, mainly in the higher level, the existing programmes are overcharged with subjects, are unsuitable for the real assimilation of knowledge and badly adapted to the abilities and motivation of pupils of the same age.
  - There is a high drop-out rate at the end of E.G.B. and a large number of pupils who do not obtain the graduate scholar qualification at the end of statutory education.
  - Both Vocational Training throughout First Grade and Bachillerato have high failure and drop-out rates, mainly in the first year.




- 
- The contents of the Vocational Training Programmes do not motivate the students, they are not orientated towards practical studies and are sometimes disconnected from the professional and economic reality of the business world.
  - Academicism dominates Bachillerato, learning by rote and with little flexibility in choices.
  - The Pre-university preparation course, despite periodic modifications being made to its syllabus, has not sufficiently fulfilled its guiding role nor its function to connect Intermediate Studies with a University degree.
  - Both Art and Music studies have become disconnected from the main educational system. They substitute ordinary educational studies with their own which is not really their job, and by doing so it becomes very difficult for students who study to professional levels to compare this education to an ordinary one.
- 18.** Realisation of these deficiencies has led the Ministry of Education and Science, together with the Autonomous Communities, to promote experimental reform projects: in Intermediate Studies, in the higher E.G.B. level and in infant education. Reforms were implemented in a few schools and resulted in teachers getting highly involved, as well as debates and correction of initial plans. The experimental reform of intermediate Studies is founded on the conviction that it was necessary to try a comprehensive and complete educational model on all pupils up to 16, whilst at this age it is better to diversify the educational offer and also connect it more directly with various professional exits or more advanced studies.
- 19.** The most lasting contributions to experimental reforms have definitely been: extension of statutory education up to 16, the introduction of more variety in the second level Bachillerato (16-18); up-dating of curriculum contents; introduction of a more active methodology in which pupils participate and which is more closely geared towards their interests; the efforts of teachers themselves for their own training and for adoption of improved teaching. All these contributions continue to be valid and thanks to them it is now possible to envisage a more ambitious reform of the system, which will involve all schools, all levels and all types of education.



## CHAPTER IV. THE AIMS OF THE REFORM PROJECT.

1. The educational system recognizes the need to continuously reorganise its procedures and methods and, therefore, part of its organization. To a certain extent this is due to the demands of those who are at heart responsible, on any of the levels to which they belong and in part it is due to the need to adapt to a changing environment. Social pressure which exists in most developed countries also has a very important part to play in this demand for continuous reorganisation. Education has become an essential public service in those countries which have built up social States and have acknowledged not only the political rights of its citizens but also their social rights. In some countries, as is the case in Spain, it is the citizens themselves who regard education as having great potential for undoing social injustices, and obtaining authentic equal opportunities. All this, naturally, produces a sustained and persistent demand for an improvement in the quality of education. This demand for educational reorganisation, inherent in any system, and demand for an improvement in the quality of education sometimes combine and exert pressure for extensive reforms when structural obstacles bloque the way. This is also the case of the Spanish educational system.
2. By maintaining the present educational system in Spain certain mistakes and malfunctions can be corrected, as is obvious and can be deduced from the previous pages of this book, but to correct the origins of the causes of such deficiencies the present system must be changed. Problems such as “failure” and “abandon” of school during adolescence; or the insufficient regard for Vocational Training against Bachillerato and University Studies, is based on the actual educational regulation in force. Under such conditions, the proposal for reorganisation must also include a reform project. The reorganisation of subjects and methodology, are inseparable from reform of structure and organisation. Under these circumstances, it is essential to undertake a structured change of the organisation and shape of the whole educational system.
3. Demand for the reform of educational organization also stems from other reasons, such as the necessity to extend the school age to 16. There are various motives, therefore, which influence the necessity for an






educational reform. At present, the latter is needed so that a combination of general ends which are not separate but connected to each other, can be achieved. Reform of the educational system therefore responds to a triple necessity and aims towards a triple end: to extend the period of compulsory, free education of Spanish citizens by two years; to correct existing deficiencies and establish the bases to guarantee quality education, and, as a result, create a new structure and organisation of the educational system, statutory and otherwise.

### **The extension of basic education**

4. The introduction of a Basic General Education, common to all scholars, for eight years, provided by the 1970 General Law of Education was a considerable advance for preparing and making the Spanish educational system fit in with the educational models of other countries at that time. However, at present, the period of eight years of compulsory, free education is less than that in the majority of other countries, which oscillates between nine and ten years. What is more important is that this period is not sufficient to guarantee all citizens the basic education necessary in a developed society, in accordance with the rights established in the Spanish Constitution. Moreover, the creation of Basic General Education and its contents have been too close to that of the traditional Primary School, even at the higher level and have hardly incorporated the contents and procedures of a Secondary Education at all. In other developed countries the latter is a separate, independent source of education with its own characteristics.
5. The effective consolidation of a General Basic Education lasting eight years, with school attendance levels for the pupils being one hundred percent throughout, reinforces the reasons expressed so that what was desired becomes feasible, and at the same time forms part of the educational goals obtainable for Spanish society. This explains why at present, and for some time, there has been a practically unanimous demand from all sectors for the prolongation of basic education. The precise direction and extension of this prolongation does not command such unanimity. In particular, there have been proposals for compulsory, free education to start before 6 and also go on beyond 16. The Ministry of Education and Science, whilst appreciating the reasons which influence these alternative extensions of age, maintains that basic, statutory and free education, extended to ten years is the most suitable. This does not mean that it will not promote a more real education and increase the education on offer, both before 6 and after 16. Without ignoring the maximum importance of education and school attendance from first infancy up to higher education, and without putting limits on what education will be offered for the future social and economic development of the country, it is considered necessary to establish a duration of ten years for basic, statutory and free education, between the ages of 6 and 16.
6. There is no European country in which statutory education starts at younger than 5 or 6 years of age. The special characteristics of infant education, together with the enormous role played by the family at this educational stage, discourages compulsion, although it is required for education Authorities to offer families the opportunity of an education in some sort of school for their children younger than 6.




- 
7. Similarly, it is not possible to extend statutory education more than up to 16, since this is the legal working age. Educational Authorities must try, as with infant education, to progressively extend the educational offer after this age. They must make it easier for young people to continue their studies after this age and not let the economic conditions or social class of some of them remove them from the system.
  8. The extension of statutory, free education, up to 16, hopes to achieve some essential functions and contribute to facing up to some of the more serious problems of our educational system with probabilities of success: that of assuring a truly complete basic education for all people, offering the opportunity to acquire the necessary knowledge, skills and aptitudes for taking part in a society as complex as our present one; of avoiding the premature choice between various educational paths and between different professional options by pupils aged 14; facing up to the problems of exam failure by teenagers and of them opting out of school, on finishing E.G.B.
  9. However, extending basic education by two years is not enough in itself to resolve the educational problems for teenagers today. It should be acknowledged that such extension may, if it is not carried out successfully may begin to be problematic from other points of view, producing more school abandon and more exam failures, consolidating or even creating more pockets of pupils who do not successfully complete syllabuses. The extension of basic education by two years should not mean that teenagers merely stay on at school for a longer period. Therefore, unless this extension of school age is accompanied by important measures of improvement in educational methodology, in the contents of syllabuses, and the type of schooling, this extension, far from contributing to an improvement in education, would create effects contrary to those desired and aggravate some of the most serious problems and current deficiencies.
  10. For these reasons, extension of statutory and free education requires restructuring the system, as well as a complete overhaul of the contents and educational methods. Only under such conditions would the extension of basic education have compensatory effects and raise the educational level in those less able groups of students, within the ordinary school system and not in a segregated, parallel one.

### **Improvement in the quality of teaching**

11. Extension of educational options, compulsory or otherwise, is not sufficient, nor is in itself a means of promoting equal opportunities when the educational system retains serious deficiencies, especially as far as those with less favourable social backgrounds are concerned. Under such conditions, extension of schooling would not serve for much, and a formal declaration of obligation would serve for even less. C problems. The extension of statutory education up to sixteen and the extension of educational options before and after basic education cannot therefore be undertaken without including qualitative reforms as well.



- 12.** Improvement in the quality of teaching is also demanded by other considerations. In recent years, Education Authorities have made an enormous effort to achieve complete scholarization for basic education and to increase educational options in further education. Since 1970, the Spanish educational system has undergone, in all its aspects, an enormous expansion which has no comparison in other European countries. Moreover, all this has taken place during a time of grave historic shortages, still containing it. These shortages have inevitably led to attention and resources being concentrated in the “quantity” of education on offer, without always being equally concerned about improving the extending system. This order of priorities, certainly justifiable, has brought into the open certain serious qualitative deficiencies, which it is essential to repair if an extension of the statutory school period and restructuring of the educational organisation is to be attempted, involving large financial output.
- 13.** It is not a simple matter to define the concept of quality in teaching. It is similar to defining the quality of life, of which it is, moreover, an important ingredient. This definition can indeed only be made within a historic context, taking into account the aims which each society maintains for its educational system at a particular stage in its history. The quality of education is therefore measured in accordance with its capacity for appropriately satisfying the general ends and determined objectives which the social community attributes to this teaching. The question of quality in teaching and its improvements therefore appears to be linked to the question of educational aims: why do we educate, what are the goals towards which education is aimed ?.
- 14.** It is taken for granted that the aim of education is to prepare its students for society, to live as responsible people, independent and free, within a certain social and cultural environment. With this as its aim, a democratic society cannot have any educational project other than that of an education which favours democracy. That is to say, for citizens living together peacefully, active, and exempt from discriminations. Taking into account that all education prepares the future of its citizens and of society itself, an educational project is always a chance for the human being and for society to have a better, more free, and more consolidated future. Education, and the knowledge of nature and of society which it provides, are humanisers, creators of culture and are therefore liberators.
- 15.** Another indisputable function of education is its individual, personalized dimension. It consists of promoting the whole development of students, making them capable of understanding and developing themselves in their natural and social world, and taking their place in it in an independent, free and critical way, thus actively and responsibly contributing to the construction of a more just and mutually binding society.
- 16.** The two sides of education and its functions, social and personal, do not compete with each other; they complement each other. Education of a person is education of a human being and a social being. On the other hand, the socialization of new generations is only possible through a personalised education. Education will therefore possess more quality the more it is able to attend both imperatives at the same time.▲
- 17.** Naturally, the general ends and functions of education, as they are expressed in previous paragraphs, must specifically fit in with each educational stage and model. These ends and objectives, particular to each stage,



which are expressed in the following chapters of this book, are those which allow us to adequately assess the level of quality of teaching imparted, i.e. contrast the real results of teaching imparted and the ideal objectives which society attributes to this very same teaching.

- 18.** Criteria for the quality of teaching of an educational system do of course exist, as indications of this same quality also exist. But neither one nor the other can be planned and become reduced to being fixed at certain levels demanded by the teaching staff or at certain minimum acquisition levels by the student. Neither can they be further reduced to the extreme of presenting the precise results of academic exams as quality of teaching.
- 19.** The universally accepted criteria for establishing the level of the quality of teaching of an educational system, are those which value the school for:
- Promoting the maximum personal development of its pupils and their access to the cultural inheritance of their country, without discrimination of sex, race, capacity or social origin.
  - Adapting to individual peculiarities and student interests, including those of students with special educational needs.
  - Meeting the demands of a complex and technical democratic society.
  - Compensating for social, cultural inequalities or inequalities of sex of students, without lowering the level, by favouring the maximum development of each and every one of them, in accordance with their capacity.
  - Preparing students for an active life, for their fulfilment of the social and professional responsibilities of adult existence.
- 20.** Signs of quality can be derived from criteria of quality which serve as their indices, since criteria cannot be directly assessed, and can only be estimated by means of signs. Valid **signs** of quality in teaching are:
- Drop-out and failure rates
  - Students' levels of development
  - Success rate of aims achieved for stages, subjects or material, as appropriate.



- Satisfaction rate of people involved in educational process: staff, students, parents.
- Adjustment of students' capacities, on finishing formal education, to the demands for skills in the business world.
- Participation rate of teachers in programmes of permanent training.
- Participation rate and consensus of teaching staff in creating educational projects at school.

**21.** The procedures and **factors** which contribute to improvement of the levels of quality of teaching can also be highlighted. The way in which these factors are effectively implemented also constitutes a valid indication of quality.

- Competent staff with good basic training and opportunities for in-service training, highly qualified and motivated and given incentives for different levels, areas and/or educational tasks assigned to them.
- Curriculum adapted to development of pupils and to objectives sought for each level or type of education.
- Actively didactic methodology, which efficiently promotes learning.
- Adequate assessment procedures for educational system, not only for pupils.
- Organisation of schools with stable teaching staff, able to plan and carry out teaching programmes in the medium and long term.
- Abundance and efficient organisation of material resources (physical spaces, equipment and didactic means) for use by school, with staff having control over their assignation.
- Development of tutorial functions, as integral part of teaching.
- Development of Careers and Education Advisory Services or Departments, within the schools themselves and also of Multi-disciplinary Teams of different sectors.
- Organization of external institutions which support teachers of school, such as Teacher Training Colleges and resource centres into sectors.
- Suitable numbers of pupils per class or group in teacher/pupil proportion.


- Efficiency of educational inspection, aiming not only to control but also evaluate the system and advise teachers.
- School to be in touch with social, cultural and productive environment.

All these factors contribute to the quality of education, which does not depend on one or other of them alone, but on their combination as a whole. They can therefore be taken as indications of the level of quality achieved by the system.

### **Reform of organisation**


- 22.** In certain circumstances, the rise in the quality of teaching requires the removal of certain obstacles which are involved in the educational process and which prevent certain factors involved from contributing their best. This occurs in the case of Spain, where, apart from extending statutory and free education by two years, there are other key reasons which necessitate a modification of the educational system's structure. This structure modification is consequently converted into one of the ends of educational reform, and it is an essential condition for the improvement of the quality levels of the school institution.
- 23.** In infant education, reorganization finds its end in regulating a level which has received scarce attention and which has frequently fulfilled social and beneficial ends, rather than strictly educational ones. The concept of this level as one in its own right has to bring with it changes in the organisation of the school and educational experiences which are provided for the youngest children. Organisation of this level into areas is aimed towards joining these factors into a whole, around certain clearly defined guiding principles.
- 24.** The changes in the organisation of Primary Education level are relatively limited. This level has to include the first two phases of the present Basic General Education, increased by a year. Future Primary education has to include some new ideas, which are largely significant and of enormous importance for the quality of this educational level: a different definition of areas of experience and knowledge, with a strong renewed impulse in physical and artistic areas; the earlier introduction of a foreign language; regulation of children going from one phase to another on the basis of the principles and practices of extra classes and adaptation of the curriculum, instead of just repeat years; organisation of curriculum and class in accordance with integration criteria for children with special educational needs.
- 25.** The most obvious changes in the organisation of the system can be found in Secondary Education, in its various levels and forms. The statutory secondary phase will be made into a new educational level, different from the present E.G.B. and the present Bachillerato. The main characteristics of this level will be the following: an intense comprehensive character, without affecting the variety on offer, which will go on increasing throughout the level until a wide margin of options is present in the last year; one final qualification at the end of statutory





education; curriculum organisation into areas of knowledge but without impeding that some of these, in the last years, be internally organised by the school according to subjects or disciplines; introduction of technology, considered as basic for both certain professions, and also for general skills needed by everyone; organisation of music and plastic arts into distinct areas.

- 26.** The new Bachillerato will be a further secondary branch of education. It will not last so long, the pre-university preparation course disappearing, because it has not fulfilled the aims which inspired its creation. Moreover, there does not seem to be any justification for dedicating a complete course to university preparation, when it would be better to include the latter at all levels, as an integral element of the system, inherent in teaching and tutorial functions. The incorporation of a part of the present contents of Bachillerato into statutory secondary education means that this level goes on for less time. It is organised in a different way to achieve its ends in a shorter period of time.
- 27.** The most relevant changes in Bachillerato are in its organisation into various types, in which different options exist. By being divided into types with options Bachillerato studies become very varied, and are structured into three distinct blocks; common core subjects for all Bachillerato, subjects common to each type of Bachillerato, and strictly optional subjects. The common core subjects do not have to be too numerous and, in any case, take up one hour less teaching time than the common subjects of each different type. On the other hand, the optional subjects let each student choose a combination of disciplines according to his or her tastes, and which will be significant for the last subjects he or she takes. Optional subjects are flexible, which means that the varieties of Bachillerato are not limited to the number of basic forms of the same but, in practice, are much more numerous, as are both combinations of the different types and optional subjects.
- 28.** Bachillerato studies have to have an intrinsic independent value, and, at the same time, a propaedeutical and preparatory value for later higher university studies or shorter, more professional learning. This propaedeutical value does not have to be more prevalent in some types of Bachillerato in greater proportion to the rest, with the result that some are aimed at university studies and others at vocational studies. On the contrary, all types of Bachillerato must provide entrance to University and more immediate preparation for a working life, through vocational modules which develop into specific Vocational Training.
- 29.** With regard to technical-professional education, the reform of the present educational organisation distinguishes between those components which will be present in the general educational system, both in statutory education, and in Bachillerato, in the form of basic professional elements, and those others referring to specific professional training. In the reform project the latter has its own characteristics, very different from those which appear in the present first and second grade Vocational Training. The main differences which future technical-professional education will involve, both basic and specific, arise from the necessity to have really functional vocational training, adapted to technical progress and changes in the structure and demands of the job market. They also respond to the proposal to turn Vocational Training into education for introducing students to employment and for including social agents (employees and employers) into its design and management.
- 30.** The main structural changes in specific Vocational Training mean that this type of education starts later, at the end of statutory secondary education and, in other cases, at the end of Bachillerato, making the level of maturity



in students greater and thereby guaranteeing a solid base of those joining this educational level. It is organised into Modules, educational units of short duration, with a lot of practical work, adaptable to the demands of a business environment, and not subject to the usual rules of the academic world. It identifies general academic requirements for entrance into the professional Modules of level two and into Bachillerato. It is open to workers who, with recognised experience, may demonstrate through a special exam that they will be able to benefit from the course. It is of short duration and there is wide flexibility of Modules. The curricula of the Modules include practical work in companies. It is organised into Modules which are a means of transition from the educational system to employment. It involves participation and coordination of various social agents in the design, realisation and continuation of the Modules. All these factors outline a specific Vocational Training, the metaphoric representation of which is not a parallel course to Bachillerato but is of a wealth of courses, ranging from various points in secondary education, uniting the educational world with that of employment.







## Part II

# The new formation of the educational system

- V. Infant Education (0-6)
- VI. Primary Education (6-12)
- VII. Statutory Secondary Education
- VIII. Bachillerato
- IX. Vocational Training
- X. Special Educational Needs
- XI. Artistic Studies
- XII. Adult Education








## Chapter V: INFANT EDUCATION (0-6)

1. Infant Education is the first stage of the educational system. It starts during the first few months of life and goes on until 6 years of age, when statutory schooling begins. Infant Education is therefore a non-compulsory school level. However, in contrast to the child-minding character of the market, which recently has been that of children in nursery schools, the whole period before statutory schooling should have an unmistakably educational *râison d'être*.
2. Educational research has provided a different concept of what education at its earliest stages should be and whom should play the major part in it, without ignoring or belittling the crucial role which the family plays in the said stage. Educators, psychologists, teachers and sociologists all contribute to the enrichment which the boy or girl gains from going to a school where, under the guidance of professional educators, he or she finds companions of the same age. Thus, the child acts, experiments, reacts and interacts with others in an environment organized with an educational intention which seeks his or her complete development.
3. From this point of view, the aim of schools where children go before they start statutory education is not now to look after and mind them whilst their parents work, but to give the smallest children, whether their parents work or not, a combination of favourable experiences for their development, which do not substitute those of family life but which support and complement them. Consequently, both family and school share aims to share, guide, and stimulate the infant's psychological development through different educational experiences which make his or her development complete.
4. During these first few years, the basis of a person's psychological development is formed. Education carries out a crucial role in the stimulating and guiding the development of the child's potentialities. This role is not met through simple contact between children or with adults. Educational intentions by the teachers, careful planning of experiences and activities, being open to the interests and initiatives of the children and having some






specialized teachers to see these ideas through, as well as working conditions (as regards healthiness, spaces, teacher/class proportions etc) to help carry out this educational task are all necessary.

## **Aims and objectives**

5. There are two main reasons why this stage is important to the educational system as a whole:
  - Infant schools must make a decisive contribution to the development of the child in his or her early years. Given that this development is not made by simple automatic expansion of potentiality and that it is just as much the activities which the children do, and the exchanges between them, as contributions from adults, which are the crucial determining factors of this development, the school must organise these activities and exchanges in a suitable way, encouraging experiences and providing spaces, materials and an atmosphere to promote the optimum means of stimulating development by suitable processes directed to learning.
  - Moreover, initial schooling can effectively help to compensate for things which are lacking for some children and level out inequalities that come from the different social, cultural and economic backgrounds. It therefore does not only carry out a fundamental function of stimulation and optimising infant abilities, but also prevents possible difficulties which would be more obvious at later educational stages. Also, boys and girls of the same age are put together, which helps them to get to know one another and promotes equality of sexes.
6. The aim of educational involvement during Infant Education will be the development of some teaching processes which enable the child to:
  - a) Be aware of controlling his/her body, bearing in mind abilities and limitations of action and expression, acting according to them and showing a positive attitude towards acquiring basic habits of healthcare and well-being.
  - b) Take pride in his/her daily school and extra-curricular activities, to satisfy basic needs of bodily health and well-being, playing games and interacting, showing a level of self-discipline, self-confidence and security according to his/her real possibilities, knowing how to ask for help when needed.
  - c) Observe and explore his/her more immediate physical-natural environment, identifying the most obvious characteristics and properties within it and some of the links between them, showing curiosity and self-preservation.
  - d) Evoke various aspects of reality (objects, occurrences, situations,...) or products of the imagination and express them using those possibilities offered by symbolic games and other ways of representing reality (language, music, plastic arts, body language, mathematics).

- 
- e) Use oral language with enough correction to understand and be understood by others, to express ideas, feelings, experiences and desires according to the daily and habitual situations of communication, to influence in the conduct of others and to plan and regulate his/her own behaviour.
  - f) Observe and appreciate forms of musical, plastic and bodily representation using their most basic resources and techniques (painting, modelling, miming, singing) to increase and expand his/her expressive possibilities.
  - g) Feel him/herself a member of the various groups to which he/she belongs (family, class, friends, school), actively participating in them, being interested and getting to know their characteristics and peculiarities, and the social rules and conventions by which they are governed, being able to use them to establish fluid relations at the centre of such groups.
  - h) Appreciate and establish fluid relationships with his/her peers and adults around him/her, interpret and receive the affection of others and respond in the right way, developing attitudes of working with others, helping, cooperation and solidarity.
  - i) Be active in peer groups, learning to progressively express the group's own interests, points of view and contributions with those of others and respecting the limits which this imposes (taking things in turn, sharing things, putting off satisfying individual desires).
  - j) Know some of the cultural characteristics of his/her own community (customs, folklore, traditions), showing respect and curiosity towards the same.
7. The consideration of the educational period covered by Infant Education as a complete stage, with characteristics defined as such, relies on two basic ideas which the teacher should always bear in mind: that the development of a child is a continuous process in which it is not easy to divide moments of clear differentiation or sharp divisions, except in some partial aspects; and that the changes made are not uniformly produced, for all children at the same time and same age.
8. However, these characteristics, do not prevent Infant Education from being structured around difference stages. For this division, there are no psycho-evolutionary criteria which necessitate one distribution or another. The only unquestionable qualitative jump is produced during the second year with use of symbolism, increased bodily coordination, language progress in social interactions and with the discovery of individual identity.
9. Consequently, given that psychological development does not demand one organisation or another, the division is made for other reasons, as long as the latter do not come into conflict with development. Therefore, the division into two phases of 0-3 and 3-6 is psychologically acceptable (a child of 3 is far more self-controlled, and is more in command of his/her body and has interpersonal relationships, he/she is able to express him/



herself far better through language and understands far more of what he/she is told to do than smaller children). This division is also suitable and advisable from other points of view.


In fact there are social and structural reasons as to why this division makes sense and matches the educational offer of the system at this level to the growing social demand of education for children younger than 6.

There are also methodological and organisational reasons, mainly to do with the distribution and optimum use of material and human resources, which encourage education to be divided into two phases of three years each.

### **Organisation of this educational level**

- 10.** In the 0-3 age group what is dealt with, above all, are those aspects related to coordination, body control and the first signs of independence, the beginning of language teaching and its use for the communication of thoughts and feelings, awareness of the most obvious factors in the immediate environment, the discovery of personal identity, the most elemental rules of community living and relationships.
- 11.** In the second age group, from 3-6, special attention is given to the progressive control of movement; to the development of language as an instrument for communication, imagination and reflection; to the forming of other means of expression and communication; to the stimulation of curiosity, observation and creativity; to the discovery of the characteristics and properties of the physical environment in which the child moves; the creation of a positive and balanced self image; to the stimulation of social relationships marked by co-existence and cooperation; the development of attitudes and habits which are formed to care for the body and one's environment; to the development of respect and tolerance towards differences between one person and another.
- 12.** Education at this level should be of a global, all-inclusive nature. As many facets as possible should be included in the different situations and experiences without fragmenting the life of the child at school with divisions which *later divide their time into areas and then into subjects*. In *Infant Education* it makes more sense for there to be areas of experience rather than a curriculum, to emphasize the fact that this education is more concerned with activities to be carried out by the children to achieve determined educational aims, than with concepts or subject matters dictated by adults.
- 13.** The unimpaired, unfragmented nature of experiences of the child and its global educational use can be divided into three parts to make an analogy with what happens in later educational levels. These areas are: identity and self-control; knowledge of physical and social environment; communication and representation.

Religious education will also be included in the regulation of the Second Phase (3-6) of Infant Education, for those pupils whose parents wish it, taking into account, all the while, the specific characteristics of this educational



phase and in accordance with article 27.3 of the Constitution and that established in the Agreement between the Spanish State and the the Holy See, on educational and cultural affairs, and also any other agreements made with other religious denominations.

- 14.** Working methodology of Infant Education has to mainly consist of activity, games, experiences and discoveries with other children. The environment must therefore be rich in stimulation and learning must be carefully planned and organised by a teacher specialized in infant education. Physical spaces, equipment, games and materials should all go towards making learning easy.
- 15.** Professionals who teach children in Infant Schools will be specialized teachers, although in the first phase other qualified professionals will be involved.
- 16.** In order for the desired developments to be made, the proportion of teacher/children in schools must be based around the following limits: around 8 to 15 children in the 0-3 age group with less children for the youngest ages, and 18-25 in the 3-6 age group. In the latter, there must never be more than 25 per group.
- 17.** Infant schools can offer both phases or just one. They must all have the proper staff, physical spaces, hygiene, health and security measures. Education Authorities, through Technical Inspection Services, will control the execution of these demands.
- 18.** The programming of teaching aims and methods in Infant Education will be made, taking into account any special educational needs. It is important that children with handicaps or special educational needs be put into ordinary schools at an early age, together with companions of their own age. No major difficulties normally arise at this stage and a basis for integration taking place at the lowest school age can be established.
- 19.** Education Authorities will have the responsibility for regulating Infant Education. These Bodies, apart from extending education to all children aged between three and six, will support other public administration bodies, especially Town and County Councils and non-profit making organisations and will establish agreements with them to create and maintain schools so that full education will be offered to all children in this age group, in all social sectors, especially in those more deprived ones. These agreements will be made after educational programming and they will be situated in areas where there are less cultural and social resources, which will be given preference. A project will also exist which will mainly be concerned with educational objectives particular to this stage, in integrating children with special needs and actively involving parents.
- 20.** The education authorities should provide the necessary means for fathers and mothers of families of the different social sectors to be aware of the importance of Infant Education before statutory school age. Infant schools should also work together with families, for maximum cooperation and participation of fathers and mothers, as well as their own active participation in the stimulation of development and learning of children.








## **Chapter VI: PRIMARY EDUCATION (6-12)**

- 1.** Primary Education must encourage boys and girls to become part of society, and to socialise with one another. Although it does not monopolise all educational functions, nor attempts to, but shares them with the family and other means of cultural communication, such as mass media, its role cannot only be seen to have academic aims. In general, its educational goals are wide, and refer to the whole personality of the boy or girl.
- 2.** The school must provide an environment rich in personal relationships, encouraging exchanges between classmates of both sexes through games, dialogue and group work. In a peer group, under the direction and with assistance from the teacher, boys and girls learn to confront their own points of view, accepting their differences. They learn to help one another, work together, work on joint projects, make up their own rules and fulfil the collectively adopted commitments. All these are basic necessities for communal life and help to develop both a sense of tolerance and criticism.

### **Aims and objectives**

- 3.** The educational aim at this stage consists of making sure that the children learn the necessary skills to live and become part of society in a critical and creative fashion. This means the essential development of personality, gaining independence, and social and personal identity. The goals of Primary Education, are expressed as follows:
  - a)** With regard to independence in the environment, the school should encourage independent development and action in the child, so that it develops a reflective and critical mind which forms personal judgements and creative ideas, on the basis of a suitable affective and social equilibrium and a positive image of him/herself.



- 
- b)** As regards the acquisition of basic skills, schools must provide for children to effectively and functionally learn to:
- 1) Interpret various types of language and use means of expression to increase the communicative capacity which they have before going to school.
  - 2) Acquire the necessary concepts, procedures and attitudes to interpret the surrounding environment and take an active and reflective part in it.
  - 3) Develop important social and cognitive experiences, and any others which contribute to their whole development, necessary to identify themselves with culture and take part in the social life surrounding them in an individual and collective way.
- c)** With regard to being part of society, Primary Education provides a medium rich in personal relationships with classmates and with adults through games, communication, dialogue and group work, encouraging development of participation, responsibility and respect of the rights of others which, together with tolerance and critical judgement, compose the basic attitudes needed for a democratic way of life.
- 4.** The general aims of this age group is the acquisition of various abilities, which it is necessary to have achieved at the end of Primary Education.

Primary Education suggests that pupils will be capable of:


- Acting and developing independently in normal activities and in the social groups to which they belong (family, school, friends, area or town), recognising their own possibilities and limitations and developing a degree of self-confidence accordingly.
- Contributing to planning and carrying out group activities, accepting rules and regulations, putting forward their ideas and interests to other members of the group, rejecting the exclusivity of their own point of view and accepting responsibility given to them.
- Establishing peaceful and constructive relationships with people of different ages and sexes with whom they interact and using the behavioural norms which regulate interpersonal relations in an appropriate manner, in known social situations (work, play, discussion, and debate, cooperation, competition, etc); rejecting all discrimination based on personal characteristics.
- Using knowledge acquired about physical and social environment to resolve his/her own problems of daily life and being able to creatively resolve other problems, requesting help from others needed.
- Being able to take the appropriate action for simple problems, obtaining correct information, looking through it, organizing it, reproducing it and taking a decision. He or she must also be able to do this, planning the conditions and time in which to see it through.

- Complete tasks and activities in which he or she is taking part, rejecting automatic acceptance of information, rules and opinions gained from within school or outside it, and applying his or her own rational criteria, demonstrating initiative in the task.
- Use different methods of expression (speech, music, body movement, plastic art etc) to communicate his or her opinions, feelings and desires, progressively developing his or her aesthetic sensitivity and his or her creative capacity, and learning to value and enjoy visual and moving art.
- Understand and produce oral and written messages in Spanish (Castilian) and, should it be the case, in the language of the Autonomous Community, using the right one according to intention and context, and also understand and produce simple oral messages in different contexts, in a foreign language.
- Take part in his/her bodily development, doing physical exercise and forming elementary habits of food and hygiene, and understanding the repercussions of bad habits for his/her own health and for that of everyone as a whole.
- Identify him/herself as a member of the social groups to which he/she belongs, being aware of the rules, values, and cultural habits prevalent in the same and valuing them critically. He or she should also be interested in the characteristics of other groups and how they function.
- Appreciate the importance of the basic values and attitudes which control human life and which may contribute to his/her development as a person, and work accordingly towards them, as is understood in articles 27.2 and 10.1 and 2 of the Spanish Constitution.
- Link the main characteristics between the physical and social environment, and the most normal human activities (of work, culture, leisure etc.) in them, acknowledging and thinking about social differences, and rejecting any discrimination caused by them.
- Analysing the main characteristics of the environment in his/her neighbourhood, valuing it as a determining factor in the quality of peoples' lives and actively contributing to its defence, conservation and improvement, *in accordance with his/her abilities.*

## Phases and areas

5. Insofar as having an organised structure goes, Primary Education will begin at six years old and continue until twelve. It will therefore include the present Preliminary and Intermediate stages of EGB, and the first year of the present Higher Stage of the same. The formation of this level, lasting six years, is thought to be appropriate because at twelve, the pupil is in a better position to begin the new level of Secondary Education, with its higher demands and more complex curriculum.



- 
6. The fact that Primary Education lasts six years has another advantage which is that it can be structured into three stages of two years each. If the stages were longer there would be the danger of one or other of them, in practice, being more important than the others.
  7. Primary Education is therefore structured into three stages: from 6 to 8; from 8 to 10 and from 10 to 12.

The Ministry of Education and Science will advise the publishing houses of text books and teaching materials so that their publications for the individual use of each pupil are valid throughout each stage, and will therefore contribute to the single concept of each educational stage.

8. The curriculum of this educational level is divided into areas of knowledge and experience. The said areas are in turn structured around themes which are valuable for human beings to know, experiment with, construct and reconstruct reality, as well as becoming aware of its most important achievements. The grades of development, knowledge, basic aptitudes and practical skills which the pupils gradually acquire make it essential to progressively determine and separate these said areas. This type of curriculum means there is a better deepening of knowledge and development of abilities, attitudes and values; cultural significances are constructed and pupils are integrated into society as active, critical, fraternal members.

The curricula coherence at this level demands that the same areas of the curriculum are covered throughout it, which in the three stages of Primary Education, are the following:

Language and Literature

Mathematics

Knowledge of the environment (natural and social)

Artistic Education (musical and plastic)

Physical Education

Religion (Must be offered by the school but is voluntary for the students)

The exception to the rule of maintaining one area throughout the whole level will be in the area of foreign languages. There are no lack of reasons for its introduction from the first stage of Primary Education. However,

the multilingual reality of the Spanish State makes it unadvisable, considering that Autonomous Communities often have another official language. To introduce a compulsory foreign language - a third language for many children - when some of them are still having serious oral or written difficulties with the Spanish language, or with the language of their Autonomous Community would be unfair. This is why this area does not begin being compulsory until the second stage of primary education, although it can be introduced at an earlier stage when circumstances allow it and are favourable.

Religion can be taught throughout the whole stage for those pupils who choose it.


9. Throughout the syllabus, in the practical, daily classroom teaching-learning process, the different areas of knowledge and experience should be linked, complement and reinforce one another so that the general objectives of the level can be achieved in the most effective way.
10. Several all-embracing and multi-disciplinary themes like those promoted in the knowledge and experience areas open up more relevant dimensions to the students' daily life and to his/her particular interests, which a single disciplinary structure cannot always do. Pupils therefore work better and are sufficiently motivated in school where learning is connected to their daily lives.

Educational materials and teaching resources must be increased if these forms of school work are to be implemented in general. The present, overwhelming predominance of the text book as the often exclusive teaching material makes it all the more pressing for global and multi-disciplinary materials to be introduced. Education Authorities are therefore suggesting the publication, commercialisation and distribution of other teaching materials, such as class libraries, magazines, newspapers, videos etc. With the use of these, the student will become accustomed to living and working with a variety of information sources and resources, characteristic of contemporary society.

### **Organisation of this educational level**

11. During Primary Education each group of pupils has one teacher. Where possible, each group has the same teacher throughout each phase. However, it is recommendable, and even necessary, that there is a specialised teacher for some areas of the curriculum, namely, a foreign language, music —within the area of artistic education— and physical education.
12. On primary school staff, the number of teachers should not be the same as the number of groups of pupils. Not including those proposals made for boys and girls with special educational needs, it is thought necessary to have






at least one extra teacher, for general support and advice, for each primary school, with a certain number of classes. The provision of this teacher is essential for the improvement of primary education. In rural areas and in schools with less classes, this extra teacher can be an itinerant one, lending support to the schools in the whole area.

- 13.** The student will stay in the same group from one year to the next, within the same phase. If a student does not obtain the necessary results at the end of the year, it is possible that he or she will stay in the same class for another year. This extra year should be considered exceptional and should on no account become a normal school practice. So that this does not occur, the principle shall be applied that no student can repeat a year more than twice throughout statutory education: primary and secondary. These same criteria should encourage the student's progression from Primary to Secondary Education.
- 14.** The decision to stay on an extra year in the same class will be taken in a reasonable manner, by the various people involved in the education of the pupil and with guarantees to the latter and to his/her family. It will therefore be necessary to obtain the opinion of the teachers, tutors and inspectors and for there to be counselling by the team of educational psychologists of the sector. This decision must also be accompanied by individualised, pedagogic measures: general support, concentration on certain areas, curriculum adaptation. It is recommended that the general criteria to decide on a student staying on an extra year in the same class of one phase be discussed and approved by a review panel.
- 15.** Primary Education should encourage development in an individualised fashion. Such means as continuous, education assessment, curriculum adaptation, support teachers, teams of educational psychologists in the sector and advisory departments and the decrease in student/teacher ratio are suggested for this aim to be achieved.
- 16.** Primary Education is taught by primary teachers. Although they are the teacher tutor of the group, in certain areas teachers with different qualifications may be employed. In particular, foreign language teaching, physical education and music may be taught by teachers with the respective specialised qualifications.

The support teacher for children with special needs will also have the following specialisations: special education or hearing and speech. Finally, the coordination of the Department of Educational Guidance and Psychopaediatric Support will employ psychology or pedagogy graduates.

- 17.** The maximum number of each group in Primary Education will be between 25-30 students. Classes which have children with special needs will not go above the maximum number decided for each particular class.

- 
- 18.** Primary Education must closely involve the pupil's family. The teacher tutor will try to make sure there is contact, so that school and family complement one another in their educational efforts. Moreover, the school must be open to its surroundings and its resources, allowing pupils to combine their experiences at school with those outside it.








## Chapter VII: STATUTORY SECONDARY EDUCATION

1. The education of pupils aged twelve and above, is one of the most controversial and complex matters in the biggest part of the educational system. In our country, there is only one aspect which is not disputed: the urgent need for a profound change in the present set-up of the system at the level from 12 to 18 years of age. In the new structure of the educational system, Secondary Education will be formed by two levels which need separate treatment: the first will be Statutory Secondary Education and the second Further Secondary Education, comprised of Bachillerato and specific Vocational Training. Under the new system, some of the problems at the end of Basic General Education will stop being typical problems of the change-over from basic education to higher education and will be covered by an all-embracing treatment of Statutory Secondary Education.
2. The Government's commitment to make education general and universal up until 16 years of age is based upon the firm desire to prolong the basic education of its citizens until they can enter the working world, providing them with a more complete culture, substratum of other preparations more directly linked to professional life, and the starting point for a versatile training in Further Secondary Education. Prolonging schooling is also socially valuable since it avoids early segregation which, in many cases, may become irreversible.
3. The commitment to extend basic, statutory education is not just the prolongation of schooling, without changing the present structure of the educational system, but instead forces this system to be extensively reorganised, creating an intermediate level between Primary Education and Further Education which makes sense and lends coherence to this prolongation. This new educational level, the first of Secondary Education, also demands a new curricula design, capable of improving the quality of teaching and, at the same time, attending the needs of a whole variety of pupils through flexible organisation and the appropriate material and human resources.



- 
4. Statutory Secondary Education begins in the 7th year of formal education and consists of three more years (8th, 9th and 10th). This level therefore covers the last two years of the present higher stage of Basic General Education, which are removed from Primary Education level and put into the new educational level of four years, with its own identity. This level coincides, from the point of view of students' development, with pre-adolescent and first adolescent years. This stage is divided into two phases, each one being for two years, to maintain the cyclical structure throughout statutory education.

### **Functions and objectives of this level**

5. The regulation and organisation of Statutory Secondary Education is conditioned, among other factors, by the double function that is required of it. On the one hand, it must try to make sure that the young people critically assimilate those basic elements of today's culture and prepare themselves to be citizens capable of carrying out their duties and exercising their rights in a democratic society. On the other hand, bases are made for further education in its different forms, whether in Bachillerato or in Technical Vocational Education. Statutory Secondary Education marks the end of basic education and is, therefore, a stage with a clear end value; but, at the same time, it is also a level with a preparatory or propaedeutic value so that pupils go on to take further education without any discriminations being present.
6. Although both functions—preliminary and final—appear to be closely linked in Statutory Secondary Education and cannot nor should not be considered opposites, they can in fact become opposites at the time when real decisions on objectives and syllabuses are made. Nevertheless, the clear recognition of both beginning and end at this level brings out its real value with regard to the consequent levels. This consideration means that statutory Secondary Education must be designed not only around the preparation of pupils for University entry but also for their relative independence.
7. The most advanced educational plans regarding Secondary Education have been made law during the past ten years, around the principle of comprehensive education. The latter is taken to mean a type of education for all scholars of a certain age, as wide as possible, with the following characteristics:
  - It provides an extensive education with a strong nucleus of common subjects for all students within the same school and the same class.
  - It puts boys and girls of the same rural or urban community together.

- It offers the same basic curriculum to all of them.
- It postpones the separation of schoolchildren into different branches of education, which may prove irreversible, for as long as possible.

Along these lines, comprehensive education attempts to offer the same educational opportunities to all children, without making social distinctions and it acts as a compensatory mechanism for the inequalities of social and economic origin.


8. The goal which comprehensive education is presently striving for is not only to extend schooling within the common curriculum. Within the framework of a deliberate choice to have comprehensive education, one of the greatest problems which Statutory Secondary Education has to solve is how to properly educate a group of pupils who are all different to a certain extent, with different educational and personal needs and interests, operating in one school and with a syllabus which, to a large extent, is common to all. The difficulties of gaining a balance between curricula comprehensiveness and the variety of personalities gets higher as Secondary Education advances and the different educational needs of the pupil are greater. It is in fact easily proven that the motivations, abilities and interests of the pupils are progressively more varied from 11-12 years onwards, due to factors which are mainly outside of the school: their social environment; where they live geographically; rate of learning; aptitudes for learning, etc.
9. The principle of comprehensive education must, therefore concern itself with producing varied teaching for genuine satisfaction of the educational needs of the students. The main question, then, is this: Bearing in mind the growing variety of educational needs of the pupils from 11, 12 onwards how can it be possible to adequately respond to this diversity within a general model of comprehensive teaching?

There are various possible ways of treating the diversity within the educational system which may guarantee, moreover, a general comprehensive model. For example, it is possible, to establish various output levels within each phase or year, in such a way that all pupils take the same subject but in some of them (eg. mathematics) there are various levels of demands or difficulty. Another possibility, definitely preferable, owing to its more equalitarian nature, although also more complex, consists of adopting flexible organisation within the classroom, according to the level of students in each subject, but always maintaining the idea of working with heterogeneous groups of students. It is also possible to introduce curriculum options so that pupils can adopt one part of the school curriculum in accordance with their educational needs, whilst at the same time maintaining the existence of a solid common part which ensures comprehensive introduction. These last two strategies are those which have mainly guided the treatment of diversity in this document.

10. The organization of Statutory Secondary Education relies on the basic criteria inferred from previous considerations, which can be summarized as follows:



- 10.1. Statutory Secondary Education ensures the acquisition of all the necessary knowledge a citizen should know whilst, at the same time, it responds to a variety of educational needs of boys and girls that are studying it. It also tries to agree on what is basic and common to all youngsters, with those particular to the Autonomous Community, local community and the schools themselves.
  - 10.2. During Statutory Secondary Education progressive differentiation of curriculum contents is established in order to achieve the balance between, on the one hand, the principle of comprehension and on the other the aim to satisfy the various interests, motivations and abilities of pupils, which begin to be more acutely obvious as from 11-12 years old.
  - 10.3. In accordance with the two previous aims, the pupil gradually makes a series of successive choices throughout Statutory Secondary Education. These options are undertaken in such a way that they guarantee basic education to everyone and at the end of one level they can go on to do several forms of training in post Compulsory Secondary Education.
  - 10.4. The search for a balance between comprehensiveness and respect of the differences of interest, motivations and abilities of pupils, a crucial element for correct introduction of Secondary Education as a whole, demands efficient involvement of Teams of Educational Psychologists and Careers Advisory Departments. These services will be extended to all schools and their functions will be reinforced. It is also necessary to understand the importance of cooperation between parents and pupils and teachers to favour more efficient educational actions and a more complete, coordinated counselling.
- 11.** If Secondary Education is to be conceived in this way, it implies much more complexity of educational offers than that which the educational system now has and demands heavy investment in material and human resources. Since it is also necessary to respond to the very extensive social demand to increase statutory and free education, a balanced solution to both problems must be found. An answer to the diversity and extension of compulsion does not have to be an antithesis nor mutually exclusive and their satisfaction can be jointly sought, avoiding that in practice one of them becomes second rate to the other.
- 12.** The aims of Statutory Secondary Education are not only strictly academic and include as essential aspects those aims relating to analysis and resolution of real problems, development and exercise of a critical and creative spirit, acquisition and practice of habits of cooperation between citizens, solidarity and team work. To be more precise, on finalising the level, as a result of the learning processes which have occurred in the same, schoolboys and girls will have developed abilities of:
- Understanding and reproducing oral and written messages with correction, precision, originality and creativity in Spanish (Castilian) and if necessary, in the language particular to his/her Autonomous



Community. They should reflect on the processes needed to use language and use it to communicate with fellow Spaniards and organise his/her own thoughts.

- Understanding and reproducing oral and written messages with correction and precision in, at least, one foreign language, responding to the most usual intentions and contexts of communication.
- Interpret and reproduce messages with various communicative intentions, using verbal and non-verbal codes, joining them together to enrich communication possibilities and respecting other forms of expression, removed from the habitual ones of his/her environment.
- Using the main sources of information which exist in his/her environment (press, radio, T.V., specialised magazines, encyclopaedias etc) independently and critically, in order to plan his/her activities (work, leisure, purchasing etc,) comparing information already obtained and acquiring new information.
- Creating and developing personal strategies of identification and resolving problems in the first fields of knowledge by means of the use of habits of objective, systematic, and rigorous rationalisation and applying them spontaneously to situations in daily life.
- Actively and independently contributing to his/her own development and bodily health, valuing the benefits gained from physical exercise, hygiene and food, as well as the negative repercussions for one's health of certain social habits (tobacco addiction, alcoholism, drug addiction, irresponsible driving, unbalanced eating patterns, etc), and acting in accordance with this.
- Forming a balanced, well-proportioned image of him/herself, of his/her characteristics, possibilities and limitations, having developed an acceptable level of self-esteem which lets him/her channel activities (work, leisure, relationships, etc) in a balanced way, and contribute to his/her own well-being.
- Analysing the mechanisms and basic values which dominate society in which he/she lives, especially his/her rights and duties as citizens, workers, using personal judgements and criteria about them and acting as a consequence within the social groups to which he/she belongs.
- Obtaining the indispensable knowledge of beliefs, attitudes and actual values of his/her cultural inheritance, in order to assess them critically and undertake those options of value or sense which most favour their inner development as people.
- Analysing basic mechanisms which govern existence of physical environment, valuing the repercussions which human activities have on the same and actively contributing to the defence, conservation and improvement of the same as regarding it as a determining element of the quality of life and people.



- Being interested in the application of scientific and technological development, searching for information to compare with respect to his/her existence in the physical and social environment and valuing in according with an objective interpretation of the same his/her effects on the quality of peoples' lives.
- Appreciating, enjoying and respecting the natural and cultural inheritance of the community in which he/she lives (Autonomous Community, Spain, European Community,...) fighting for its conservation and improvement and being interested in material and cultural inheritance of other communities, showing a respectful attitude towards the same.
- Having constructive relationships with other people, adopting attitudes of flexibility, cooperation, participation, interest and respect, overcoming inhibitions and prejudices and rejecting all kinds of discriminations due to personal (age, sex, physical and psychical features etc) and social (social class, group in society etc) characteristics.

### **Phases and areas**

**13.** The general aims of Statutory Secondary Education, expressed in the above paragraph, are concentrated in each curriculum area, in the corresponding blocks of syllabus. The areas which consist of the common core of this educational level are the following:

Natural Sciences

Physical Education

Plastic and Visual Expression

Geography, History and Social Sciences

Foreign Languages

Language and Literature


Mathematics

Music

Religion (obligatory offer by school, voluntary choice by pupils)

Technology

This distribution into areas will in fact respect the organisation of seminars which presently exist in Bachillerato.

- 
- 14.** These areas are the reference point for the common curriculum, for activities of further study, and retakes and for the optional choices of pupils. The selection of general objectives and of the content blocks in each one of them is undertaken with attention given to the double function, terminal and preliminary, of statutory Secondary Education. This means, on the one hand, that pupils acquire the necessary knowledge needed to go on to different forms of further education without problems, and on the other, to prepare them as citizens capable of performing their duties and exercising rights at the centre of a democratic society. The selection of aims and contents is partly governed by the two following principles: to encourage multi-disciplinary relations between different areas of knowledge and experience (e.g. between contents of Natural Sciences and of Geography, History and Social Sciences or of Technology and Natural Sciences) and establish a relation between the multiple learning spaces (classroom, laboratory, library, home, street, exams, extra-curricular activities, etc).
  - 15.** Each of the curricular areas must be given a minimum number of hours per week for compulsory study in the whole of the State, leaving a margin of school hours so that the Autonomous Communities and the Ministry of Education and Science, under their direct guidance, can extend the timetable as they see fit or introduce more specific subjects into these same areas, without forgetting to leave some free periods, which is considered a good idea at this stage. The weekly study timetable for statutory secondary education could be extended with regards to the present timetable of EGB, going from around 27 hours weekly in the 1st and 2nd years, to 30 per week in subsequent years. Bearing in mind this set-up, and the idea of progressive options throughout statutory secondary education, the common core areas, compulsory for all students, will make up around 90% of total study at first, and will diminish progressively to around 65-75% at the end.
  - 16.** The “phase” is the temporary unit of curriculum organisation. In the restructuring of the educational system, the phases consist of two years. As has already been stated, Statutory Secondary Education is divided into two phases: the first is equal to the first two years of that level, from 12 to 14, and the second to the two last years, from 14 to 16. The reasons in favour of this particular division into these two phases is partly to do with the psychological growth and development of the adolescent, but mainly due to pedagogic and curriculum organisation. The main characteristics of this stage - its comprehensive character, compatible with the focus on the diversity of students, and the double function, preliminary and final - imply differences in the structure of the curriculum into two phases.
  - 17.** During the first phase, the balance between comprehensiveness and the focus on diversity is swung towards the former: in the first place, the common core subjects predominate greatly over optional areas, which only consists of approximately ten per cent of school activities; in the second place, attention given to the various abilities, motivations and interests of students is essentially provided for in classroom groups of mixed students. In the second phase, the structure and organisation of the curriculum becomes much more complex. Throughout the same, time given to optional areas is much greater, reaching approximately 25-35% of the study timetable.



## Educational treatment of diversity

- 18.** The challenge to be met at this stage, that of finding the right balance between a comprehensive education and correct treatment of diversity in the classroom demands an overall plan and a determined endeavour on many fronts (curriculum design and development, school organisation, teacher training, infrastructure, material support, etc). On the strictly curriculum front, there are several ways of dealing with diversity which should not be considered as alternative, but more as simultaneous and complementary. Firstly, the actual nature of the Basic Curriculum Design of statutory secondary education, both in its structure and content, has precisely expressed the preoccupation for responding adequately to diversity without rejecting the idea of comprehensive education. Secondly, particular ways of treating diversity go right from curriculum adaptations to spaces in the curriculum left for optional subjects. In extreme cases, curriculum variation is introduced in the last year of the level.
- 19.** The adoption of an open, flexible curriculum plan for the creation of the Basic Curricular Design provides an essential instrument for treating diversity: curriculum adaptations. In actual fact, the Basic Curricular Design puts forward educational experiences, defined in terms of general aims of an area and of large blocks of contents for each of them, all of which must be taken by all the girls and boys who do statutory secondary education. However, these recommendations, to be enlarged upon by the Autonomous Community with full educational authority, are fairly open and flexible, and can and should be carried out in different ways in the School Curriculum Project, and finally, in the Programmes of Activities and Tasks which each teacher completes in a more or less formal and systematic way, thinking of his/her students. From among the various factors to be borne in mind for the preparation of the School Curriculum Project and the Programme of Activities and Tasks, the abilities, interests and motivations of the girls and boys play a major part.

Possibilities exist, therefore, circumstances permitting, to adapt the teaching material used, vary methodology, propose different learning activities, organise groups of flexible study, increase or decrease the rate of introducing new materials, organise them and put them into a varied sequence, giving priority to some blocks of subjects over others, making some more detailed and extensive than others etc. Differences between students must also be taken into account.

It should, however, be emphasized that the changes to curriculum should come "from the bottom upwards". In other words, it is recommended that one starts with adaptations of material and methodology; only in the case of this not working for the different characteristics of the students, should modifications to the rate of introducing new material and the organisation and sequence of the same take place.

- 20.** It remains to be seen whether in exceptional circumstances, above all in the last part of Statutory Secondary Education, and more particularly in the last year of the same, for students above sixteen, when their interests, motivations and eventually their abilities are quite defined, the curricular adaptations mentioned up until now are enough to respond to the diversity of educational needs. If not, then it could be necessary to take a final, exceptional step, for the adaptations of the curriculum: curricular diversification. By this it is understood that there is a possibility that certain boys and girls in the second phase of Statutory Secondary Education and especially in the last year of the same, with the right counselling and guidance can opt not to take one, or various complete areas of those which figure in the Basic Curricular Design. Instead, they can use part of the timetable to take alternative studies in other more specialized schools. They can also use part of the timetable to take those subjects which will help them get a job.

Curricular variation does not, however, mean that those students affected by it will be separated and put into a different Statutory Secondary Education streams. The possible decision not to take one or more areas of those included in the Basic Curricular Design will therefore be tutored by the Secondary Education teacher and abilities expressed in the general Aims of the Level must once again be borne in mind, as a final reference. Curricular variation, must therefore be contemplated by and joined to the centre of the School Curriculum Projects.

The extreme and exceptional nature of this type of variation demands that when put into practice it be carefully weighed up. It therefore requires the previous awareness and acceptance from the student, parents, teaching staff and Educational Authority, with appropriate powers. Since curricular variation does not mean that students will be separated into a supplementary education branch, but rather that this will be an extreme, if normal resort for responding to different needs, it cannot in itself signify an absence of qualifications at the end of Statutory Secondary Education.

- 21.** Another way of treating differences is to provide space for increasing options in the curriculum, which lets the students choose between various alternatives, choosing the ones which best suit their motivations, interests, and in general, their educational needs.

Curricular variation is in a privileged position to respond to the differences of students within the framework established by the General Aims of the Level. Optional subjects are therefore subject to a limit: that imposed by the educational intentions declared in the General Aims of Statutory Secondary Education. This limit makes sure that through a curriculum with options the comprehensive plan of Statutory Education is not disrupted and segregation of students into different educational branches creeps in. Therefore, through a curriculum with options, students are offered the possibility to develop the same abilities following different routes in one part of the syllabus which lets them, in some cases, arouse more interest and motivation and, in others, fits in better with their real educational needs.



**22.** The attempt to make a comprehensive educational plan compatible with the existence of a certain amount of options demands that the relative balance between the common curriculum and optional curriculum in Statutory Secondary Education be carefully deliberated. This must be done with the clear idea that the second factor must be totally reversible, i.e. that it does not condition future educational options. Options in the curriculum try to fulfil a series of functions which it is essential to consider for the definite organisation of the same. In particular, the existence of options in the curriculum in the last part of Statutory Education should serve to:

- a) Encourage general, functional studies. They should, however, not be “more of the same”, but should offer opportunities to do different things, in different ways with the same General Aims through more functional learning.
- b) Make the transition to working life easier through the introduction of more varied and optional educational contents which provide for pre-professional activities or experiences.
- c) Extend the educational offer and careers possibilities within it. The extension of the range of activities means better awareness of the various paths open to the students, and helps guide them towards later decisions.

### **Models of possible option organisation**

**23.** As a purely illustrative example, some of the contents which may form part of the options in Statutory Secondary Education are outlined below. These suggestions must on no account be taken as being final solutions. They offer an example, leaving it clearly established on the one hand, that the final say in the matter of options is in the hands of the Educational Authorities, and on the other, that all optional areas should be sufficiently open for schools to adapt to their characteristics and needs.

This example is structured around four areas, which are the following:

- *Scientific*: Laboratory techniques, Food, Agriculture, Plots-Greenhouses, Recreational Astronomy, Health, Environment, Mathematics workshop etc.
- *Socio-linguistic*: Traditional culture, Second Foreign Language, Consumerism and Publicity, Communications, Functional Economy, School Press, Archives and Library, etc.
- *Technical*: Industrial Archeology, Scientific Instruments workshop, Electronic Electricity, Image and Sound, Formation of materials (wood, metal, plastic, ceramics, leather, textiles) Administration and management, Repair and maintenance, Keyboard operator, etc.


- *Artistic:* Drama, Photography workshop, Body expression, Design, Mathematics and Art, etc .

In order for this scheme, or another similar one to satisfactorily respond to the before-mentioned functions, it will be necessary to direct boys and girls toward a balanced choice between the different areas of options, using the right guidance and tutelage.

Whatever the case, the Ministry of Education and Science will ensure that all schools under its authority offer Traditional Culture and a second Foreign Language.

- 24.** The criteria for progressively increasing the area of options throughout the said level necessarily implies the relative reduction in the other areas which comprise the common curriculum, above all in the last year of Statutory Secondary Education. Indeed, the risk which goes with adopting a totally comprehensive plan, and therefore not being able to adequately respond to diversity in the class, is especially important in the last year of this stage, when, on the one hand, the differences in abilities, interest and motivations are more obvious and, on the other, students show more desire to study the educational and professional paths open to them on finishing Statutory Education.
- 25.** These considerations underline the importance of the last year of Compulsory Secondary Education having an organisational structure somewhat different from the previous ones, without this altering the unity of each phase. The result is that variation at the beginning is an equalising agent against comprehensiveness and therefore, can become a strong guiding force for options presented to the students at the end of the same. This more varied organisation is an essential requisite both for completing curricular variation and for increasing the area of options. Nevertheless, it must guarantee that all students, whatever options they choose, progress in the manner put forward by the general Aims of Compulsory Secondary Education and obtain the appropriate qualification, if progression is satisfactory.
- 26.** Technically, the reduction of study hours in the last year of this level has many solutions. The Ministry of Education and Science believes that choosing a balanced solution, together with more teacher training and an improvement in working conditions, is a necessary condition to guarantee consolidation of the new level of Statutory Secondary Education. It therefore wishes to present, in respect of the last year of the level, two alternative proposals of organisation which will encourage discussion of the same by the various social sectors, and, especially, by those who belong to the educational community. The experience of debate on the Project for the Reform of Teaching during the 1987-88 academic year, was very rewarding and encouraged this action for determined themes which admit various possible solutions. The proposal to link areas of options in different years of Statutory Secondary Education is the following:





*First Phase of Statutory Secondary Education. First and Second Years.*

- Common Core:

Natural Sciences

Physical Education

Geography, History and Social Sciences

Language and Literature

Foreign Language

Mathematics

Music/Plastic and Visual Expression

Religion (compulsory offer by schools and optional for students)

Technology

- Options:

Based on a study timetable of 27 hours weekly, the percentage of optional subjects in the first two years is around 10%.

*Second Phase of Statutory Secondary Education. Third Year.*

- Common Core:

Natural Sciences

Physical Education

Geography, History and Social Sciences

Language and Literature

Foreign Languages



Mathematics

Music/Plastic and Visual Expression

Technology

Religion (Compulsory offer by schools and optional for students)

- Options:

Based on a study timetable of 30 hours weekly, the percentage of optional subjects in the third year is around 20%.

*Second phase of Statutory Secondary Education. Fourth Year.*

#### ALTERNATIVE 1

The main elements of this proposal are based on the existence of two different options of Mathematics and on the possibility that the students choose two areas between three.

- Common Core:

Physical Education

Language and Literature

Foreign Language

Mathematics (with two different options)

Religion (compulsory offer by school, optional choice by students).

- Choice of two areas between the following three:

Natural Science (Physics and Chemistry)

Geography, History and Social Sciences

Technology

- Options:

Based on a study timetable of 30 hours weekly, the percentage of optional subjects in the fourth year is around 30-35%.



## ALTERNATIVE 2

In this case the student has to choose between two blocks of areas, with two possibilities in each block.

- Common Core:

Physical Education

Geography, History and Social Sciences

Language and Literature

Foreign Languages

Religion (compulsory offer by school, optional choice by students).

- Choose one block of areas between the following two:

Mathematics (option A)

Natural sciences (Physics and Chemistry)

Technology, or Music/Plastic Art.

---

Mathematics (option B)

Music/Plastic Art

Technology or Natural Sciences

- Options:

On the basis of a study timetable of 30 hours weekly, the percentage of optional subjects in the fourth year is around 25 and 30%.

**27.** It should be pointed out that in the two alternatives, those main areas which are not in the common core curriculum during the final year, are included as options for students who did not initially choose them. Equally, in the two alternatives, the reduction of main areas means a redistribution of essential contents of the same in the first three years. Finally, there is also a possibility that all the students dedicate some hours weekly to Education for Coexistence, which will be the responsibility of either the teachers of Geography, History and Social Sciences or those of Philosophy, or both.

Both alternatives have certain advantages, and the choice between one or the other should be subjected to a careful analysis first.


- 28.** The first is more coherent with the ends of this educational section, the comprehensive character of the level in its last year being clearly reinforced. At the same time, the second phase is treated as a single one, maintaining a similar curriculum for both years. Finally, the student has a more flexible choice, both because whilst the options are not organised like in the second alternative, they are richer in possibilities, since the possible number of options is bigger. However, for schools there are bigger organisational problems. The number of possible combinations of the main areas, together with the optional subjects offered to the students, makes organisation of a school, which guarantees each one the real possibility to choose what he or she wants, more complex and difficult.
- 29.** The second alternative, unlike the first, presents the syllabus structured into two blocks of areas, which simplifies the number of options and makes organisations of the school easier. Moreover, the characteristics of the areas which these blocks are comprised of form more defined guidance options, which are more clearly linked with possible paths open to the student at the end of Statutory Secondary Education. It is, however, a less comprehensive alternative of the last year of this level.

This analysis has led the Ministry of Education and Science to consider that, although both alternatives should be debated, the first of them could be the most appropriate for the organisation of Statutory Secondary Education.

### **Promotion of students and supplementary educational actions**


- 30.** During Statutory Secondary Education and especially, during the last year of the same, the student has to have the time and opportunities to dedicate to his or her educational and professional future. Careers guidance is especially important at this stage. At this particularly critical stage in teenagers's education, the educational system must count on the permanent and continuous cooperation of careers services, together with the teachers concerned to carry out academic and professional guidance duties. It is their job to work together in the necessary curriculum adaptations, guide the students in optional choices and advise them with respect to their futures.
- 31.** The movement of pupils from one year to the next should be automatic in Statutory Secondary Education. Only at the end of the first phase, or at the end of the level, can the possibility arise, and then only in exceptional cases, of repeating a year. Even when this is the case, sufficient guarantees should be given that this is the only possible solution. The normal treatment of diversity, excluding repeats, is assured by means of flexible grouping of pupils in the same group, the creation and development of curricular projects being adjusted to educational





needs, the use of didactic resources, activities for reinforcing and extending knowledge, support and guidance from educational psychologists, the possibility of free choice for part of the curriculum thanks to the optional part, and in the last year of the level, the possibility of curriculum variation.

- 32.** The compulsory nature of this educational level is at odds with the range of qualifications at the end of the same. If this is Statutory Secondary Education, it is logical that in practise all pupils should be able to complete it. Therefore, it will be such that all pupils who finish this level have the same qualification, which is essential for going on to both Bachillerato or Technical Professional Training. This qualification will only be accompanied by a brief credit note showing the subjects taken by the pupil in the various curricular areas, as well as several guidelines towards future studies. The Ministry of Education and Science will define specific mechanisms for the pupils who do not obtain the qualification, to successfully complete the aims of this level, (which can be prolonged up to 18 years of age maximum, if two repeat years are made) so that they can obtain it the same way as adults do. Programmes of Social Guarantee will therefore be made, the aim of which is to make sure that young people at least manage to get the first level professional qualification.
- 33.** Many of the situations which are presently dealt with through supplementary education and social guarantee programmes for youngsters should really be taken care of within the framework of the statutory level of Secondary Education. Within these programmes there are in fact very different education activities, some of which belong to the general educational system and others which are of a more specialised nature.
- 34.** One of the possibilities which should be part of the general educational system, and part of the ordinary Statutory Education offer is that those pupils who have not finished this level should be able to remain in school until they eighteen, taking advantage of extra classes and curricular adaptations. Also, in the educational system curricular variation should be allowed in exceptional cases, in the final year of statutory education and for pupils aged above sixteen, so that they can complete the general aims by taking subjects, or even whole areas which are not included in their syllabus.
- 35.** Other educational activities and programmes are more unusual. They are orientated towards catching up on basic education for those young people who, for whatever reasons, have not been able to achieve the aims of their level, even though they are older than they should be for it, and they will not achieve these aims unless programmes of this sort are introduced. Many of these young people want to achieve the said aims, but they cannot do so within the framework of an ordinary school, with the resources available to the ordinary Secondary School teacher.
- 36.** A group of this type of young people could successfully complete their Statutory Secondary Education with the appropriate programmes, which normally include curricular variation and also supplementary educational



resources and extra classes. The latter can sometimes be provided by normal Secondary schools, but otherwise require special centres. The aim of these programmes, for this group of youngsters, is two-fold: providing general refresher courses for basic skills and knowledge; and providing vocational training, sometimes of technological basis, which teaches skills for jobs of elementary level qualifications. Through such programmes, these youngsters can achieve the aims of Statutory Secondary Education and go to do Bachillerato studies or Vocational Training in level two modules.

### **Organisation of this level**

- 37.** The curricular organisation of Statutory Secondary Education into two phases does not mean the loss of the single character which this level must have; a single character which is inseparable from the ends of the same. Thus, special emphasis should be laid upon the fact that the curricular organisation into two phases is part of a complete educational plan which involves one teaching team, working in the same school.
- 38.** The studies carried out by the Ministry of Education and Science, to be found in the fourth part of this White Paper, dedicated to planning the reform, reveal that the best school is that which teaches Secondary Education as a whole and which, therefore, has an intake of boys and girls between 12 and 18 years of age. This solution means, in the first place, that Secondary Education is taught as a whole in the same school, avoiding new changes for those pupils who decide to take Further Secondary Education. In the second place, it avoids the problems which arise as a result of having older pupils mixed with very young ones, which can happen, for example, in a school which offers statutory Primary Education and Secondary Education, where pupils aged from 6 to 16 attend. In the third place, the Secondary teacher can divide his or her teaching between the two levels of the same. Lastly, it means that the school has a large, and highly specialised teaching staff, which increases the educational offer and makes it easier to give attention to the diversity of abilities, interests and motivations of the pupils.
- 39.** This proposal for schools is also the best one in rural areas, for the same reasons. These schools should never be more than half an hour by school transport from the children's homes.
- 40.** This idea concerning Secondary Education schools (12-18), if suitable in general terms, does not exclude the fact that other alternatives can be considered when the characteristics of the area and the school population recommend it. For example, joining a Secondary School (12-16) to a Primary School, or it being a separate school in itself, could be a suitable option in certain rural areas, since the greater the number of pupils, the more the advantages, the teaching staff being larger.




A useful solution in urban areas could be for a Secondary School (12-16) to take over from a large school which presently offers General Basic Education, the size of which is unnecessary for this part of Primary Education. This school could be joined to another where Further Education is taught, thus making it a complete secondary level school.

All these considerations can also be referred to private schools, although they will have to blend in with the special characteristics of such schools.

- 41.** During the debate on the Project for the Reform of Teaching presented by the Ministry of Education and Science in June 1987, the majority opinion with regard to Statutory Secondary Education was that it be taught in one school by a cohesive team of teachers belonging to the same school. The University Council has also recently put up for discussion proposals for preliminary teacher training of Primary and Secondary school teachers. With regard to the latter, the report of the academic Commission of the University Council and the group of experts, appointed by the same, agreed that for all Secondary Education teachers must have basic teacher training qualifications.

Without wishing to foreshadow the debate, and, if the proposal of the University Council for future Secondary school teachers to be graduates, is approved, the Ministry of Education and Science, will respect the rights of Basic General Education teachers who presently teach the upper phase of E.G.B. The process of change can be summarised in the following points:

- EGB specialist teachers who presently teach the Higher level of Basic General Education may continue to do so indefinitely in those areas corresponding to their specialised field in the first phase of Statutory Secondary Education. No further qualification other than that of Teacher of Basic General Education will be required. They will continue belonging to the same Staff, and may continue to take up any vacant positions on the said Staff. Positions which for some reason become vacant, will continue to be open to specialist EGB teachers until 1996.
- Until 1996, employment offers open to the public will continue to offer vacant positions to EGB teachers in the first phase of Statutory Secondary Education (12-14), in order to allow the current students of the University Schools which train General Basic Education Teachers, to have access to these positions.
- During these years, the necessary means will be taken to enable EGB teachers who are teacher training graduates to become Secondary Teachers.
- From 1996 onwards, places which become vacant for specialised teachers in the first phase of Statutory Secondary Education will be offered to Secondary School Teachers, either through transfers to Secondary,



or through employment offers open to the public, to graduates with the required teacher training. However, permanent promotion of Primary School teachers and teachers of the first phase of Statutory Secondary Education who still belong to the body of EGB teachers will continue to be encouraged so that they may become Secondary school teachers.





## Chapter VIII: BACHILLERATO

1. Bachillerato has traditionally been considered as a transitory school level between statutory and further education. Owing to this conception, it has been formed as an educational level where the aim is to widen and heighten the knowledge and skills acquired in statutory education and prepare the student for successful university studies. This was the precise concept of the Bachillerato Unificado Polivalente (B.U.P.)

The 1970 General Law of Education also made it possible to join Vocational Training at second grade, from Bachillerato. Nevertheless, the latter has become an almost exclusive path to University entrance. This special concept has conditioned its ends and functions, repressing those which encourage a wider educational nature. The Pre-University Preparation Course (Curso de Orientación Universitaria) was introduced in order to give further guidance, but in practice it has become a course, the special preoccupation of which is the preparation of students for University Entrance Exams.

2. As far as a privileged path towards further education via University and, therefore, towards higher cultural aims and social power goes, Bachillerato has always been an object in high demand from society. It has been the obvious route chosen by upper class children and has also been aspired to by families of less favoured classes as the saving grace of a better future for their children. The demand for Vocational Training, growing since 1970, has not lessened the volume of Bachillerato students. Bachillerato student numbers have always been higher, sometimes doubling the total of Vocational Training students, between the ages of 14 and 18.
3. Counterbalancing this, and precisely because of the almost exclusive propaedeutical and pre-university function of Bachillerato, those students who take it but who do not go on to take university degrees, have not received a basic professional education and are not well equipped for finding employment according to their capabilities.



Consequently, the students who finish the present BUP and who, for various reasons, do not go on to do university degrees, or who abandon them half-way find themselves with a more or less extensive education and knowledge, but are deficient in the necessary skills for the working world. The practical non-existence of alternative professional studies to University adds to the dilemma.

4. Putting Bachillerato within secondary education as a non-statutory educational level demands that its ends and tasks be widened. To be more precise, the necessary extension of functions required by Bachillerato in our society recommends that it be placed within the wider framework of Secondary Education. The incorporation of it into this framework means that it can in fact be made shorter. Some of Bachillerato's contents really belong to statutory secondary education. Bachillerato could be cut from three to two years, especially since it has great internal variety into different types and options, which means that during this time propaedeutical and guiding functions towards definite further studies can be developed. With regard to the Pre-university Preparation Course, experience suggests that it would be better to incorporate it into all educational activity and, in particular, introduce careers structures and programmes throughout Secondary Education.
5. In the document "Project for the reform of teaching. Proposal for debate", of June 1987, the Ministry of Education and Science proposed a Bachillerato of two years, with three basic forms, being separate from the present structure of BUP, but also reducing the number of varieties of the so-called experimental Bachillerato which a large number of schools have been trying out. The Bachillerato suggested by the said document consisted of three blocks of subjects: common core, those of the chosen type of Bachillerato, and those freely chosen by the student. In a later debate, a large majority decided that Bachillerato should be internally varied, developing different types and options; but, on the contrary, there was a smaller consensus on how to organise this variety, although it was agreed to propose and obtain extensive alternative global support for the initial ministerial proposal. This is the reason why that proposal has been maintained with some changes recommended by force of the debate and its consequences.

## Functions and aims of Bachillerato

6. The organisation of Bachillerato into different types and options, between which the student must choose, is ruled by a set of regulating principles that are made explicit below:
  - 1<sup>st</sup>) The principle of **unity**. Bachillerato continues to be one level, leading to one single qualification. Although the type of course chosen by the student and the University entrance exams give priority of preference for certain degrees in some Universities where demand is higher than places available, the Bachillerato is the required education for University, without distinguishing between degrees, whatever the type of Bachillerato studied. It is also the basic education for taking level three of Professional Modules, although in this



case, the nature of these studies as a transition from the educational system to employment can sometimes make it necessary to have taken a particular type of Bachillerato and even certain optional subjects.


2<sup>nd</sup>) The principle of **diversity**. Bachillerato is an educational level which is not subject to the principle of comprehensiveness proper to all statutory education, primary and secondary. It already supposes students have made an option in a certain direction, which in turn, is related to different interests, preferences and aptitudes of these students.

3<sup>rd</sup>) The principle of **flexibility**. The options taken by the student must be reversible. In the 2<sup>nd</sup> year there should be a higher amount of options than in the 1<sup>st</sup> year, so that the subjects of one type can be chosen as options from another and that, in general, changing over from one type of Bachillerato to another or changing options is not a problem. Bachillerato has to make opportunities happen and positively guide students towards later, more specialised study and the transition to a working life, but must not prematurely close the gates on any possibility.

7. As an educational level, Bachillerato attempts to fulfil certain functions and achieve determined ends. Apart from, and including, the traditional function of University preparation, the functions and ends of Bachillerato are, at one and the same time, educational, propaedeutic and motivating. The right combination of all of them endows Bachillerato with a true value in itself, and not only as a stepping stone to other studies.
8. In keeping with its educational function, Bachillerato should provide students with greater intellectual and human development, more capacity for acquiring other knowledge and other skills, and also prepare them to undertake more complicated and responsible functions as active individuals in society. During this period the student should also have greater contact with some of the fundamental components of development of civilization today and, in particular, those aspects which relate to cultural inheritance of the society to which he or she belongs: language, history, beliefs etc. He or she should also be formally introduced to the methodology and scientific problems of some disciplines, so that he or she can try to explain and participate in the construction of the world he or she lives in.
9. The propaedeutical nature of Bachillerato comes from its function as a step towards higher studies, either at University or technical-professional studies, or others. The beginning of Bachillerato normally coincides with a period of development of the student when maturity of personality already implies the identification of different tastes and interests, and better understanding of individual aptitudes. It is therefore suitable for this propaedeutical end to begin finding its development with regard to determined skills and areas of knowledge, with which the student feels more at home. At this stage abilities will basically consist of basic techniques and the necessary recognisable skills and strategies for being able to adequately adapt to higher studies. However, this preparation should not include subjects which belong rather to later studies.




10. The preparation of students blends in with a certain amount of guidance. It is true that guidance is present during the whole school process, but at certain times it has special importance, as it does in Bachillerato. Between 16 and 18 students find themselves in an evolutionary period of adolescence when important parts of their personality will be developed. Aptitudes, interests and motivations acquire special relevance at this age. The decisions they take are also important. Because of this, in Bachillerato, teenagers should have the opportunity to channel their tastes and interests within an appropriate framework of reference and with the right guidance. This guidance is a key element in decision-making for the students about their future on finishing that level. In short, the **guiding aim**, apart from being present in educational and careers services in each school, and in an improvement in the **tutorials** with students, should also be considered as part of the actual structure and curriculum of Bachillerato.
11. In the curricular structuring of Bachillerato, the propaedeutical, guiding and educational ends which are strongly interlinked, can be expressed on the basis of two fundamental components: one of them consists of a collection of subjects which should prepare and guide towards a wide selection of professions; the other, consists of a collection of freely chosen subjects which allows the student to progressively move towards specific study, by means of the construction of his or her own curriculum, given what help is needed. This two-fold function, preparatory and guiding, should however maintain as a basic characteristic that of providing practical areas of knowledge and abilities which shape a relevant basic education.
12. The educational character of Bachillerato, with its own independence from later studies, lends this educational branch an intrinsic value and also, in some sense, a terminal value of its own. Bachillerato must stop being a mere step towards University, although, of course, also prepare for this, and acquire its own values in richer versatility than the present BUP.
13. The general aims of Bachillerato, as an educational level, are the same as the general aims of education already expressed and should be linked to the ends and objectives of the level before it. These general aims are also derived from ends and scope attributed to this further level. They can be expressed in terms of the abilities which it hopes to provide for the students who take the course. From these general aims it is possible to determine the areas of knowledge and the subjects which best respond to them and form specific objectives for each subject.
14. The aim of Bachillerato, independent of what type is taken by each student, is that he or she be capable of:
- Using logical and critical forms of thought and using formal language for the resolution of problems.

- 
- Extending and strengthening his or her knowledge through scientific methods, using the appropriate theoretical and practical strategies, through exploration and experimentation.
  - Enjoying beauty, in its various natural and cultural forms, behaving in accordance with ethical principles and take important and free decisions.
  - Actively and jointly participating in his or her immediate environment maintaining a thoughtful, critical and cooperative attitude.
  - Being aware of and accepting his or her own possibilities and limits, thus being better equipped to choose an academic or professional future.
  - Gaining enough knowledge to know and understand the modern world and its cultural and scientific history, which will help him or her in further studies or to get a job.
  - Using oral and written language fluently and coherently.
  - Being able to speak at least one foreign language.
  - Being in control of his or her body and have coordination skills at hand.
  - Carrying out studies or tasks which involve collection, creation and assimilation of information from various sources.
  - Learning basic technological skills and knowledge which will make him or her versatile and help him or her to adapt to changes in working situations.

### **The diversity of Bachillerato types and options**

- 15.** The ends and aims of Bachillerato recommend that it be structured and organised into three curricular blocks: common core, types and options. The convenience of this organisation is subject to what types of Bachillerato are adopted and what the subjects of them, and common core subjects are. The types of Bachillerato which are established are of course defined by the subjects particular to each case, but also by the paths they open






to further studies, by the priority of access to university degrees they hold and by basic vocational training which they assure for laying the foundations of specific professional studies. The different types of Bachillerato have to join basic, all-embracing education, which encourages maturity in students, together with the preliminary specialisation along certain lines of knowledge and capability. Each type will provide entry into both University and Vocational Modules. The options, for their part, contribute to enriching and defining the chosen path.

- 16.** From the point of view of the curriculum, the subject or discipline is contained in the unit of Bachillerato. The area was used throughout Statutory Secondary Education, but is not now used in Bachillerato. The subjects take up different times in the school curriculum and have their own aims, contents, teaching materials, timetable and teachers.

In the Plan for Bachillerato studies, subjects must also include assessment. Subjects are defined by their methodological and epistemological component and have a close relationship with what has been learned and the techniques used at each moment in time. Their outlines must therefore be dominated by both methodological and epistemological considerations and by technological considerations and those of social application of science. Students are introduced to the formal methods, processes and systems used by sciences and technology through these subjects or disciplines.

- 17.** In accordance with the general structure mentioned above, subjects in Bachillerato are grouped into three blocks: common core subjects, those of different types of Bachillerato and those which are freely chosen. Assigning subjects to each one of these three blocks depends on the considerations of the general commitment to this level and on the particular function or functions which each one of these subjects covers in the various types of curriculum which Bachillerato must provide.
- 18.** The block of common core subjects mainly contributes to the educational function of Bachillerato and reinforces its final value. The said subjects must be selected from among those which are best suited to supporting general development in students and forming basic capabilities. This function is not at odds with the propaedeutical function, which often accompanies it. Some subjects, like language and literature, or a foreign language, fulfil both very general educational and propaedeutical ends, in an inseparable way, for all kinds of later studies.
- 19.** Specific subjects of each type of Bachillerao serve more for propaedeutical and guiding ends. They prepare for wide fields of study and careers. The grouping of these subjects must be done with these large fields of knowledge in view. The large units of university studies and Vocational Modules must control the forming of subjects which make up the models. However, these subjects should also have a basic education function, and must cultivate the abilities and general maturity of students from each individual specialisation.
- 20.** The freely chosen subjects take up a more limited part of the timetable within each Bachillerao model. Their funtion is totally propaedeutical and guiding. Preferences for subjects finds its legitimate place in them, and





students acquire knowledge and skills for their involvement in cultural activities and for the development of leisure, without having to subordinate these studies to later ones or to having a profession.

- 21.** The structure of the new Bachillerato into blocks of common, type, and freely chosen subjects, is an essential feature of this branch of education. The same cannot be said of the actual types of Bachillerato proposed at any time and which suffer from a certain lack of coherence. The proposed Bachillerato models, in turn, have more stability than the subjects. These, as is quite reasonable, are subject to change. The organisation planned by the Ministry of Education and Science, which is set out in the following pages, must be seen from this perspective. The general organisation of Bachillerato is based on various specifically defined types and the subjects specify the outline of these models. This proposal, which will have to be made more specific later, has to be revised by the Autonomous Communities with educational authority, according to the framework of special domains currently in force.
- 22.** Following the proposal put forward in June 1987, although with significant internal variations which were the fruit of the debate which this same proposal originated, the Ministry of Education and Science plans to develop Bachillerato into three basic groups: Humanities and Social Sciences, Natural Sciences and Health, and Technology. As opposed to the proposal of 1987, the variety of an administrative Bachillerato is included within that of Humanities and Social Sciences and not at the centre of the Technology group, because it has more affinity and subjects in common with it. In accordance with the general principles previously established, each one of these groups of Bachillerato must allow those who want to continue their studies: a) Entrance into University; b) Priority access to certain university degrees; Access to Vocational Modules at level 3.
- 23.** The groups have been made according to the three large sections which fit in with the university and professional studies they entail. The actual subjects of each group are a closed block; they are compulsory subjects for the student within the type of course he/she has chosen.
- 24.** Each group has other subjects which are freely chosen by the student, but must be offered by the School which teachers that group of subjects. Each school will also offer those optional subjects which are required for basic vocational training for the Vocational Modules taught by that school. The student can also choose, if he or she wishes, some of the subjects which belong to another group he or she did not choose, but which the school teaches. There are wider options in the 2nd year. Due to the flexible framework which is characteristic of the Bachillerato curriculum, in the block of freely chosen subjects, students should be allowed to take optional subjects in a different school, if their own does not offer the ones they wish to take.

### **Proposal for subjects**

- 25.** Common core subjects, it is thought, will be the following: Spanish Language and Literature, and when appropriate the Language and Literature of the Autonomous Community, a Foreign Language, Contemporary



World History, Philosophy, Physical Education and Religion (voluntary). Each one of these subjects could appear in both years or just in one.

**26.** The subjects which belong to each Bachillerato group will, it is thought, be the following:

- Technology Bachillerato: Mathematics, Physics and Chemistry, Technology, Philosophy (Scientific theory), Technical Drawing, Introduction to Design.
- Humanities and Social Sciences Bachillerato: History and Geography of Spain, Latin I, Latin II or Administration and Management, History of Art, Sociology and Psychology, Philosophy.
- Natural Sciences and Health Bachillerato: Mathematics, Physics, Chemistry, Natural Sciences, Philosophy (Scientific Theory).

As in the case of common core subjects, each one of these specific subjects could appear in the two years or just in one, the contents from one group to another being able to be changed.

**27.** The following list of subjects are those which are freely chosen by the student. These are very different. The first ones are those which are not linked to any particular type of Bachillerato and these are followed by ones which are. Finally, the student may choose subjects offered by another type of course taught by the school or those of vocational training in level 3 Modules.

#### *Freely chosen subjects*

Optional in all groups: Computing, Second Foreign Language, Physical Education, Economics.

Optional subjects linked to particular groups:

- Humanities and Social Sciences Bachillerato: Greek, Universal Language and Literature and Mathematics.
- Natural Sciences and Health Bachillerato: Biology, Geology.
- Technology Bachillerato: Mechanics, Technology II.

Optional subjects linked to Vocational Modules after Bachillerato, taught in the same school, or belonging to the same.

(The names and contents of these Optional Subjects has to be established from the Modules, as does the basic vocational education necessary to study them).

Optional subjects chosen by students from among those compulsory ones of another group taught by the School.

- 28.** The possible timetable of these freely chosen subjects will be two subjects in the first year and three in the second year, three hours weekly for each one. When the School timetable allows, the possibility should be present for those students who wish, to take an extra optional subject in each year, having first been given the class teacher's approval.


### **Organisation of Bachillerato**

- 29.** The weekly Bachillerato timetable, for both years, will be 30 hours.
- 30.** The three before-mentioned types of Bachillerato are considered as the basic groups. Firstly, this is because they will normally be taught in Secondary Schools, but also because they will be taken by large numbers of students who are either going to go on to do university degrees or take Vocational Modules.
- 31.** Together with these three, there are other types, in particular the Musical Bachillerato and the Artistic Bachillerato, which are both taught in special Schools, and the structure and organisation of which is talked about in another chapter of this book.
- 32.** The possibility of combining groups also exists. In practice, the student can do this himself, choosing optional subjects which belong to a second group. There is also a possibility that this will happen from above. In particular, consideration deserves to be given to a Scientific-Technological Bachillerato, which would be a combination of the two groups mentioned before: those of Technology and Natural Sciences and Health.
- 33.** There will only be one Bachillerato qualification, although the type of Bachillerato studied by the student will be mentioned on it. This qualification will be issued at the end of Bachillerato studies, when the student has passed in all subjects. University entrance will, however, require a further exam, the contents of which are expressed elsewhere in this book.

The Bachillerato qualification gives access to any University degree course.

- 34.** Each type Bachillerato will give preference to certain university degree courses at Universities where demand is higher than supply. Similarly, entrance conditions to later Vocational Modules will be defined according to the type of Bachillerato and optional subjects required for each course.



- 
- 35.** Bachillerato will be taught in Secondary Schools which offer this whole education level. The said schools will always offer level 3 Vocational Modules, with the same groups of subjects as those taught in Bachillerato. As a general rule, at least two types of Bachillerato will always be organised in each School. So as not to impair the diversity of the educational offer characteristic of each school, Secondary Schools or Bachillerato Schools which are tucked away in rural areas will not be discriminated against as regards personal and material resource necessary for this offer and the possibilities for entrance to University for the students who study them.
- 36.** Bachillerato will be taught by Secondary teachers, who must have a university degree or its equivalent, and solid teacher training experience. Interviews will select candidates on the basis of objective criteria through tests which examine their scientific, technological and professional abilities, as well as their ability to teach.

## Chapter IX: TECHNICAL-PROFESSIONAL EDUCATION

1. From a personal point of view, Technical-Professional Education is that preparation given for the exercise and responsibilities of a profession. From the point of view of the educational system, it is the collection of actions directed towards providing people with the necessary theoretical knowledge, practical skills and attitudes to occupy a group of jobs in a certain profession or group of related professions. This collection includes numerous, obvious educational elements, above all the basic abilities for sustaining the said knowledge and skills, and the educational processes needed to provide them, which is why it is justifiably referred to as Professional Education.

Any profession these days requires command of specific techniques, often highly skilled. It is therefore appropriate to talk about Technical-Professional Training or Education although this name could in fact be superfluous given that every professional qualification in some way is a technical qualification. Since this is the case, when Vocational Training is talked about, one must understand that this refers to education, and to a technical education which is orientated towards employment in the professional field. In this chapter both terms will therefore be used indiscriminately.

2. In a broad sense, Vocational Training also includes university training. Nowadays, University does not only train scientists and researchers but, on the whole, forms professionals with higher levels of qualifications. However, this type of higher education will not be regarded at this stage, only non-university studies.
3. Another part of Vocational Training, in its broad sense, is what is called Occupational Training, which prepares students for particular jobs, instead of professions, professional fields or groups of professions. Usually, Occupational Training can be understood as being an elementary level, for jobs which do not need higher or intermediate qualifications and, on occasions, do not even need the General Basic Education qualification. Indeed, a large part of this training is directed at potential students who have not taken the official Bachillerato




or Vocational Training, and even those who have not completed E.G.B. studies. However, the term Occupational Training is also given to any training for a specific job. It is thus used for that branch of training which university graduates can receive to take on responsibilities and jobs in companies or the Government. Some of the post-graduate studies, taught in colleges or at work, are specific training for specific jobs, not for fields of professions. However, in reality, training offered is becoming less “occupational” and more “professional”.

4. This chapter describes the reform and future formation of Vocational Training into professional fields, i.e. orientated towards professional qualifications and not directly to specific jobs. However, the distinction between Vocational Training and Occupational Training does not have to be so extreme that both are totally differently organised. A good part of present training considered Occupational is in reality Vocational Training, or at least contains elements of the latter.
5. The different natures of Vocational Training and Occupational Training, as well as their being assigned to respective authorities, which in Spain and in many EEC countries is to one or other of the various public Authorities, does not have to create a division between the two systems, each developing independently and lacking in reciprocal ties. This division would not function, neither for the educational nor professional interests of the students taking them, nor for the demands of the business world, technological advance, or services. It would also be wrong and unworkable to make a division between the preliminary vocational training of young people and the permanent vocational training of working adults. A modern country needs a Vocational Training which is both an instrument for giving young people a route into the job market and for giving working adults the opportunity to obtain more technical-professional qualifications and progress. Despite different administrative fields, advance should be made towards a single, or at least coordinated, National Programme of Vocational Training.

### **The system of Vocational Training**

6. The acquisition of educational and social goals, and the solution to the problems which are part of Vocational Training in our country demands that all the elements involved in the Vocational Training system be considered from a global point of view. On analysing the different aspects of the same, the tasks which this entails, the interrelation between them and the instruments and structures which would be necessary to undertake them, advances could be made towards joining them up and integrating Vocational Training into a National Programme of Vocational Training. Also, if the sub-system of Vocational Training, under the control of the Ministry of Education and Science, was placed under a general training policy, its aims could be established more



clearly and it would be possible to outline its connection and interdependence on the other agents and institutions of the system.

The Vocational Training system consists of the following elements:

1. The detection and assessment of vocational training needs and qualifying of people who demand social needs, regional development and economic and technological development of the country.
2. The definition, organisation and regulation of the contents of this training which will respond to the before-mentioned needs and qualifications.
3. The system of assessment and issuing of qualifications for the training and responsibilities acquired by individuals.

These points are analysed more extensively below.


7. The detection and assessment of vocational training needs and professional qualifications requires the combined efforts of market research into employment and activity with other more strategic research into technological and professional regions which study the occurrence of new technology and new production processes. The studies have to fit provincial or county areas to those of autonomies and /or the state. The first considers demographic factors, of the activity and future prospects of regional development, and the second considers sectorial indicators, the general policy of development of human resources and the necessary framework for qualifications.

For the above it will be necessary to introduce permanent observation of how professional qualifications develop, together with details of employment research, economic activity and questionnaires to companies to find out about their training and qualification requirements.

The result of this research will initially be the definition, and afterwards permanent up-dating of a range of professional categories which require qualifications in our country and which will serve as a starting point for the creation of vocational training programmes and for the creation of professional exams to recognise abilities.

The need to bring the professional categories up to date in Spain, and systematise them, is connected to the problems brought on by the free circulation of personnel on a community scale, in the forthcoming "European employment market".



- 
- 8.** With regard to the contents of training, these must be designed to respond to the specific needs of the various groups (school children, young unqualified unemployed people, long-term unemployed, workers, etc).

These contents must constitute a coherent whole, where it is possible to make good use of training gained in professional activity and in any situation where assessment took place. Under these conditions, the Ministry of Education and Science will acknowledge those training courses given by other agents. The organisation of contents, apart from responding to the various demands and being part of the national range of professional categories, must also be an authentic specific professional training system. All these factors therefore make it necessary for social agents and the Authorities to work together, and, in turn, cooperate within them selves.

- 9.** Specific Vocational Training must be manifold, adapted to demand and integrated in its respective socio-economic areas.

The growing necessity for bringing training up to date in a society of rapid change in its socio-technical systems, where it no longer makes sense to divide the life of the individual into two periods, that of preliminary training and that of working life, forces old-fashioned ideas about vocational training to be replaced. These old-fashioned ideas gave school children preliminary training and, on a much lesser scale, provided occupational training for particular jobs, mainly to the active working population.

This rapidly changing situation also means that responsibility for training must also be accepted by employment organisations and unions. It should be emphasized in this respect that cooperation is needed to train students and teachers in those techniques and thought processes which cannot be reproduced at school.

- 10.** Taking the above-mentioned professional categories as a base, the Vocational Training system should be closely related to professional qualifications. It is pertinent to clarify those institutions which issue them, together with the rules for obtainment of the same (types of exams to be passed, required training and professional experience, etc.). It is in this dimension of the system where the need for co-responsibility and agreement between all institutions is most poignant.
- 11.** All the tasks outlined in the above points, along the theme of pin pointing what should be included in a system of Vocational Training, must be structured into a “National Programme of Vocational Training”. The latter, starting from an idea about pending problems, establishes objectives, outlines plans of action to achieve them, distributes responsibilities and authority, programmes actions of different agents for the various groups and provides the necessary resources for them. By emphasizing the necessity for this National Programme of




Vocational Training, in which the presently existing systems are combined, the Ministry of Education and Science is conscious of undertaking an ambitious project, which attempts to respond to the magnitude of problems and which hopes to endow Vocational Training with the prestige and role it deserves in today's society. The Ministry is also aware of the inappropriateness and impossibility of undertaking the reform of the whole Vocational Training system with its own means. It therefore repeats the need for the whole sub-system of Specific Vocational Training to be developed and organised within the framework of a National Programme of Vocational Training, the design and undertaking of which is to be a joint effort of public Authorities and employment organisations and unions. The General Board of Vocational Training is, without a doubt, called upon to play an important part in its own capacity and in that as chairman to the debates and agreements between the various social sectors involved and represented in it.

12. It is a commonly admitted fact that of all the branches and groups of the educational system there are none which need such an extensive reform as that of Vocational Training. It has even been suggested that success in creating and developing a new Vocational Training could be the key to the success of educational reform as a whole. The necessity and urgency for an extensive change in Vocational Training is known because of research carried out in documents like "Project for the Reform of Technical-Professional Education, Proposal for Debate", issued in February 1988, by the Ministry of Education and Science. The contents of this document were not questioned, but were rather confirmed, throughout the debate which the said project provoked. The most serious malfunctions and deficiencies of the present Vocational Training system were stated in this document. Some of them are inherent in their own structure, in the academic organisation and concept of these studies derived from the General Law of Education. In particular, the strongly academic nature of the present VT-I and VT-II studies which are not always geared towards careers, and are sometimes of a pretty impractical nature, demand very extensive curricular and methodological modification. Moreover, the organisation of Vocational Training as a separate educational path, parallel to Bachillerato, and with different entrance requisites at VT-I level, has meant that, together with other circumstances, it is treated as a second class educational choice, society does not value it as highly as Bachillerato.

### **Characteristics of Vocational Training**

13. The essential end of the reform of this educational section is no other than the design of a Vocational Training with professionalising ability, practical, an authentic link between the educational system and the working world. Either that, or a Vocational Training which does not conform to being a parallel to other sections of education nor, less still, as an inferior one, which amounts to the same thing. It is possibly no exaggeration to say that attaining this aim is the key to the reform of Secondary Education.
14. Technological and social changes recommend reform of Vocational Training with more intensity than any other sections of education. The crisis of full employment and the restructuring of the job market, the increase and






growing variety of social services, the appearance of new professions, technological advance, the introduction and spread of new technology and the rapid obsolescence of equipment and techniques, the growing automatisisation in productive procedures and new forms of organisation and administrative and management control do not only influence Vocational Training, but do so in an especially intense way. They are factors which insist on a revision and redefinition of the objectives, characteristics, contents and methodology.

**15.** The social changes mentioned above demand a Vocational Training system which unites certain fundamental requisites:

- a) Flexibility, to adapt to the needs and demands of the commercial world. This flexibility must give Vocational Training the scope to incorporate plans for the promotion of regional and local development. Its main duty is a reconciliation between the offer of Vocational Training and the necessities and resources of the commercial world: in planning this Vocational Training along the lines of present or potential development of each region, and in the adaptation of the programmes of specific Vocational Training to the characteristics of the regional or local commerce.
- b) Rapidity and ability to respond to the challenges of rapid technological change as well as the changing demands of the job market. If flexibility must be the characteristic of Vocational Training when talking about spaced out demands, agility is the dominant characteristic against temporary demands, to the changes in the type of professional people needed by the commercial world. This agility, as with flexibility, demands a separation, later expressed, between the most basic educational components of Vocational Training, valid for various jobs and the most stable, with relatively lasting duration throughout time, and those others for specific training, to a great extent subject to rapid and extensive modifications according to locations and time.
- c) Ability to promote people, providing them with educational grounds of a versatile nature which help them meet the different demands of the job market in different locations and times of their life, and also provides them with further progress in training and qualifications. This versatility is maintained through an education which aims at establishing basic skills and knowledge. Among these are the general ability of the student to continue learning within the framework of a particular technical and professional area. This requirement also implies the elimination of those elements of academic organisation which involve early and irreversible choices and which hinder the capitalisation of skills and knowledge learnt at earlier levels and in with other means of study. The organisation of Vocational Training, on the contrary, must encourage the connection between various levels, sections and educational options.
- d) Self regulation by means of organisation, definite plans and mechanisms which guarantee their realisation, and permanent reorganisation of objectives, contents and methods. The actual framework of the




organisation of Vocational Training has therefore got to be sufficiently flexible, so as not to need general periodic reforms in structure and organisation.

- 16.** Among the requirements demanded by a new Vocational Training system its necessary link to the productive system is an obvious one. This social dimension, of the productive system is as essential as that more personalised one of an educational nature. Answers must emerge, mainly referring to: a) the formation of the professional fields for those which the system must teach; b) the design of Vocational Training for these fields; C) the planning what Vocational Training can offer in each area or region; D) the connection between Vocational Training and Occupational Training; e) Educational and professional guidance of students.
- 17.** The link between the productive system and Vocational Training is also formed by the participation of the social agents of productive procedures, employers and employees, represented by the employers confederations and the unions respectively, and by other institutions which are involved in production processes. All these are called upon to cooperate in the design, development, planning and, if necessary, the management of Vocational Training.
- 18.** The complexity and multiplicity of the demands which Vocational Training comes up against, and the double connection it maintains with the educational system and the productive system, means that the aims of its reform will also be numerous and complex. Although it is true that these aims are included in the general ones for the whole educational reform, there are some characteristic aims or goals which do not directly correspond with other educational sections.

The reform of Vocational Training proposes to:


- a) Respond to educational expectations and needs of people, providing them with better initiative when facing technological changes and the changes in the job market, making it easier to complete the transition into employment.
- b) Respond to the changing demands of the productive system, in an age of rapid technological and social changes.
- c) Encourage the permanent training of young and adult workers and their obtention of higher qualifications.
- d) Achieve the active participation of the various social agents in the design, planning, undertaking and development of Vocational Training.
- e) Contribute to national, regional and local economic development, through flexible training programmes, adjusted to the existing needs and resources and, above all, to plans for major potential development.



- 
- 19.** The Vocational Training model for reform, as regards the link-up of educational components therein, is characterised by:
- a) Situating general education and Basic Vocational Training (longer lasting training, of growing importance in Vocational Training) into a single educational system, taught by a close network of Secondary Schools, the objective of which will be to prepare for university studies and for the most immediate professional exits.
  - b) Separate the more final component, Specific Vocational Training which needs to be placed into a specific sub-system to serve as a bridge between the general educational system and the working world, because it is subject to more obsolescence and much greater change, and because it entails important interactions with other Authorities and social agents.

### **Basic Vocational Training**

- 20.** Vocational Training is not limited to studies especially dedicated towards a profession. According to law it forms part of Secondary Education. Within Basic Vocational Training the Secondary Education curriculum, both statutory (12 to 16) and that of Bachillerato, plays a leading role.
- 21.** From a conceptual, curricular and organisational point of view, a distinction should be made between Basic Vocational Education and Specific Training for a particular profession. Professional qualifications demanded by present society, characterised by intense technological changes, presupposes more and more a Basic and versatile Vocational Training which, conveniently connected to Specific Vocational Training and with job creation, makes workers' mobility more easy. Basic Vocational Training will be part of Secondary Education, just as Specific Vocational Training represents a part of education within Post-Statutory Secondary Education. The latter develops the professionalising elements of the former, to assure skills for a particular profession. Professionalising elements of Basic Vocational Education must be found in all areas and subjects of Secondary Education. Nevertheless, there are certain areas in Statutory Secondary Education, or certain Bachillerato subjects which play the greatest part in providing basic training for each professional field.
- 22.** By Basic Vocational Education, one means basic knowledge, aptitudes and abilities which are related to a wide group of professions. Since it consists of general knowledge and common skills for a wide range of jobs and techniques, a versatile training is guaranteed and is open to various branches of Specific Vocational Training. Workers' mobility and retraining is therefore encouraged.



**23.** Basic Vocational Training should be an integral part of the general educational block at Secondary level, both Statutory and Bachillerato. In both cases this supposes:

- a) A practical and professional dimension of traditional subjects, making the most and taking advantage of the scope of areas and subjects in Secondary Education, including the most typical ones (Language, Mathematics, Foreign Language, Natural or Social Sciences, etc.) which exist for future professionalism.
- b) Establishment of aims which encourage entry into the working world, according to the appropriate guidelines and programmes of the European Community, which recommends more contact between school and work and making this the aim of study and a pedagogic expedient in all subjects.

**24.** In addition to the previous factors, during the statutory stage of Secondary Education (12 to 16), Basic Vocational Education must base itself on:

- a) A general Technological Education for all pupils, as a specific area in which not only training in various techniques are given but also pupils are taught about the social and productive environment in which these techniques are applied.
- b) Introduction of a variety of optional subjects which give room to experiences or preprofessional activities.

On a Statutory Secondary Education level with these characteristics, it is possible to provide training for a large number of professions which do not require high qualifications. Later preparation in Specific Vocational Training, which starts at the end of Statutory Education, studies them in more detail.

**25.** In Further Secondary Education, the introduction of Basic Vocational Education, apart from including those before-mentioned professionalising elements for the move into employment, must conform to a varied Bachillerato.

This variation has a double dimension:

- a) On the one hand, several types of Bachillerato must exist which give the student the opportunity to choose between different areas of knowledge and productive activity.




- b) On the other, within each group of subjects a flexible system of optional subjects will be developed which assists the student, mainly in his or her last year, to veer more clearly towards certain university degrees or professional studies, begun at the end of Bachillerato. Because of this, optional subjects in Bachillerato have to be established with both university study demands and the demands of groups of professions in view. Schools which teach Bachillerato will have to teach those optional subjects required for Basic Vocational Training for Specific Vocational Studies taught in the same School or one in the immediate vicinity.

### **Specific Vocational Training: Professional Modules**

- 26.** Specific Vocational Training is defined as the skills, knowledge and abilities necessary to exercise a fairly large range of jobs (professional field). Situated between Basic Vocational Training and in-service training, its characteristics are: programming, systematic and critical learning, follow-up and assessment which is part of the educational system. At the same time it is in direct contact with the productive system.
- 27.** Specific Vocational Training should be the bridge between school and company, or, in general, professional activity. Conceived as such, the qualities of flexibility and adaptation, as mentioned before, must be included therein. Its marked attention to the needs of the productive system must, however, go beyond those of the present and anticipate those which are likely to arise in relation to economic activities of potential further development. The connection to the commercial world, essential to this training, is unimaginable without relying upon the presence and involvement of companies. Specific Vocational Training should not only be developed in schools. Schools have to provide the most permanent teachers, pedagogic instruction, didactic means (laboratories, workshops, etc), which are not affected by technological obsolescence. Companies must provide students with direct knowledge relating to technical and labour problems, contributing their experts, their experiences and their modern materials (machines, equipment, systems).
- 28.** An appropriate structure for the regulation and organisation of Specific Vocational Training is that of the Professional Modules. Professional Modules is understood to mean a short, coherent block of training with specific professional contents for a particular profession.

In general they are the necessary preliminary training for any profession, the contents of which consist of a range of theoretical studies, applied technologies and responsibilities needed to exercise them. They are normally of significantly longer duration than those studies directed towards up-dating, perfection or readapting, which increase qualification levels or professional retraining of the working population.

The professional competence acquired after taking them will be sufficient for carrying out various jobs, and will not just be for one particular occupation. The structure of the Modules will be such that a part of the contents may serve for future courses of professional up-dating.

- 
- 29.** Professional Modules prepare the student for a professional field which groups together a set of professions with common elements.
- 30.** Professional Modules are organised horizontally, into two levels of skills: level 2 and level 3. This organisation is taken from the training levels created by the Commission of the European Community, and is characterised by the following traits:
- The qualification provided by Professional Modules 2 must guarantee that the people who have passed the exams have acquired the necessary knowledge and abilities of someone qualified for that particular profession. They should have extensive basic training, communication skills and an aptitude for the exchange of information and for teamwork.
  - Level 2 Modules must provide a complete and specific qualification for the exercise of a profession, with the person knowing how to use the instruments and techniques related to the same. The said exercise generally involves carrying out instructions, although it could be independent using techniques which the person has, and usually using procedures established in technical handbooks.
  - The qualification provided by Professional Modules 3 must guarantee that the people who have passed the exams have acquired the knowledge and abilities of an intermediate technician, with a general training and an idea about the whole, coordinated mechanical, electric, administrative, technical-health etc, system, in which he operates, appreciating the function and utility of the different elements that it consists of.
  - Level 3 Modules must provide a complete qualification for the exercise of responsibilities of coordination and/or programming. They teach students the ability to understand the economic and organisational aspects of work and, in general, by giving access to the same, provides them with the technological and scientific foundation which helps them acquire the professional competence needed at this level.

Some of the professions within Module 2 will be: Auxiliary Nursing; Sound Engineer, Bricklayer, Electronic Electrician of Mechanisms; Greenhouse Gardener, plant grower; Chemical plant operator; Beauty consultant.

Example of Module 3 will be the following professions: Environmental Health Worker; Socio-Cultural Activities Organiser; Hotel Entertainer; Maintenance Engineer of machines and automatic systems; Automatic and programmes systems Engineer; Construction worker; Forestry Commissioner and Nature Conservationist; Company Manager and Administrator; Exporter.




## Organisation of Modules

- 31.** The structure of the Modules consists of two different, complementary educational blocks. One is developed in schools and the other at work, through necessary agreements of mutual consultation with social agents. The contents of the first block include a Training Area and Job Guidance and various areas of technical specialisation in a particular professional field. In-service training consists of putting what was programmed between school and work into practice and studying productive processes and work relations in the company or place of work.
- 32.** The modular character (and the new management procedures belonging to it) free these studies from the need to adjust themselves to the organisation and timetables typical of the educational system, into academic years. With regard to their duration, the Modules consist of a certain number of hours of theoretical and practical studies which is developed into a variable, non-academic timetable.
- 33.** The duration of the Modules will depend upon the nature of the profession to which they responded. In general, whilst the Reform is in its experimental stage, it is estimated that they will consist of 1000 - 12000 hours, although some of them (principally all those which essentially need a long practice period, for certain artisan and artistic occupations) may last longer.

This organisation of Specific Vocational Training into Modules of relatively short duration is only applicable if a sufficiently developed Basic Vocational Training has been received, in accordance with the before-mentioned specifications.

- 34.** The Modules are included at different times in Secondary Education: at the end of the statutory stage, and at the end of Bachillerato. Statutory Secondary Education must offer Basic Vocational Training for Modules 2, without any special qualifications being required. For access to Modules 3 it is generally required that the student has taken a particular group of subjects and even taken particular options within Bachillerato.
- 35.** Level 1 of vocational preparation does not have to be structured into specifically professional Modules. The European Community did not really give this level a real qualification, but instead it corresponds to the level reached at the end of compulsory studies. Level 1 vocational preparation is sometimes related to educational programmes of a supplementary nature and social guarantee.
- 36.** There is no doubt that an educational framework like that described, which is much more complicated than the present one and has a multitude of educational models and options, needs general professional information and



background. These actions will mainly have to be undertaken, albeit not exclusively, during the last years of the two Secondary Education stages, integrating careers guidance Modules into the school syllabus and insisting on the cooperation of neighbouring social agents and institutions.

37. The approval of a Professional Module, with academic validity, will contain the following elements: a) name of Module; b) level of qualification and certificate it brings; c) description of profession field for which it qualifies; d) Entrance requirements, either academic or related to work experience, approved by means of appropriate exam; e) minimum number of theoretical and practical hours for subjects of Modules; f) essential contents of these subjects.
38. The development and programming of the Modules is the responsibility of the educational authorities under which the schools come, in accordance to the general principles of flexibility and curricular openness. The programming must be periodically revised in order to up-date the educational programmes and adjust them to the needs of each time and place.


### **The organisation of Vocational Training**

39. Access to level 2 Modules from the educational system will be on finishing Statutory Secondary Education. The academic requirement for access to these Modules is the same as that for access to Bachillerato: to have completed statutory education and to have obtained the necessary qualification at the end of it. Access to level 3 Modules requires having passed all Bachillerato exams. It is also possible that it will be necessary to have taken one particular type of Bachillerato and several particular optional subjects for each Module 3. The latter, if they have not been completed when Module 3 begins, can also be taken simultaneously with it.
40. Professional Modules must also be instruments of qualifications and progress for working people. Access should therefore not only apply to those students in possession of a Bachillerato or Statutory Secondary School certificate. These Modules, as a means to possible further qualifications and professional progress must be made accessible to young people and adults who, through a text designed to the effect, can show they have the ability to take them and gain from it. Module 2 will not have entry requirements save those of the knowledge and skills which go with basic education, demonstrated in an exam for those who do not have the Statutory Secondary Education certificate. Access to Module 3 will require more exacting knowledge and specific skills. The exam for these Modules will be in two parts, one of a general nature, which assesses the level of maturity of the students, and the other of a more specific nature, related to abilities belonging to the professional field involved. Those who have experience in the field of the Module will be exempt from this exam. Access to Module 3 by these means is reserved for people older than 19.



- 41.** Level 3 Modules are different from level 2 Modules mainly because of the base of knowledge, abilities and skills needed to take them successfully. Modules 3 demand qualitatively higher foundation Vocational Training, equal to that of Bachillerato. On the other hand, each Module 3 does not have to be seen as a higher step than a Module at level 2, with which it maintains continuity. This prevents the establishment of a general rule to control the step, direct or by a sandwich course, from Module 2 to Module 3. The establishment of a regular mechanism of transition between some and others, would, moreover, serve to isolate the new, specific Vocational Training, making it a second educational path, rivaling Bachillerato. Therefore, the transition of Modules 2 to Modules 3 must be carried out through Bachillerato, by means of an adequate system of validation and the right choice of groups and useful subjects for taking the desired Modules 3.
- 42.** Professional Modules will have academically valid qualifications. The qualifications will be on two levels, corresponding the qualifications 2 and 3 of the European Economic Community. Academic qualifications will include professional certificates, and their validity for working will depend on recognition by public Administrative Bodies and by companies. This recognition will be given when the Professional Modules have the following characteristics:
- a) Adaptation to employment and productive reality of the country.
  - b) Acceptance and support from the various social agents.
  - c) Prestige as specific, quality Vocational Training.
- 43.** The certificate obtained at the end of level 3 Modules will give direct entry to those university studies to which they are related. As with the present system, access from second grade Vocational Training to particular university degrees, will be established case by case, taking into account precise connecting interdependence and progression, from level 3 certificates towards the university studies tied to them.
- 44.** The new formation of Vocational Training carries with it extensive changes in all the parts which go together to make this educational sector. Changes mainly occur in the curriculum and teaching methodology, in the selection and qualification of teachers and the structure and organisation of the network of schools. These changes affect both basic and specific Vocational Training. Basic Vocational Training must be reflected in the introduction of subjects, absent today in educational programmes, in the future Secondary Education. In specific Vocational Training new techniques are introduced, such as the study of robots, teleprocesses, techniques of computing diagnosis, projects of administration and management, computer programming, photo mechanics, etc.
- 45.** The teaching methodology must also be widely revised. Vocational Training must be developed as a training in complex processes. The curricular and methodological units will be defined by information and relative






capacity of systems and processes. This capacity is workable in various productive environments. Catalogues, manuals for the use of instruments and machines, etc., must be more frequently used as teaching resources. Finally, specific training practised in companies and places of work will play an important role. Machines, systems and equipment must be more readily available for students, with the intention that they will not be limited to simple repetitive operations.

- 46.** Vocational Training requires competent, qualified staff, who in many cases have had experience in the working world. The teachers of any of the groups and levels are normally required to have a university degree, although this is not always the case for some Modules and subjects. Present teachers of Vocational Training will teach both the Modules of this educational sector and the areas or subjects of Statutory Secondary Education and Bachillerato which are established. The present workshop teachers will teach in Basic Vocational Training of Statutory Secondary Education, in the level 2 Professional Modules, and in some cases, in level 3 Modules.
- 47.** Access to teaching Vocational Training should not only consist of an exam, which will always have a strong academic factor, but should also take into account, as an important criteria of selection, professional experience demonstrated by the candidates.
- 48.** Vocational Training, and the special way it is divided into Modules, apart from needing teachers, also requires experimental teachers, contracted on a part-time basis for a limited period. The figure of a professional, who during certain periods of the time is contracted on a part-time basis, could be particularly productive.
- 49.** Both present and future Vocational Training teachers need normal qualifications and up-dating or even periodic reconversion of qualifications, especially in subjects which frequently change technologically. Among the inherent obligations for the Vocational Training staff is that of taking part in programmes for up-dating materials and of permanent training. These teachers are more inclined to take part in programmes of this sort, more than any other type of teacher. These programmes must not only be theoretical or methodological. They must be technical to a great degree and largely developed at work. The Education Authorities will establish the necessary agreements with companies and service industries, mainly with the most innovative of each sector, for Permanent Training programmes to be held in them.
- 50.** The last condition of the new Vocational Training is that of a carefully planned and organised educational offer, in accordance with present needs and the potentialities of the productive environment of each area or region, and with the participation of all social agents. It will be worthwhile forming regional, provincial or area commissions to analyse the existing training needs in this field and to plan the Vocational Training offer, both basic and specific, in the corresponding territorial area. Planning will take into account existing personal and material resources, not only in schools, but also in companies, whose contribution towards practical training is essential. The result of this planning should be the creation of a network of rationally programmed centres, and not simply the placing of unconnected training units together.





**52.** Professional Modules will not only be taught in Secondary Schools, but also in other types of schools: Specific Vocational Training colleges, music conservatoriums, art colleges, language academies, etc. They could also be taught in colleges or institutions which are not strictly educational, such as companies, which can be transformed into Specific Vocational Training colleges for certain Modules if they fulfil certain requirements.



## **Chapter X: SPECIAL EDUCATIONAL NEEDS**

1. During recent years, comprehension of the limits which certain conditions of life and schooling impose for the development of people with some kind of disablement has spread both within the educational community, made up of parents, teachers and administration, and within Spanish society as a whole.

Within the field of education, normal services are being altered by the principle of school integration, which calls for a real change, both in habitual educational practices and in the concept and design of educational services. On the one hand, the ordinary school finds itself faced with the challenge to look after boys and girls with special needs, who went to other types of schools in the past, and on the other, traditional special education is now being questioned and extensive change is being demanded.

### **The new model of Special Education**


2. The normalisation of services and school integration has meant revision of the actual concept of special education and the population to which it is directed. Fundamental change is based on the introduction of the concept of special educational needs. Starting from the premise that all pupils throughout their school life require different pedagogic assistance, of a personal, technical or material nature, in order to achieve the general aims of education, special educational needs are found in those pupils who also require more unusual kinds of assistance. To say that a certain child has special educational needs is a way of saying that he or she needs to have certain pedagogic help or services at his or her disposal to be able to achieve educational aims. In this way, an educational need is described in terms of that which is essential for the achievement of educational objectives. Educational needs are therefore considered “continuous” and the educational solution can consequently also be considered to be a “continuous” set of actions which range from the most ordinary to the most specific and include both temporary help and more permanent means and services.



3. Special Education stops being the education of one type of people and stops being concentrated on the handicaps of these people. Instead, it becomes the collection of educational resources placed at the disposal of schoolboys and girls who, in some cases, could need them temporarily, and in others, for a longer period, or permanently. What must be taken into account is not the categorisation of people according to available resources, but conditions which affect personal development of pupils and which justify the provision of particular assistance or uncommon educational services.
4. The educational model derived from this concept of Special Education, centred around the help that needs to be given to the student to optimise his development, places the greatest responsibility into the hands of the school: special educational needs of a student must be identified in relation to the school context and it is only from this context that a solution can be found. There are two fundamental dimensions to the concept of special educational needs: on the one hand, its interactive nature, and on the other, its relativity. The solution should be formed as close as possible to the individual learning situation, interacting with a particular school context (teachers, classmates, structure and organisation).

There emerges a vision of the school as being particularly concerned with its social and educational function of encouraging the complete development of all students, whatever their individual characteristics, and those of their environment are. This is a concept of the school as an entity which responds in different ways to the diversity present in human beings as a whole.

5. In accordance with this new concept, Special Education has a double function. On the one hand, it is the search for a situation as least restrictive as possible, inverting the present one in which differences have been subject to segregation. The need for special help or services does not exclude the person from access to ordinary resources. Indeed, the main objective is to provide the student with the maximum normal educational resources and situations. On the other hand, it is the diversification of education and what is offered by schools, paying attention to the individual needs of students. Both dimensions are sides of the same coin, with all special situations or educational demands needing to be analysed.
6. Both ordinary educational services and those derived from special needs find their reason for being linked to the proposed curriculum and, therefore, their insertion into the school network. The identification of educational needs of a student is the starting point for the determination of educational actions to be taken within the school curriculum, and also for that of necessary personal and material resources. In short, a plan for the provision of educational services can be made. The practice, which is so common nowadays, of almost automatically establishing services according to the nature of the handicap, should be abandoned.
7. A satisfactory response to educational needs of students, both special and ordinary, demands the availability of a school project, shared by the whole educational community, which accepts that diversity is an inherent



factor in the human beings as a whole, both on a conceptual, methodological and organisational level. It is this same diversity which makes it necessary to adapt schools to the personal characteristics of the population they serve. The school project must give importance to all actions and services pupils may need, always tending towards less restrictive situations. This objective is only achievable if the ordinary classroom is converted into a base for pupils with special needs and the tutor plays the main role in providing them with what they need. Responsibility should not be taken out of the tutors hands and placed in those of professionals. The two should work together, with the proposed curriculum, in a true multi-disciplinary manner. The necessary resources for this educational action, provided in sufficient quantity and quality, required for each case, are school resources. The school must distribute them to all pupils who need them.

8. The involvement of parents must be present on an institutional scale, as part of the Educational Community, through the School Council and the Parents Committee, and on a personal level. They should be involved from the beginning with identification and valuation of needs and continue to be involved in whatever subsequent educational action is taken. The positive effects of cooperation between families and school for children with special educational needs are sufficiently clear to everyone. This cooperation affects educational development, which is not merely academic.

### **The various educational stages**


9. Response to pupils with special educational needs should be provided on all educational levels, in accordance with the characteristics of students' development particular to each one of them, and within the framework of the above-mentioned principles.

The essential starting point for educating boys and girls with special educational needs is early attention, through specific events which could be recommended not only for those who have special educational needs, but also for those who are forced into high risk biological and/or social situations. Events are mainly directed towards Infant Education and, through this, to the families. During this stage, collaboration and coordination with other institutions working in the same area must be promoted.

10. During the years of statutory schooling (Statutory Primary and Secondary Education) pupils with special educational needs, whatever they may be, must be able to enjoy the same opportunities for their development and for the achievement of the general aims of education as their companions, whether they are taught in an ordinary school or a special one.

The key to equal opportunity lies, on the one hand, in the existence of an educational plan with its roots in the Basic Curriculum Design, designed for all students, which takes into account the identification and valuation





of special needs, and on the other, the provision of the necessary assistance and services. This assignment must be able to rely on the right personnel and material resources and must provoke methodological and organisational changes, both in the classroom, level of studies, and the school as a whole. These strategies will be significantly altered, as only to be expected, from one educational level to another. However, a double consideration exists for the determination of possible educational events: as far as possible they must be ordinary, and special measures may only be taken which are strictly necessary.


- 11.** Integration into the secondary educational stage is more prone to difficulties, which are partly a result of the less accessible curriculum and partly a result of the actual organisation of secondary education (frequent changes of subjects, teachers). For this reason, certain curricular adaptations could be required, backed up by the necessary support, and also certain organisational and structural changes. Special equipment will be considered for highly significant curricular adaptations, always with the same final objectives of personal development and preparation for employment. In order to guarantee that integration of pupils with more permanent educational needs is satisfactory, the Ministry of Education will continue the integration plan for the next six years, directing it mainly to the secondary educational stage. Schools which voluntarily wish to be involved in this project will reduce the number of students per class, have more teachers and more educational resources, will receive preferential treatment from psychopedagogic teams and will have their possibilities for permanent education increased.

The necessary adaptations in professional modules will be taken, especially in those offered at the end of statutory education, in order to encourage integration and enable pupils with the most serious handicaps to train for jobs.

- 12.** The education of teenagers and adults with special needs will be considered in the programmes on offer in Adult Education, with logical adaptations and particularities. The necessity for this is increasingly apparant. The aim is to offer full social integration to these citizens, to increase the quality of life for people with some type of disability, is increasingly obvious.

### **Assessment of special needs and school organisation**

- 13.** With regard to the principles of normalisation and sectorisation, the planning of services for pupils with special educational needs must satisfy their various needs throughout life. Provision for such needs is one of the most characteristic dimensions of planning.



Although the majority of primary acts of prevention are known to be linked to health in general, there are other levels of prevention which consist of early identification of needs and support from the family in educational matters. Today the consequences of both adequate family support and correct identification and multi-disciplinary assessment, of either the problems which appear in the earliest stages, or those others which may come about through high risk situations, for the child's later development, are commonly accepted. Both aspects are therefore in themselves objectives to be covered.

- 14.** Educational Psychological valuation, understood as being a process carried out by Multi-disciplinary Teams cooperating with the school and the family, must allow for the functional identification of educational needs of boys and girls in different areas of development. In this way, the necessary pedagogic help can be identified for each student during the various educational stages, concentrating more on the students' possibilities rather than their limitations. Identification of educational needs means that the most appropriate educational action can be taken, according to the characteristics of the pupils and the group, and personal and material resources can be given to those who need it for their personal development. It is essential in this valuation process to guarantee the involvement of all those who are in contact with the child in school and, principally, with the parents in one way or another.
- 15.** Educational Psychological valuation is the basic reference point for taking decisions which affect the curriculum, the ordinary one being of crucial importance, although with the recommended adaptations.


All individualised adaptation of the curriculum always means a different emphasis in some aspects, in accordance with the personal characteristics and abilities of the students. Individualised curricular adaptation could involve:

- a) Giving priority to certain areas of the curriculum, or to certain subjects within the area when regarding proposals for general school curriculum for everyone.
- b) The inclusion of complementary contents and objectives which refer to very specific aspects.
- c) Modification of the time allowed for achieving certain curricular objectives.

The curricular plan must at least unite this double characteristic: that is to be workable and relevant to the real situations of the student's life.

It should be stated that the necessity to introduce modifications of some kind into the curricular plan is not limited to pupils with special educational needs. They are one particular case, but not the only one, of more general principles and practices. They refer to the need for flexible adaptation of the curriculum to the needs of all students.



- 
- 16.** Decision making, with regard to the services and educational assistance which is to be offered to a particular student, or group of students, should be based on the plan for the curriculum and should encourage those services and that assistance which can be dispensed in a manner as least restrictive as possible. The existence or non-existence of a particular service is not a question of its intrinsic goodness, considered on its own, it is a question of the vital need for its presence in order to achieve the proposed curricular aims. Support must also be made available with the school as a whole in view, since it is they that count, and must fit in with the normal functioning of the same.
- 17.** The decision about the type of school a particular student should attend must be taken on the basis of the educational psychological valuation which determines the proposed curriculum, the implementation of which demands the presence of certain services and assistance. The type of family and environment also influence this decision. As far as possible, the decision will be made in favour of sending him or her to an ordinary school.


As has already been mentioned, the type of services and assistance should not vary, whatever the handicap is, and whatever the type of school, whether it be ordinary or of special education. The educational system must take into account attention given to pupils with special needs both in ordinary schools and in Special Education schools and in each case, flexibility and effectiveness should be characteristics of their organisation.

- 18.** Special education schools, like other schools, should optimise development with the necessary personal and material resources at their command, preventing lower expectations to limit the said development. They will be characterised by their adoption of unrestrictive organisational systems, both internally and externally, with their environment and the community, and by their adoption of significant curricular adaptations for all stages, within the framework of the before-mentioned principles.

Special Education schools must be considered as one more school within the educational sector; and as such can play an important role in the technical-pedagogic coordination of the schools in the sector, contributing their experience, materials, and the resources they have accumulated in their task of providing a solution to children with special needs.

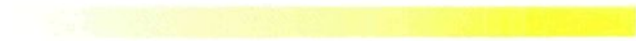
- 19.** Two factors deserve special consideration: helping pupils with the most serious needs and helping those children with special educational needs who live in rural areas. At present, Special Education schools teach children who, in earlier times, were taught by institutions dependent upon other Authorities. Education for these pupils is a challenge for the schools and for the Educational Authority itself, the response to which must be planned both at the level of technical organisation and personal and material means. In the public sector this involves a special consideration by the system for the provision of jobs.

Rural areas require solutions which will guarantee the provision of services the student may need and his or her right not to be moved away from his or her family and social environment.

- 
- 20.** Another example of special education needs is that of children who are called prodigies. Educational Psychological valuation, curriculum plans, services and assistance should also be extended to these students, although, logically, taking the characteristics of each particular case into account. Technical and administrative measures for enriching the curriculum should be proposed, so that the educational system can be effective for these child prodigies. The diversity and options which Secondary Education will offer may therefore be a decisive contribution for improving the education of these students.
- 21.** The importance of parents' involvement has been mentioned before. It is worth stressing that attention be given to the particular needs of families with children who have development problems, and to the importance of their involvement in helping the children to achieve certain objectives and skills in their own home. The school must have and develop programmes of assistance and work, coordinating between the family and the professionals who work with the child.
- 22.** The extent and significance of the change which integration means for the school, and the actual concept of special educational needs generates a series of demands to which the Educational Authority must respond.

The Educational Authority must make a commitment to teachers and other professionals, with the school and the parents, to come up with a better response to the demands of boys and girls with special educational needs, within the school framework. In order to do this, and jointly with other initiatives involving curricular development, training of professionals, spreading of new technology, etc., it must contrive to attain, among others, the following objectives: the creation of guidelines, apparatus and models for the identification and valuation of special educational needs and for the diversification of the teaching and learning process, with special consideration for curricular adaptations and organisational models; the design of teaching models and materials and the development of activities in this field; the promotion of educational research and the publication and distribution of subsequent materials.






## **Chapter XI: ARTISTIC STUDIES**

- 1.** At present, artistic studies are removed from those of ordinary education. This situation is due to the fact that these studies have arisen and have been developed at different times, in answer to an upward swing in the demand for the same, and they have therefore suffered internal division and have been constantly severed from the ordinary educational system.
- 2.** Educational reform must consider the inclusion of these studies with the new educational phases and branches that are projected and must define their identity along new bases, to avoid the perpetuation of a separation which has proved to be unproductive, both for artistic studies and for ordinary ones.  
It will clearly be beneficial to introduce subjects at the different levels (Infant, Primary, Statutory Secondary, Bachillerato) which allow the school population to become familiar with artistic language, sensitivity and creation. This would reestablish the lost connection between the ordinary educational system and artistic studies.

### **Principles for reform of these studies**

- 3.** Artistic studies consist of a mixed group which includes knowledge, arts, abilities and skills of a very diverse nature and scope. Moreover, this specialised education is taught in various types of schools, which take various kinds of pupils of different ages. It is therefore difficult to establish general principles and precepts, valid for all these studies. Nevertheless, the following general principles can be established:



- 
- A)** A division must be made between the triple dimension of these studies. Artistic education must be, firstly, one more ingredient within the curriculum design of the general educational system followed by all students. Secondly, they should also be considered as activities which may be taught to the general population at cultural institutions, without any aim other than that of providing recreation and amusement during leisure.

Finally, artistic studies should be geared towards specific qualifications, mainly professional, which will also be found in special educational institutions such as the Conservatoriums, the Schools of Applied Arts and other specialised colleges.

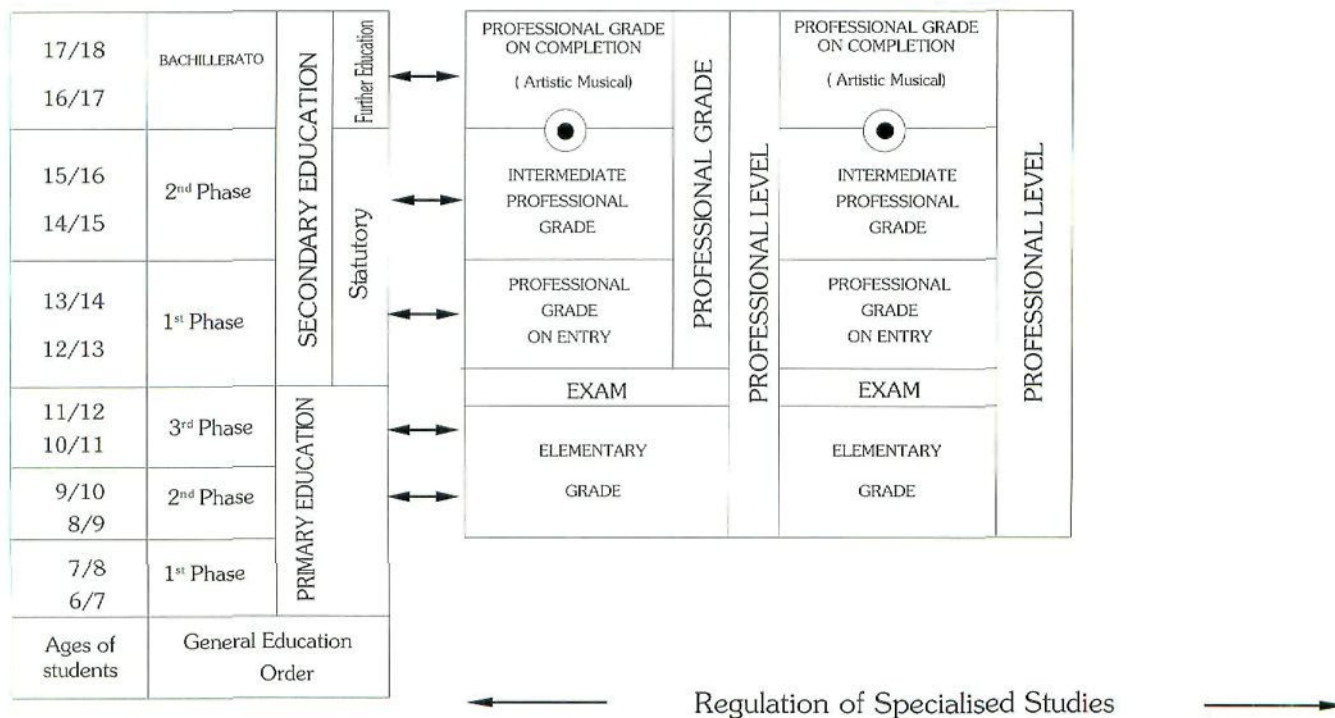
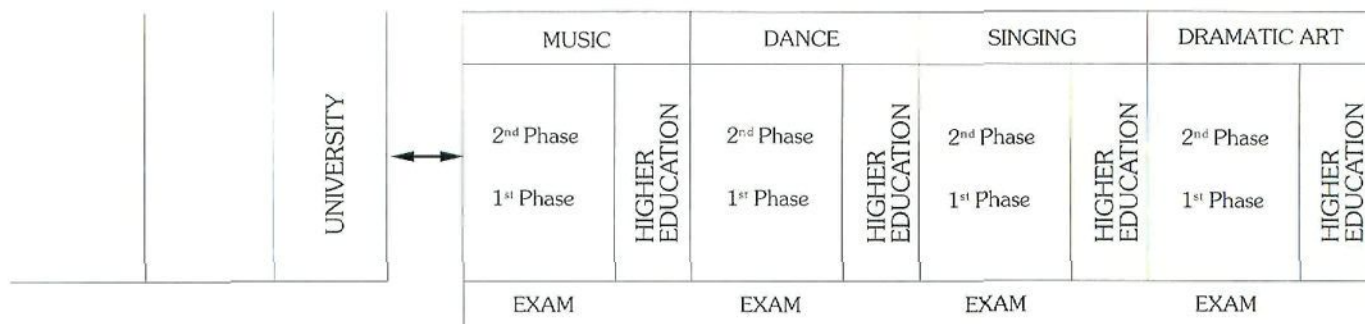
- B)** Artistic education, understood as basic artistic training, should be included in statutory primary and secondary education, taking into account the scope and depth of each case. Its aim is to provide all Spanish citizens with a complete preparation, which includes teaching artistic sensitivity and also encouraging access to Artistic or Musical Bachillerato and later to further studies linked to these activities.
- C)** The improvement of artistic studies will require more availability of teachers and materials in schools which teach them and also the generalisation of these studies being offered.
- D)** Organisation of artistic studies must fit in with the principles which inspired the whole Educational Reform and bring both its programmes, its structure and its methodology up to date, leaving academic independence unimpaired.
- E)** The reform of artistic studies demands a clear outline of its position within the framework of the educational system, of the teaching time devoted to those who study the subject and of the qualifications to be given at the end.
- F)** Schools which teach artistic studies to a professional level must maintain regular contact and exchange with other artistic and cultural entities in their environment.
- G)** The promotion of artistic training, the encouragement of artistic education outside the educational system, and the promotion of plastic, music and scenic arts by various local, autonomous or state public authorities build up a good substratum for the improvement of the said studies within the educational system.
- 4.** The principle of academic independence for schools which specifically teach artistic studies seems like a good solution for the original nature of each one of these studies. To work, this academic independence must rest on the appropriate autonomy for economic and personnel management, without forgetting the legal powers belonging to the educational authorities.

## **Reorganisation of music, dance, singing and dramatic art**


5. The before-mentioned principles, in the areas of music, dance, singing and dramatic art, can be reduced to the following set of specific guidelines:
  - 1) Compatibility and practical coordination of ordinary studies with those of music and dance, so that both may be taught at the same time.
  - 2) Ability to take music and dance studies at levels other than beginners, which means establishing entry through an exam which does not require having previously taken the class, grade or level immediately before.
  - 3) Treatment of present higher levels of music and dance studies as independent studies, with all the prerogatives that higher education has.
  - 4) Direct and effective links between professional schools of music, singing, dramatic art and dance and official artistic-cultural entities and centres, where a good part of the students will go, offering their professional talents.
  - 5) Recognition of studies from the Higher School of Singing, and of theatrical training from the Higher Schools of Dramatic Art and Dance as being further education, for all purposes.
  - 6) Special treatment of dance, due to the special requirements for these studies, with regard to beginners age, intensity of dedication and professionalism.
  - 7) Revision of regulations for teachers at these schools, looking at their individual characteristics and opening paths for collaboration and incorporation of professionals of renowned prestige.
6. Diagram I shows the present proposal for the organisation of music, dance, singing and dramatic art, and also the general educational system planned by the reform designed by the Ministry of Education and Science. The aim of this diagram is to make it easy to understand the connections and between one and the other.



**DIAGRAM I**  
**PROPOSAL FOR ORGANISATION OF MUSIC, DANCE, SINGING AND DRAMATIC ART STUDIES**



● Exam for those pupils who go into the system and have not taken previous grades.



The first column of the diagram shows the main bulk of the ordinary educational system in its primary, secondary and higher levels, where artistic studies are taught, according to the characteristics of each educational level.

The second column reflects the chronological sequence planned for the specific studies of music, dance, dramatic art and singing. This design enables pupils in the ordinary educational system to take both types of classes simultaneously, from certain ages and levels.

7. In this diagram the three most characteristic points are:

- A) General artistic education will be taught throughout statutory education. The University will also be able to establish musical studies, in its own right, but also within the framework of the relevant guidelines on official qualifications and university study plans.
- B) Professional music and dance studies and ordinary studies will be able to be taken at the same time, in the conditions which will be described later on. However, the ages with which one can take professional artistic studies will not necessarily be the same as those relating to ordinary educational studies.
- C) Dramatic art and singing are higher studies, to be taken after Bachillerato.

### **Artistic-Musical education in the ordinary system**

8. The rudiments of body expression and dance, music and singing should not only be reserved for a minority group of pupils with special abilities. Instead, basic artistic training given throughout statutory education must mean that all pupils develop musical and artistic skills and a certain proportion of them go on to do professional artistic studies.

In Primary Education (from 6 to 12) plastic art and music will be structured into one area: the area of artistic expression. This general learning is that which is best adapted to teaching methods at these ages. However, in the last phase of primary education (11-12), plastic art and music may be treated separately. The importance of music lessons at these ages merits that there be a specialised music teacher in primary schools. This means that Teacher Training Colleges will include these specialisations and will contribute to the training and retraining of the present day teachers, acting in agreement with the Conservatoriums.





**9.** The most important goals which pupils must aim towards, on finishing Primary Education, in relation to their music classes are:

- To understand the possibilities of sound, image, gestures and expressive movement as elements of representation and use them to pass on ideas, feelings and experiences when communicating.
- Use voice and body as instruments of representation to sing, dance, interpret rhythm and musical melodies through movement, character creation and dramatic scenes.
- Demonstrate aesthetic sensitivity in personal actions and in the valuation of artistic productions, such as going to a concert or theatre production and art galleries.


**10.** In Statutory Secondary Education (12 to 16), there are two distinct areas: plastic arts and music, both with their own aims and contents.

On finishing Statutory Secondary Education, pupils will have to have achieved the following objectives within the area of music:

- Appreciate and understand musical compositions, recognising organisational and formal elements and capturing the sense of the music.
- Know, appreciate and enjoy the Spanish musical heritage, relating it to other countries.
- Express ideas and feelings using the voice, percussion instruments and movement, when interpreting and improvising.
- Use music as a factor for bodily well-being and a means of interpersonal communication.
- Attend musical activities at school and outside school with an open and interested attitude and participate in an independent and cooperative way in musical groups.

### **Coordination of these studies with ordinary education**

**11.** The regulation of ordinary studies, both in primary education and in secondary, dealt with in this chapter, will have to provide those pupils who desire it, with the possibility of taking ordinary studies and artistic studies at the same time, which, in this case, would be music and dance to a professional level.



This would need regulation of the following aspects:

**A)** With regard to the second and third phases of statutory Primary and Secondary Education (pupils aged between 8 and 16):

1. Timetable compatibility and priority for entry in schools according to their geographical location, within the provision of the Organic Law for the Right to Education, for pupils who study in schools which specialise in music and dance.
2. Curricular adaptations of subjects included in the general syllabus for a student who goes to a special school.
3. Consideration of the possibility to create integrated schools in which studies of the general educational system and artistic studies, at all grades, are taught.
4. Inclusion of some optional subjects taken in special school, in accordance with that planned by the project of the reform for Statutory Secondary Education.
5. Other additional measures could be adopted for dance, to encourage practical compatibility of the double educational plan.

**B)** With regard to Bachillerato, apart from the general aspects, already expressed, an Artistic-Musical Bachillerato is proposed, which will include the common core subjects present in all types of Bachillerato and will incorporate the appropriate specialisation subjects, as well as two types of optional ones. Some will be of a technical-instrumental nature, like, for example, chamber music and violin; others, of a humanist-scientific nature, such as musical sociology and the principles of physical acoustics. Both types of subjects will serve as preparation for entry into further education colleges.

The Artistic-Musical Bachillerato could also be partly taken at Conservatoriums, which teach the special and optional subjects, and to Bachillerato schools which teach the common core subjects. This method logically requires tight coordination between the different types of schools regarding timetables and academic requirements.

The Artistic-Musical Bachillerato could also be taken in schools which teach all the subjects for this type of further secondary education.

With regard to dance, the same methods will be used to make these studies compatible with those of Bachillerato.



## Professional Music Studies

12. This title includes all those studies which aim to train professional musicians, who are understood to be instrumentalists, conductors of orchestras and choirs, composers, theorists, analysts and transcribers, as well as teachers of different specialisations, common and complementary subjects.
13. These studies are structured into two levels: professional and advanced, their phases and grades being shown in Diagram I. As previously mentioned, the ages which appear in the said diagram are exemplary and typical, and their aim is to make the representation of the double educational plan available to those pupils who wish to take it.
14. Although the Elementary Grade does not possess a strictly professional character, it is considered to be the start towards future professionalism. Pupils will mainly be aged between 8 and 12, who will be doing the intermediate and advanced phases of primary education of the future ordinary educational system put forward by the Reform.
15. On finishing this grade, the student will receive a certificate of Primary Musical Studies, which will not allow them to practise professionally nor will it be a requirement for access to the following grade.

It is reasonable to at least include theory and practice of solfeggio, choral practice and musical culture, apart from the chosen music specialisation, as well as the common core subjects for this grade.


16. To go up to this grade, irrespective of their origin, students must pass an exam, which will normally have been taken in the Elementary Grade, although it will not be necessary to have taken the studies at the said grade to take the new one.

This grade runs parallel with statutory and further Secondary Education (students between 12 and 18) and consists of three phases: Professional Entrance Grade, Intermediate and Final, the latter also being available as a type of Musical Bachillerato.

17. Those who pass the first phase will have direct access to the second, and will not have to pass an exam, although this will be necessary for those who wish to take professional musical studies at this stage and who have not done them before. On passing the second grade, one becomes a Music Graduate.

Apart from teaching what is necessary as a base for the entry exam to the third phase (Professional Grade on finishing Musical Bachillerato), the Intermediate Professional Grade will serve as a path to professionalism through the training phases of level 2.

18. The third phase, the last Professional Level, could be established as Music Bachillerato for those pupils who choose it. There will be two options within this type of Bachillerato, one instrumental and the other theoretical.



On finishing one or the other, the Musical Bachillerato diploma will be obtained and also, should it be the case, the Instrumentalist diploma. This diploma will also be granted to those students who have not taken Musical Bachillerato but have taken those subjects which are strictly professional.

- 19.** Music students, once they have obtained the Musical Bachillerato, may take a Training Phase of didactic and pedagogic contents which will train them to be music teachers at elementary grade in the special subject chosen (theory or instrumental) to teach Elementary Grade classes.

At this grade, apart from studying their special instrument (or theory in the case of the Third Phase/Musical Bachillerato) chosen by the students, the following common core subjects will also be included: theory and practice of solfeggio, choir and orchestra, chamber music, harmony, musical analysis, aesthetics and history of music and sightreading, instrumental rearrangement and accompaniment.

- 20.** The advanced level will be called and classed as Advanced for academic purposes, in accordance with that provided by article 5 of the Law for University Reform. Internally, it will consist of two phases and will last for a total of 4 or 5 years. To enter, one will need to pass a general exam which will be assessed by a board appointed by the appropriate educational authority.

- 21.** On completion of the Advanced Level, the teaching certificate will be given, which is the same as a university diploma, and is valid for teaching at Professional Level.


- 22.** In the second phase, instrumental and theoretical specialisations may be taken, the latter divided into three options:

- Composition
- Musicology (analysis and musicological transcription)
- Theory

On finishing the second phase one obtains the title of teacher of advanced studies, which is the same as a university degree, for teaching advanced level studies.

- 23.** It seems fitting to include the following common core subjects at this level, in addition to the study of the special subject chosen (either instrumental and theoretical or didactic): aesthetics and history of music, musical analysis, advanced theory of music, advanced studies of sound, acoustic elements, musical pedagogy and didactics.



- 
- 24.** Those students of the first and second phase who do not pass the common core subject exams but pass the ones of their specialisation will receive the soloist diploma and the advanced soloist diploma, respectively. These diplomas are not valid for teaching purposes, but do recognise the training of virtuosi instrumentalists who, for reasons of age or anything else, cannot continue their musical studies in full.

### **Singing, Dramatic Art and Dance.**

- 25.** Singing, Dramatic Art and Dance will be structured similarly to musical studies, although this will not mean the mechanical transfer of the before-mentioned formulas to areas which have their own particularities.
- 26.** Studies in the Advanced School of Singing should preferably be orientated to the training of opera and zarzuela singers, lending this school an eminently professional air and relating it to the lyrical theatre, in which the contents of Dramatic Art and Music are brought together in the actor/singer. This is the real nature of the Advanced School of Singing, which is clearly different from singing in Professional or Advanced Conservatoriums.
- 27.** The Advanced School of Singing studies will be organised as Advanced Level Studies, coinciding with the ages and years which correspond to university years. Entry is subject to an exam.
- 28.** After studying for two years in advanced singing studies, subsequent to Bachillerato, the corresponding Advanced certificate will be received. This is the same as having a diploma in the first phase and a degree in the second. The latter entitles the recipient to teach advanced studies. Other certificates could be created, of a strictly professional nature, with other subjects for those students in different conditions, especially without bachillerato.

Advanced School of Singing studies, apart from the chosen specialisation, will also include common core subjects of vocal repertoire, languages applied to singing, aesthetic musical analysis, and history of music, advanced hearing training, choir practice, piano accompaniment and concert performing.

- 29.** Dramatic Art studies are already taken up to Advanced Level and they will receive full consideration in Advanced Studies, being taken during the same years and ages as university studies. Candidates who wish to go to these schools must take an entrance exam after taking Bachillerato.

On finishing each one of the two phases, students with Bachillerato will receive the higher diploma for the first phase, which is the same as a university diploma, and which in the second phase is the same as a university degree. As with singing, the advanced certificate enables the student to teach advanced studies, whilst other purely professional certificates could also be received by students who do not have Bachillerato qualifications.

Dramatic Art studies will include, apart from specialisation subjects chosen by the student, other subjects like history of dramatic literature, phonetics and diction, body expression and acting.

- 30.** Dance studies are structured on two levels: Professional and Advanced. The professional level consists of two grades, the first, elementary which is the same as the second and third phase of Primary Education (9 to 12 years olds). There is no qualification at the end of it, save for a simple certificate of studies. In this case, as with music, the ages only serve as a reference, since dance studies can be taken at other ages.


After the obligatory exam, the students go up to second grade, called Professional, whether they have taken elementary grade or not. This is composed of three phases: Professional Entrance Grade, Intermediate Professional Grade, at the end of which a certificate similar to that at the end of Music is given, and Final Professional Grade, which leads to a professional diploma in Dance.

- 31.** As with Music studies, in addition to Intermediate Professional Grade and the Final Professional Grade both educational phases of levels 2 and 3 qualification will be established. The first will give access to professionalisation in the sector and the second the qualification of Elementary Dance Teacher, authorised to teach this level in the Professional School of Dance.

- 32.** The advanced Level will be treated as further education and will consist of two phases which will be of the same duration as the corresponding university years. The Advanced Level will be exclusively orientated towards training virtuosi soloists and dance teachers and the complementary subjects for the same. The Teacher of Dance qualification at the end of the first higher phase, and for students with Bachillerato, will be the equivalent to a university diploma and will equip the person to teach dance at Professional Level, whilst the qualification of advanced teacher of Dance, received at the end of the second phase, will be equivalent to a university degree and will equip the person to teach dance at Advanced Level. Other qualifications may be established in dance studies, with strictly professional ends.


- 33.** At Professional Level, apart from the subjects of chosen specialisation (Classical, Spanish or Contemporary), the common core subjects of musical theory and practice, aesthetics and history of dance, anatomy applied to dance and the stage will be included. At Advanced Level, among the common core subjects pedagogy and didactics of dance, aesthetics and history of dance will be included, apart from those subjects of chosen specialisation of virtuosi soloist (classical, Spanish or contemporary) choreography or teaching.



- 
- 34.** The essentially long timetable devoted to these studies, at these levels of Professional and Advanced, and the early age of professionalisation of the dancers makes it necessary to establish adaptations in dance and ordinary studies, by means of largely flexible curricular adaptations.

### **Music, Singing, Dramatic Art and Dance Schools**

- 35.** Music studies will, in future, be taught at two types of schools: Professional and Advanced Conservatoriums. The first will teach the Professional Level, at two grades (elementary and professional) and the second will only concentrate on the Advanced Level.
- 36.** The present Conservatoriums will have to be adapted to the regulation proposed here by means of a scheme which could be the following:
- A)** The Elementary Conservatoriums will gradually widen their field of action until they cover the Professional Grade designed by this Proposal, so that the demand of students aged preferably between 8 and 18 is absorbed.
  - B)** Professional Conservatoriums will be able to opt between exclusively covering the Professional Level, rejecting subjects and courses which are included at Advanced Level, or being split into two parts, a Professional School and an Advanced School. If they opt for this alternative they will be essentially valued for the teaching resources, availability of classrooms, and the number of specialisations they offer.
  - C)** The Advanced Conservatoriums will be cut off from the Professional Level. Only in exceptional cases when a Professional School and an Advanced School are dependent on the same owner may they be situated in the same place and even share certain teachers. This does not mean to say that both schools cannot be considered academically and administratively independent.
  - D)** Rules will be made to establish the requirements concerning teaching qualifications, specialisations, student-teacher ratio and equipment which Music Conservatoriums must follow.
  - E)** Private Centres of Musical studies will also be subject to legal regulation which will classify them, according to their characteristics, into having the same qualifications as state ones, or having similar qualifications or having totally independent ones. The requirements and conditions for each case will also be regulated.
- 37.** Specific studies for singing, with all the necessary ingredients for a future professional life, will be taught at the Advanced Schools of Singing, although Singing will also still be taught at the Advanced Conservatoriums.

- 
- 38.** Dramatic Art will be taught at Schools of Dramatic Art, which will be separate from the Dance Sections existing in the present Schools of Dramatic Art and Dance. This does not mean to say that there would be any obstacles for the same building to contain an Advanced School of Dramatic Art and an Advanced School of Dance, under certain previously regulated conditions. It will also be possible for an Advanced School of Dance and a Conservatorium of the same level to be found at the same location. Nevertheless, each one of the schools will maintain its full academic and administrative independence.
- 39.** Professional and advanced Dance studies will be taught in Professional and Advanced Dance Schools respectively. Both types of school, which up until now have been joined, will be separated from an academic and administrative point of view, although in certain circumstances both may exist in the same building, if they depend on the same entity.

### **Studies of applied arts and crafts**


- 40.** Artistic-plastic art studies is a group of studies which is entirely different from music, singing, dramatic art and dance studies.

Under an age-old name “Arts and Crafts” both artisan work and manual skills and creative industrial processes are included, the most important factor of which is the basic aesthetic and artistic training belonging to these studies.

The cause of persistent non-definition of Schools of Arts studies and the qualifications thereof, unacknowledged until recently, has been the notable disconnection from the rest of the educational levels, the result of marginalisation of these studies in the development of the 1970 Education Law.

- 41.** In addition to the basic guidelines for the proposal expressed in the general introduction, valid for all Artistic Studies, the following specific points have been taken into consideration for Applied Arts and Crafts, Ceramics and Restoration, in particular:
- 1)** The necessity for integration of this type of study, linking it to the general level of Secondary and Further Education, in accordance with Grades and levels and the specialisations taught.
  - 2)** Clarification of the levels of complexity and the sectors of the educational system in which they have to be developed, independently or in cooperation with other classes.
  - 3)** In connection with the previous points, recognition of the Principle of academic autonomy in the cases and under the terms which are established according to legal regulation.



- 
- 4) Making academic entry requirements for this type of study the same, and raising standards.
  - 5) Establishment of stable connections and communication within an occupational context and with the educational aspects of the institutional promotion programmes directed at the generation of new professionals (Image, Design and Fashion).
  - 6) Redefinition of the area and aim of crafts with regard to what is to be taught by the present Schools of Applied Arts and Crafts.
42. The proposal for the organisation of Applied Arts Crafts, Ceramics and Restoration is parallel to that outlined for the general educational system provided by the reform designed by the Ministry of Education and Science.

The main bulk of the educational system in its primary, secondary and further education levels will teach artistic studies as an area in its own right, within the general studies plan.

On finishing statutory Secondary Education and Bachillerato, the field of professionalisation will be established at levels 2 and 3, respectively.

The following should however, be pointed out:

- The area of plastic art will be taught in Primary Education and Secondary Education. The University, acting independently, but within the framework of guidelines, will also be able to offer studies of this kind.
- Certain studies taught in these schools will be higher studies after Bachillerato. It will be necessary to have taken an exam to do them or to have completed educational modification period.

### **Artistic-plastic studies in the ordinary educational system.**

43. As mentioned earlier, artistic education must be present in all statutory education and must allow all pupils to develop skills in this area as well. In Primary education plastic and musical studies will be structured into the area of artistic expression, since having a well-organised curriculum helps children of these ages to learn better.

**44.** The most significant objectives which pupils have to achieve at the end of Primary Education in plastic expression are:

- To be aware of the main characteristics of artistic techniques and use them for expressive and communicative ends.
- To explore and handle different materials for the development of creative and expressive capacities.
- To acquire an aesthetic sensitivity suitable for the ages of the student.

**45.** There will be an area of plastic education within Statutory Secondary Education. On completion of the same the pupils should have achieved the following objectives:

- To consider and appreciate the art form in its plastic components.
- To objectively represent elementary forms with aims in view, using the most appropriate system and procedures in each case.
- To interpret elementary forms objectively using drawing as an instrument of expression.
- To be capable of using the procedures and techniques of plastic-graphic expression used most frequently.

**46.** At present, one begins these studies at the end of basic education, at 14. It should be mentioned, however, that in some special subjects there are older pupils with a higher academic level.

Nevertheless, the present situation and internal structure is similar to the present Intermediate Studies, and with what in future will be further Secondary Education, consisting of simple propaedeutical studies (common core) and final studies (special subjects).

**47.** From 1984 onwards, a fast-moving reform movement in these studies began, which involved a considerable rhythm of scientific-didactic up-dating and adaptation to the present occupational environment. The early regulation (1984) of the educational experimentation in this sector means the Reform of the Education System can be accepted with guaranteed success.

Since the Ministerial Order of 21st April 1988, common core subjects of the Schools of Applied Arts have had the same academic standards as first grade Vocational Training and, in turn, the qualifications for Graduates in Ceramics and Applied Arts have been declared equivalent to those of Technical Specialist of second grade Vocational Training.



**48.** In 1986 the experimentation of the artistic sector in the Schools of Arts for the second phase of Secondary Education (Artistic Bachillerato) began, which follows the same rules in all its parts and conditions as the other types of Bachillerato presently under experimentation.

**49.** These studies will be situated in various different sections of the educational system.

In chronological order of students' ages, the proposed sectors are the following:

**A)** The last phase of statutory secondary education where, in some cases, optional subjects of an artistic/plastic nature will be taught in Art Schools, with the necessary coordination and eventually, the whole of that phase will be taught and teachers who are needed employed.

**B)** Artistic-plastic Bachillerato. This type of Bachillerato, which has already been experimented with for three years and is taught in Art Schools, is another characteristic way of modernising these studies.

In future these studies could be taught on their own, as they have been up to now, or jointly in an ordinary secondary school, coordinating both for the effects of timetables and academic qualifications. The ordinary secondary school will take care of the main or common core subjects and the Art Schools the specialisation subjects.


**C)** Educational phases for professionalisation in Applied Arts and Crafts corresponding to levels 2 and 3 on the Community scale of qualifications.

In a sequence equivalent to that of the Professional modules in the other occupational sectors, these educational Phases will form a continuation of statutory secondary education and bachillerato.

If necessary, the educational phases at level 2 and 3 will adjust their duration to the specific needs with the necessary timetable changes.

**D)** Artistic Studies at Advanced Level, in accordance with the Additional clause 5 of the L.R.U.

In this educational area there will be a high proportion of applicable contents and long practical, professional periods included in the academic curriculum, all of them being validated. Conservation and Restoration of Cultural Assets, in all its facets, should be included in this area, without other possibilities being excluded.

- 
- 50.** Certain crafts, with high level artistic skills, and which presently have very few highly qualified specialists, also need important cultural contents and creative abilities. Educational requirements will have to consider particular peculiarities, often demanding longer learning periods, of medium or long term duration.

Other crafts, which do not claim such an intense aesthetic and cultural training, but which may require considerably long learning periods, may be included in the specific professional studies.

- 51.** The extreme scarcity and sometimes, practical disappearance of certain types of artisans is a topic for concern. At the moment, crafts involving glass, ironwork, and carving lack the necessary official, regulated training, and what is worse, specific protection outside the educational sphere.

Due to the serious deterioration in cultural inheritance which this disappearance would bring with it, and the effective rarity and economic value of their presence in the market, there is an urgent need for interdepartmental action, by the various educational and cultural institutions, of these professional branches of artistic crafts.

- 52.** The reorganisation established by this proposal includes an important clarification of the different professional sections in the different professional specialisations grouped together in this sector.

The reports which were made and the information collected show that this is a fast growing area with strong demand and a generation of rapidly increasing artistic professionalism well situated in the job market, but with a notable lack of connection to educational reality.


- 53.** Studies in Applied Arts will be organised around Design as a process for formal determination of environmental and communication products. The identity of these studies mostly comes from the aims of the tasks around which they are based: concept, control and management.

Professional pyramids will be established which group together levels 2 and 3, arranged in accordance with the desired requirements, duration, specialisation, and greater or lesser versatility of studies, the main themes coming from the corresponding design studies: industrial, graphic, and interiors.

- 54.** Artistic-plastic studies aimed at profession levels will be taught at the Schools of Applied Arts, Ceramics and Conservation and Restoration of Cultural Assets.

Schools of Applied Arts are not a very homogeneous group of schools with regard to the classes and levels they teach. However, they are concentrated into fixed geographical areas. It therefore seems important that the different educational authorities complete an artistic school map which will distribute this type of studies fairly





throughout the country, at the same time as establishing specific proposals for the duty of training at the different Art Schools.

- 55.** The non-official Schools of Artistic Studies will be subject to legal regulation which will classify them according to their characteristics as having the same qualifications as state schools, or having similar qualifications or having totally independent ones. The requirements and conditions for each case will also be regulated.




## Chapter XII: ADULT EDUCATION

1. Analysis of present technological, organisational, cultural and political transformations outlined in the previous chapters, as well as the conclusion about the inadequacy of the educational system to meet their demands, is an obvious argument to justify the extensive reform of adult education as well. The White Paper, titled **Adult Education, an open book**, published by the Ministry in 1986, expands these arguments, widely developing specific aspects, from the detailed analysis of the educational situation of Spanish adults and young people who opt out of school every year without sufficient education or recognised qualifications.
2. Adult Education is linked to individual situations and social circumstances of a very diverse nature. Therefore, various institutions and entities are involved in a wide range of training programmes and activities frequented by adults. It therefore does not seem fitting to give adult education the same treatment that the rest of the educational system. The contents, duration and type of organisation of the different activities cannot be enlarged upon here. It is only possible to define and outline the field of adult education and its different social and institutional contexts, its objectives, areas and priority public. Within this framework, the different colleges and programmes which serve as instruments in adult education can be described, as well as the most suitable organisational structures for the development of the same.

### Permanent education as a framework

3. The starting point of a realistic proposal is to analyse present and future adult needs, i.e. those adults who have left the normal educational circuit. What are the needs of these adults which education can help to satisfy? It is impossible to find a simple answer to this question since there are many types of adults and therefore, many






problems and needs. In general, nowadays, it seems obvious that no-one can live from the education they accumulated as a teenager and young adult and that everyone should continue to learn new things, more or less systematically, to a greater or lesser extent. This need for permanent education does not only refer to the development of knowledge and skills for work, but for living in society, cultural reality, communication between generations and therefore, individual personal development. The principle of permanent education has become an axiom which needs to emerge in definite learning possibilities for that which personal and social development demands of us.

4. Although in colloquial and administrative language permanent education and adult education continue to be confused, it must again be remembered that permanent education is an inspiring principle of the whole educational system and not only one part of the same. Any present educational system must face two challenges, hitherto unknown, at least not to such an extent, in the history of formal education: that of changing educational programmes and methods with increasing frequency to keep up with the rhythm of things becoming out of date; and, for the same reason, to provide for those people who, during other times, if they had not been educated at the age they should have, would not have had any further opportunities to do so.
5. The most immediate challenge for the educational system is to teach children and youngsters whatever will help them towards later studies. This is far more important than the accumulation and modernisation of all subjects in all parts of the system. Permanent education must be found, in the first place, in a new curricular policy, in the functional up-dating and retraining of staff as the instrument of professional and social revaluation and in other policies which, under the heading of quality, become one and the same aim: that young people leave their various levels and sectors of the system with a good general, professional education, which both prepares them for life and predisposes and prepares them to continue learning. This is the most clear-cut aim of the reform.
6. All educational systems which explicitly propose this aim must accept the immediate consequences: that for people to be able to continue learning throughout their lives, they must have the necessary opportunities, programmes and services to do so. This is the adult education field, which only appears workable when it is surveyed within the framework of permanent education, i.e. within the only possible concept of the educational system in general today. It is just as important to guarantee a general education which is as extensive as possible for the largest number of citizens for a longer time, as to assure these citizens that, at a later date, they could sporadically resume their education for varying periods, to up-date, complete or extend their knowledge and skills. Apart from providing the structures and services for the emergence of opportunities for adult education, the educational system must be accessible enough for people to obtain certificates, diplomas and recognition of the courses taken anywhere.
7. Adult Education makes sense within this framework. Its well-known definition by the XIX General Conference of UNESCO in 1967 was that it "stands for all organised educational processes, whatever the contents, level and method, whether they be formal or not, whether they prolong or replace initial education found in schools






and universities, or whether they be in the form of professional apprenticeship. Thanks to the same, people who are considered adults by the society to which they belong, develop their skills, enrich their knowledge, improve their technical or professional know-how, or are given new training. Their skills or behaviour thereby develop in two ways, for the enrichment of mankind and through participation in the socio-economic and culturally balanced and independent development. Adult Education cannot be considered on its own, but should be considered as a complete independent part of the global project of Permanent Education.”

8. The pinpointing of this idea in each education system is necessarily different, as is the form of adopting it, within the same system, throughout time. During the next few years, the Spanish educational system will be transformed. In this context, one of the main challenges is “ how and to what extent the whole system will be organised as an open, whole and continuous offer of learning, minimizing barriers and legal, administrative and institutional differences between initial and continuous education and training, as well as between general and professional education and between theoretical and practical knowledge” (OCDE, 10 317, February 88).
9. As the Faure Report, **To learn to be** shows: “Nowadays it is not possible to undertake educational reforms in a fragmentary manner without objectives and different kinds of educational action as a whole. In order to know how to change the fragments one needs to be familiar with the educational field in its entirety. The same applies if partial reforms are undertaken rather than more general ones - today none of them can be conceived without relating them to the present whole and their consequences for tomorrow.” It follows that there is a need for the educational systems to be organised with one key tendency of Western societies in mind: the redistribution of organisational learning mechanisms considered as a whole, in favour of the adult public. If formal educational systems do not bear this tendency and need in mind, the structures of learning are organised outside the system, creating a whole range of serious deficiencies in the general policy of education and training, with regard to programming, finance and final results.

### **The Spanish case**

10. In each country, the need for developing mechanisms dedicated to educating adults will be more urgent and peremptory the higher the number of people with little systematic education and the scarcer the educational structures and services accessible to the adult public. Both conditions exist in the Spanish case. On the one hand, the White Paper on Adult Education declared, and later regional studies confirmed, that an enormous number of Spaniards are seriously lacking in basic education. An estimate of present facts and tendencies predicts that in the year 2000 there will still be 25% of Spaniards older than 16 who will not have completed 10 years of schooling, which is to become compulsory with this Reform. This high number of people will be made up of the few totally illiterate people still in existence, the large number of people who have had hardly any schooling, who will be mostly older than 35, and the undeniable number of young adults who are the various kinds of






present school “failures”. There is no need to argue the point that Spanish society should not, nor is able to properly develop within a European Community context unless it pays due attention to this large group in society.

- 11.** Moreover, the education of adults has been, and still is, one of the least developed sectors of the Spanish educational system, still being treated as something marginal, on the contrary to what is happening in other European countries, which is obviously neither a coincidence nor a paradox. There are many correlations between the phenomenon of a low incidence of education of the population and the scarcity of services to remedy the situation as in other countries there are between the relatively high level of education and the extensive offer of educational services.
- 12.** Given the existence of this double situation, Spanish society needs to make a sustained effort, during the next few years to reorganise, coordinate and generally develop the structures and services which make it possible to offer the educational variation that present and future adults should undertake.
- 13.** The legalities, institutional framework and, above all, the practical application of the reform of the educational system in its most formal form must take into account the prospect of permanent education. To be more precise, the different levels and types of education must provide for the mechanisms of coordination with all the forms and structures of extra curricular learning.

### **Education as a whole and specific areas**

- 14.** All societies need human resources with new values, knowledge and skills. In order to be on top of circumstances, adults need to systematically learn new things, processes and methods, to a greater or lesser extent, whilst at the same time change their attitudes and revise their values.
- 15.** This is the point of the four essential areas of Adult Education, areas which have gained considerable consensus, and which are expressed in similar terms to those expressed in the White Paper:
  - a) Education aimed at work (initiation, modernization, retraining and reorganisation of professional information).
  - b) Education on civil rights and responsibilities (or for involvement in society).
  - c) Education for personal development (creativity, critical judgement, participation in cultural life).

- 
- d) General or basic education, the essential groundwork for all these, which adults in today's society are demanding be ever better and more extensive.
- 16.** Complete education of a person requires at least these four areas, which implicitly contain dimensions considered essential in today's democratic society: overcoming sexist and racist values and behaviour, positive promotion of health, conservation and improvement of the environment, encouragement of pacifist values, and peaceful coexistence, use of free time and preparation for old age.
- 17.** This does not mean that everyone has to take academic courses to acquire this complete education. The extensive field of adult education only indicates that dissociation from the educational offer should be avoided, above all, in some very frequent present assumptions. Basic education, for example, tends to normally be demanded by adults as a support for another educational dimension of specific Vocational Training, which, as is explained in the appropriate chapter, needs different bases from general education. Therefore, the idea of a complete education demands that services and programmes dedicated to adult education, although possessing their own characteristics and specialisations, meet all the needs of their adult public and aim to point each person towards the most suitable institution or programme for them.


### **The social contexts of adult education**

- 18.** Traditionally, adult education has been identified with different facets of life. It was informal education which is still the most important for the majority of people today. However, the more complex the tasks and functions of daily work, family and social life become, the more necessary the recourse to organised learning processes to be able to interpret all the "learning" and messages of daily life. The most important instrument of information and permanent education nowadays is, without a doubt, the television which, together with other media, is the reason for making the structure and organisation of education more necessary than ever. The contexts or frameworks of present adult education are described below.

### **The educational framework**

- 19.** The educational framework in its strictest sense has been, and is, the most conventional area of learning. In our country adult education is still identified with regular courses, very similar to those found in schools for children and teenagers. All adult education tends to imitate this school model even when the framework is different. Such is the case of the majority of occupational training programmes, with the result that they are often removed from all real connection with productive environments, and reproduce the school model of teaching-learning as regards organisation and methods, teacher/student relations, physical effects, etc.




- 
- 20.** The strict school framework will continue to be a place of adult education. Later on in the book there is a more detailed account of this. Classes for adults, and therefore, special colleges and access and use of ordinary places, like the Universities and the Institutes should continue to exist. However, methodologically speaking, the present situation should be inverted: the school model should let itself be influenced by systems outside school, such as social and employment environments, or through new technologies in correspondence courses. New innovative ways would be more positive than the present constraints of all types of education with their regulations of space and time within the school framework, which measures the quality of education by the number of hours a group of people are in the classroom.

### **The company framework**

- 21.** Right from the beginning, one of the main ideas concerning the theories on permanent education was to extend the number of places to learn. In some countries, such as Germany and to some extent, Britain, the company has always been one such place. During recent years, these countries have developed increasingly complex formulas for the involvement and cooperation between education and the business world, within the process of economic and social restructure. The promising start of this process in Spain, through practical work of several thousand students in companies, demands that it be extended to more educational situations, to more people and through more mechanisms. Education of working adults, in employment or unemployed, should be one of the fields in which the education-business world association should make its presence felt.
- 22.** The large companies of the world realised some time ago that education is not part of the welfare department, but it is a worthwhile investment. However, this fact has made little impression on the general state of the business world, at least in Spain. Real company involvement in training employees is still quite limited in quantitative and qualitative terms.
- 23.** The first limitation is the difficulty of the vast majority of small and medium sized Spanish companies to organise the training they would need. They also lack sufficient motivation to associate themselves with each other to jointly organise education devices and programmes for which they could then claim technical and financial support from the appropriate authority. Business investment in training is therefore concentrated in large companies and although there is not a great deal of information as regards this, it seems that this tendency is not changing, in spite of national and community financial investment for training.
- 24.** Another limitation of the companies' training activities is that it is not usually given to less qualified workers but to middling or highly qualified ones.

The final limitation, of a qualitative nature, is the excessively pragmatic and limited character of in-service training, at a time when the companies themselves are demanding versatility and initiative from their employees.



In fact, conventional in-service training tends to go to the opposite extreme of school academicism, its aims and methods being fixed on the use of instruments, machines and specific processes of the company. Under these conditions the knowledge gained is not easily transferable. Nevertheless, in spite of all these limitations, companies are being, and will very much be the essential environments of adult education, above all in some aspects of the same.

- 25.** The evolution of productive processes means that what a job consists of is being distanced from the actual material or product. This means that jobs and professions are increasingly demanding very specific knowledge and skills, and also tend to require an increasingly more general base these days, increasingly closer to the aims of general education. The logic of company development tends to be the middle point along this path, educational policies running in the opposite direction. Research and development which are permanent preoccupations of the company, need human resources with mental, organisational and social aptitudes in constant modernization. Training these human resources is the point of contact between educational institutions and the business world.


Along these lines, joint efforts between companies and external colleges of training programmes, organised for adults and young adults within the framework of employment policies and technological, organisational and productive innovations could be very useful.

- 26.** These joint efforts, which are suitable for all companies, are essential for small and medium sized ones. What they could need for their economic and social planning is a training centre at the service of all companies in a particular area. This centre would find out what was needed in terms of qualifications, would create the training programmes and apply them. The organisation of such centres in different parts of the country, at the service of the companies would be a privileged field of cooperation between public Authorities responsible for education, employment and industrial development, on the one hand, and employers' associations on the other.

### **The local framework**

- 27.** At the same time as educational links with companies are developing in Spain, above all in ordinary schools, the territorial focus is increasing in the area of Adult Education. Some years ago there were some Adult Education initiatives taken in and for the development of small rural localities. Today, apart from continuing to extend these programmes, several local, urban and rural authorities, large and small, are using the training programmes as a means of creating jobs, as an instrument of economic and social activity, for changing the economic ends or specialisation of a region. The training of human resources has stopped seeing its end as employment or promotion of individuals and has become the key to initiative and technical competence of the






local community. The consequences of this focus on contents, methods and organisation of training programmes are enormous. Territorial focus and complete development are the driving force of the reform of structural funds from the European Community. Progressively shaping these into more flexible laws would allow for the financing of training programmes which respond to the total requirements of a territory, and not fragmented, sectorial demands.

- 28.** In some countries adult education has been the basis of the whole development of partnerships, from unions and political parties to collectors clubs. It has not been said in vain that Adult Education in these countries has been the continuous forge of democracy. In countries which lack this tradition, history cannot be rewritten. Although structures belonging to other countries should not be copied, it should be considered that the social groups and organisations must play an important role in the development of Adult Education thereby contributing to the extension and penetration of life in society and an intrinsically democratic society.

### **Social groups and organisations**

- 29.** The unions are the most important. Apart from the involvement which legally goes with social programming and control of vocational training, the unions may be, on all levels, a natural area of Adult Education in all its forms. The International Letter of the Education of Workers, adopted in 1980 by the International Federation of Associations for the Education of Workers, contains a number of principles and guidelines fully in keeping with those presented here. Given that the education of working adults should be an aim of all institutions, the unions could be the educational agents of not only their card paying members but also all workers and citizens in general. Their involvement in territorial training plans would be a very positive factor for the development of the occupational dimension and introducing workers to these programmes, within the framework of local, economic reorganisation projects. Other forms of union participation in training have been those concerned with in-service training and it should also not be forgotten that training plays its part as an instrument for reorganisation of the union structure itself.
- 30.** The various citizen organisations or associations are already an area of Adult Education in Spain. The defense or education of consumers, information and training for health and, within this field, the struggle against drug addiction, defense of the environment, education for the promotion of genuinely equal opportunities for women in society, defence or protection of those living on the fringes of society, cooperation with other towns and countries, are the points which unite civic desires and which are the melting pot of a great variety of educational processes.
- 31.** Finally, the organisations or groups themselves whose reason for being is the education and cultural promotion of adults are another clear area of development of this educational sector. These organisations may be local, regional or national, and their involvement on different levels and different aspects of adult education is therefore



very varied. Their job is not so much to create separate programmes, but to be participants and mediators of programmes together with other social organisations and with the local, autonomous and central authority.

- 32.** In practice, the cultural infrastructure of a country is the most structured informative-educational instrument available to the majority of adult citizens. Under this title comes a whole conglomeration of cultural industry and communications, together with conventional cultural apparatus. Although they are of a very diverse nature, it is worth saying of them all that their best service to adult education is based on the individual quality of each one. It is much more important that they do their job well than that they organise any parallel service or programme with didactic ends. There are, however, marked differences between the various cultural infrastructures.


### **Means of distribution**

- 33.** Television, radio, the press, magazines, etc., fulfil their educational role to society if they are seen, heard and read by citizens in a critical way. It is true, for example, that the written press should demonstrate a particular interest for the improvement of the instruction of adult people, that it should rebound by increasing the number of Spaniards who read. In general, the means of communication can create a favourable or unfavourable climate for adult learning. They could also become integrated into future correspondence courses and could be a "second reading" as teaching material of structured educational actions, as has been happening in the Programme "School Press" of the Ministry of Education and Science.
- 34.** Libraries, archives, museums, archaeological sites, parks, documentation centres and data banks, youth clubs, civic centres and cultural centres, are the territorial network of cultural services of a country, and the network of educational centres on all levels. It is true that each one of these services has a specific end, but it is the widespread coordination in each area which would produce better social usefulness and a better educational use for its citizens. Every pedagogic desire would probably be counterproductive in a newspaper, library or a museum which had no educational aims whatsoever, and became mere book or picture deposits. The importance of our artistic, cultural heritage throughout the land is such that the widespread coordination between institutions and local cultural services on the one hand, and educational programmes for adults on the other, can bring about enormous revitalisation of our cultural fabric and frequently inspire considerable savings in public apparatus.

### **Non-contextualised education**

- 35.** In Spain, at the moment, there are a multitude of private schools which offer courses of the most varied nature. This is an independent educational offer which evolves and changes according to the demand of the times. This






demand is, in turn, conditioned by the policies of public finance for the various programmes, especially those related to the European Social Fund, for employment policies.


- 36.** This offer increases or decreases in proportion to the development structures and programmes within the educational system, in the company context, in territorial development and in social organisations. If the development of these sectors in society is satisfactory, private schools dedicated to education should adapt themselves to new rules of the game, finding success those which offer quality services and disappearing those which only exist because of lack of true competition.

### **Objectives, sectors and priority programmes**

- 37.** Previous considerations clearly show that the prime, inexcusable objective of the State and society in this field is to make development of all dimensions of Adult Education possible. To achieve “full education” for a country could be as important as achieving “full employment”. When resources are limited, political and financial priorities must be determined by the public authorities as regards educational areas and levels, the sectors at whom they are levelled and the types of programmes.
- 38.** The first priority will be to qualify the public, in a wide sense of the word, to meet the demands of the europeanisation of the whole economy. Vocational training is the best way of doing so. In any case, given the levels of instruction of our active population as a whole, the increase in general training is an essential prior requirement and key factor in the improvement of the educational-training level of the country. In almost all vocational training programmes basic training, both general and technological must be included.
- 39.** Public authorities will have to give priority to those who most need it to find jobs in different sectors of society. These people are usually those who lack basic training. It is true that even highly qualified personnel need to continuously bring themselves up to date, but the latter, and companies encourage training, which does not happen with the educationally and economically weakest members of society. In order for development to take place in the less fortunate sectors, investment must be made for training the teachers - i.e. all those people who will be involved in organising the different phases and aspects of adult education.
- 40.** With regard to the type of programmes, public authorities should give priority to programmes for economic revival, creation of jobs and development of social and cultural life in the individual areas; for organisation of in-service training, beginning with public administration and companies, and running programmes parallel to those of the main social groups.

- 
- 41.** Educational authorities, within this general framework of priorities, can intervene together with other Administrative Bodies, and should do so using double tactics. One thing they should do is to increase the amount of funds given to Adult Education in absolute and relative terms, bearing in mind the expected growth in educational budgets in the future. However, these new resources cannot hope to do everything. They will serve as the motivating force and main support of all policies and Adult Education programmes. Educational Authorities should concentrate their efforts on four strategic points:
- A.** Ensure that all educational policies, whatever their organisational framework or specific aims are, are also generally aimed at raising the educational level of citizens. To do this, the Ministry of Education and Science in general, and each Autonomous Authority in its own region will have to outline, order and coordinate all training programmes, giving credit to the powers of other Authorities and the necessary autonomy and freedom of social and private initiative.
  - B.** Aim to incorporate basic training into all training programmes aimed at adults. The services or programmes which belong to educational authorities will mainly offer basic training, associating with other institutions or social agents to offer other types of programmes.
  - C.** Develop and promote correspondence courses, using all present technical support and the most appropriate organisation for giving services to individuals, companies and training centres. For this it is essential to gain the support of book distributors and data banks.
  - D.** Help all adults who have the right knowledge and skills to obtain qualifications, diplomas and certificates, adequating and organising the same, by means of exams and other devices with guaranteed objectivity.
- 42.** The concept of basic training or basic education is a recurring idea in all present day educational discourse. In the Spanish educational system up until now, basic education has been the general education which is given to children until they obtain their first qualification in the system. Given that up until a few years ago Adult Education almost exclusively referred to the granting of identical qualifications to those who did not obtain them during school, basic education still means the group of subjects or programmes which consist of out of date information or contents which are the basis of all other knowledge.
- 43.** When basic education is talked about in this White Paper it is aluding to a dynamic concept. Basic education is the group of ideas, values, facts and skills with which knowledge can be continuously increased, which every person is going to need throughout life to fulfil his or her various functions or personal and social roles. Basic education is therefore not static, immobile and uniform in all situations and people. Each person has to have the opportunity to go about extending and modernising his or her basic education to fit in with his or her needs for professional and social qualification or requalification.





**44.** There are several elements or aspects which, at different depths and to different extents, go to form basic adult education. Programmes equivalent to ten years of ordinary schooling could be created with these elements:

- Development of the ability to communicate. Essentials are reading, writing, talking and listening well in one's mother tongue. Adults could also consider their oral and perhaps receptive audiovisual abilities as a starting point for improving their reading and writing skills.
- To count and add up are elementary expressions of another essential element of all education: not only in the world of natural sciences, technology and economy but also for social exchanges in daily life.
- Knowledge about the human body and physical and social space, linked to basic values of our age; the conservation of the environment and healthcare, comprehensive of the social and economical context and currently European integration.
- Basic elements of history to be familiar with past and present events.
- Knowledge of art, technology, commercialism, means of communication in their present changing situation, aiming to involve adults in the same.
- Knowledge about personal roles and different forms of social and political intervention and involvement.

**45.** It is neither easy nor desirable to construct the same educational programmes with these materials. However, it will be very useful to create open projects, which have various contents and achieve the ends of the various levels of general education and especially that of statutory education. The various programmes of basic education should provide the obtention of some qualifications of the educational system through external exams without mechanically having to reproduce school programmes with children and teenagers in mind.


### **Servicios y centros de formación para las personas adultas en el marco del Sistema Educativo**

**46.** Educational colleges have to be support institutions for adult education, which will be far more of an independent process than the opposite, school norm. This is an essential idea for understanding the contemporary concept of Adult Education.

In each one of the institutionalized contexts previously mentioned, several types of organisation which it would not be reasonable to attempt to condition nor regulate will continue to appear. The following proposals are limited to the organisational forms which belong to Education Authorities or those to which they could be related.

- 47.** It will be proposed that each urban district or each rural area has an adult educational college which will have to fulfil all or some of the following functions together with other institutions and entities in the area, adopting the right names and structures.
- Permanent detection of needs and demands for education, as well as all human and material resources dedicated to education in the area.
  - Promote and support initiatives of the different agents.
  - Coordinate the different educational projects in such a way that coherent information is available to all citizens on all the existing courses, with regard to content; students; course dates; timetable; location; staff etc.
  - Establish links between ordinary schools and Teacher Training colleges and other services in the area to work together for adult education.
  - Serve as centres of documentation and resources for all educational programmes and projects in the area.
  - Have its own course and activities, especially general basic educational ones. These programmes could be on very different levels, from teaching people to read and write to post-secondary level. They should be organised in different ways according to students' needs, with regard to teaching rhythm, course dates and timetable and could form part of coordinated educational programmes with other projects or local colleges, or have an independent programme. This offer, which will not be the only one of the school, will however be an important instrument for regulating the total educational offer in each area.
- 48.** This college could be the area institution intervening on behalf of the Educational Authorities in adult education and training, and could be organised in several institutional ways. It would be a good idea for these colleges to be structures shared between various Authorities, among which the Local Authorities would always appear. In accordance with the spirit of LODE, the management and functioning of colleges must be shared between different entities and agents, beginning with representatives of the adults who wish to go on learning.
- 49.** Ordinary schools may have many different parts to play in the development of adult education, together with the respective area college: informing and stimulating parents, sharing teaching resources and equipment,





organising activities specifically aimed at adults and lastly, opening some of its ordinary courses to these people as well, as is expressed hereafter.

- 50.** The entry requirements for specific vocational training structured around modules has been defined in another chapter. This method of joining the ordinary school system is one of the means which has been clearly inspired by the principles of permanent education.


Future Secondary Schools in which vocational modules are taught will also have to try to organise themselves with adult educational demands in mind. The flexibility which characterizes vocational modules is an important instrument for adult education.

- 51.** University has to play a much more important role than it has done in this field. In short, the functions of the university could be to:

- Join in the research on qualification needs, on the study of the educational offer and methodological experimentation in this field.
- Include teacher training for adult education, in all its varieties, in the study plans. In the planning and development of these courses the Universities must coordinate with the different bodies responsible for adult education programmes.
- Make further education available through short university courses or other courses which give many people the opportunity to requalify - those people who have acquired knowledge and working methods throughout their lives which has helped them to continuously learn, although they lack the necessary paper qualifications to prove it.

- 52.** In all documents and debates on the reform of Adult Education language learning has figured as an important part of this type of education. The Official Schools of Language which have significantly increased in recent years, must become involved in the development of students and suitable programmes for adults, for the importance they bring to economic development and professional qualifications and not merely as instruments for cultural development.

- 53.** The educational needs of adults are very varied although they can be grouped together into four main areas. The various institutions and associations should create stable colleges where information and skills in very precise fields can be acquired. Whilst there are only unconnected and ephemeral courses and programmes in existence, subject to unpredictable finance and always insecure, there will never be the network of educational services that a modern country needs. Put another way, there will only be a network for a privileged sector of society which have already widely used the educational services.

- 
54. Social groups, companies in general and training companies in particular, Town Councils and organisations dedicated to socio-cultural education and development are being asked to create a group of Education Colleges which will respond to peoples' needs, to economic sectors and the various regions and localities more than to the possibilities for easy financing. Public powers may use the major resources applied to this end as a way of regulating and promoting good quality colleges, in which private initiative or economic forces assume their share of risk. One cannot talk about an educational market if all the companies are entirely financed by public funds. State assistance should aim to protect the interests of the users, which in the medium term, would create a genuine network of companies which offered training services.
55. On a national scale, municipal initiative in the field of Adult Education has been concentrated on the network of Popular Universities, which, although do not exist in some major regions of Spain and are not completely consolidated yet, are still part of the state provision, which should not be scorned upon. A large part of their problems come from the absence of a suitable legal-institutional framework and therefore clear budgetary planning. The present reform of the educational system is an opportunity to discuss the necessity to take this matter in hand at all levels within the framework of the appropriate authority.
56. In all the countries in our environment a group of larger national or regional associations of recognised merit and prestige have become the essential mediators between the state and society with regards to adult education. One future plan could be for each Educational Authority to establish covenants-frameworks of different timespans with annual revisions of programmes, with one or various bodies in their geographical area and authority. This would still leave several possibilities with regard to finding the right balance between different types of educational offers.

### **Education through correspondence courses**

57. Historically, Education through correspondence courses has developed under conditions which have put it into a very minor position. This marginalisation has been justified, from different points of views and analysis, with arguments such as it being a sector of the ordinary system which gives students who cannot attend classes an official education. It is also marginal against an educational offer of continuous training through correspondence, which has a high level of diversification and presence, and finally it is marginal with regard to its possibilities of real development.
58. Education through correspondence courses has shown itself to be efficient, not only with regard to that sector of the population which is difficult to school, but even more so with all citizens who at one moment or other in their lives are going to need different training requirements. Along this line of argument the increases in the




quantity of students are especially clarifying and the diversification of educational offers which have been produced, in recent years, in countries like Canada, USA, Australia and Japan. This expansion, development and qualitative improvement is linked both by comparative and methodological analysis to a transformation of this education which must suppose:

- To shape this educational offer and its introduction under an up-to-date legal-administrative structure and through a network of state schools, partnering schools and common strategies with public institutions and private companies.
- Directly relate the transformation of education by correspondence with the incorporation and application of new teaching technologies, especially those of image, communication and information.
- Serve as a link for all European programmes which are related to the development of new systems, teams, and learning environments. The scale and scope of these programmes are enormous and will be more so in the future.
- Be the productive centre of “multimedia” programmes and be the first centre and coordinator of all institutional or company initiatives in this field, since the scarcity of programmes is one of the more serious obstacles for the educational use of the N.T.I.
- Organise a complex communications system between the different users of learning networks and between the programme production centres, both in Spain and in other countries.
- Be capable of interconnecting education networks by correspondence with normal schools through the different possible means: telephone, electronic mail, television, multimedia package sent by mail etc .

**59.** It is necessary to extend this education to fields which are not only those of initial training - as occurs at present - but to others which, in general, can be produced in our society.

Some of these are of key importance:

- They help guarantee training as a fundamental element for personal, social and company development.
- Among other specific educational policies which can be valued as priorities the following are enumerated:
  - Qualification and requalification of unemployed persons. This is a structural situation in the whole of the European Community.

- 
- Learning foreign languages.
  - Offering supplementary educational packages and support for the whole population who studies on any level anywhere.
  - Acquiring extensive and manifold studies, either leading to qualifications or not, as the case may be, using normal studies as support, as well as all those which encourage the spreading of new technologies.
  - Practising teaching staff could find correspondence courses an efficient means of modernising and perfecting their skills.

The range of possibilities of permanent education is practically unlimited in this field.

- The improvement of management, both administrative and psychopedagogic guidance for the student. The present situation should be transformed, consistent with a central head office and extensions to the provinces, in a area network with sufficient rapid and effective computer support.

**60.** These new guidelines do not have to demand a large increase in material resources. What is more necessary than anything is a reorganisation and better use of the present ones.

Up until now, thousands of citizens have taken basic education, bachillerato or the Pre-University preparation courses through this type of education. People who have been living abroad, prisoners, sportspeople or artists, ill people, people without work and without qualifications, civil servants who move a lot, the armed forces etc, have all been habitual users. As it has already been mentioned, its versatility and ability to fit in with multiple types of situations and needs makes this the ideal means of education, in a wide sense of the word, in a reform of the educational system for a more modern society.





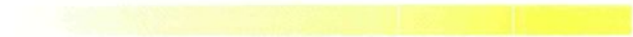


## Part III

# Factors and Procedures in the Educational System

- XIII.** Teaching staff and its training
- XIV.** Educational inspection
- XV.** Educational guidance
- XVI.** Educational Research
- XVII.** Evaluation of the system and its educational procedures.
- XVIII.** Innovation and experimentation
- XIX.** The process of change in the educational system








## Chapter XIII: TEACHING STAFF AND ITS TRAINING

1. A school which has been reorganised needs an equally reorganised staff. Any educational reform which aspires to success needs to change some of the rules which control what the teaching profession does before reform takes place. The teacher, together with the pupils plays the main role in the process of teaching and learning. The reform of the organisation, curricular reorganisation, provision for better teaching resources, materials for schools, general measures for improvement of the educational system all occur through the staff, as the essential intermediary for educational action.

The educational project outlined in this document is struggling with attitudes of abandon and monotony. The state will have to try to maintain high levels of motivation and competence in the teachers, using all possible means, though adequate remuneration and social recognition, as well as making training programmes available to ensure they are properly qualified.


2. The educational reform needs a certain type of teacher, who differs significantly from the traditional teacher, although many of his or her qualities and virtues should be retained. The role reserved for a future teacher is to be the organiser of the interaction of each student with the object of knowledge. The teaching task is understood to be mediation so that all activity undertaken is significant and the potential of the development of each one of the pupils in a cooperative group task and between these groups and the teacher is stimulated. The teacher has to be someone who conceives and activates the functional value of learning for the students' daily life.
3. The teacher must be able to reproduce a cultural tradition, but also generate contradictions and promote alternatives; help the pupils to be aware of the completeness of all types of education, inside and outside the classroom; to design and organise disciplinary and multi-disciplinary tasks, work together with the world outside school, gaining individual experience from educational experience and at the same time, become a social being.



- 
4. The type of teacher required is one capable of analysing the context in which his/her activity is evolving and to plan it, making allowances for a changing society and combining the comprehensiveness of education for everyone, on all statutory education levels, with individual differences, so that inequalities are overcome but at the same time latent differences in pupils are encouraged. In short, this is a teacher who has professional independence and is responsible in front of all members of the community who are interested in education.
  5. For a teacher, some characteristics are necessary for all levels and types of education. Others are determined by the level they teach or the specific functions they fulfil. These different characteristics spring from the aims of each stage or type of education, or from the functions fulfilled by these teachers.
  6. The need for modernization, as well as initial training and choosing new staff is equally important in educational areas which up until now have been lacking in specially qualified staff, such as music or plastic art education, physical education, technology and modern languages. The new place which these areas are going to occupy in the curriculum of basic statutory education and their necessary contribution to the general objectives of primary and secondary levels demand that the teaching staff be prepared in accordance with the educational role which these areas are called upon to fulfil.
  7. The introduction or extension of teaching staff in the educational system, such as the support teacher for integrated special education, careers advisory staff, curricular development and training assistants or teachers of the multi-disciplinary support teams, are equally in need of better training programmes which qualify these people for carrying out their specific jobs.

### **Qualification and permanent training of staff**

8. The need for qualifications and permanent training is not limited to those teachers who teach at present, or who will teach in the future in certain stages, areas or who will have specific functions. Continuous training is the responsibility of all teachers: a duty as well as a right, particularly necessary with a profession like that of teaching because of its permanent training nature. This necessity is mainly derived from the amount of classes the school has to give, from the social demands on the role of the school, and from the educational methods themselves, being continuously reorganised. School and staff have to be the echo of scientific and technological progress, of the changes in our representations of social and natural reality caused by scientific research and technological development. They must also respond to changing social demands on the aims of education and a rapidly advancing society. Finally, they cannot be too far from didactic innovations and educational methodology that the sciences, theory and technology continuously contribute to education.

- 
- 9.** A university degree, its type established for each case, will be required for each one of the levels and categories of education. When the qualification is not enough in itself for the teaching activities, it will be necessary to combine it with the appropriate initial didactic and pedagogic training. Entrance exams for teaching will attempt to evaluate both the scientific and technological knowledge of the candidates and also their didactic abilities.
- 10.** Since teaching will be exclusively open to university graduates, of intermediate or higher levels \*, the university assumes an exclusive role in supplying initial training and adopts great responsibility for permanent training. The university colleges and departments which have particular responsibilities in initial training of future teachers will have to bear in mind the new needs of a reformed system to adapt university studies of future teachers to them. They are also required to work jointly with educational authorities in permanent training of the same. The university is not the only body which provides permanent training for staff. The appropriate educational authorities are primarily responsible, through their own networks of colleges and institutes created for the purpose, in conjunction with the university and/or promotion and finance from training activities of other institutes or groups, companies themselves being included, regarding training of teachers of professional education.
- 11.** Permanent training is a right and duty of the teachers. Educational authorities will encourage teachers to take part in seminars, courses and training programmes, and will offer sabbaticals for studying. This training should not mean a loaded timetable or economic hardship for the teachers. Under these conditions, training will not only be freely accepted by the teachers but a duty demanded of them. This duty may be the obligation to take certain training programmes at the beginning of teaching practice, or it may be the inclusion of certain educational functions and at particular times in their professional lives, within conditions established.
- 12.** Professional promotion of teachers is another important stimulus for them to do a good job. It is the responsibility of the Educational Authority which must create ways for this promotion to become reality. With this aim in mind, the Ministry of Education will promote the following events:
- Extend sabbaticals for studying and training grants so that teachers with university diplomas can take university degrees and those who already have degrees can take doctorates or do specialisation courses.
  - Give access to secondary teaching posts to present EGB teachers who have degrees.
  - Give access to vocational training posts to work-shop teachers who have the appropriate qualification.

---

\* In Spain, University degrees are normally divided. After three years, you get a diploma and can leave. If you stay on the final two years, you get a degree.



- Encourage incorporation of secondary teachers as associates to university departments who will be responsible for the new secondary teacher training.

**13.** The objectives of permanent training, or in-service training of staff can be grouped together along these lines:

a) Permanent modernization of educational practices

- Promote a change of attitude in teachers, centred upon systematic reflection and criticism of how they operate.
- Extend and up-date initial training of the various teaching groups.
- Foster communication between teachers so that existing experiences can be taken full advantage of, and those materials which encourage new ideas in the classroom can be shared.
- Bring about production of education materials.
- Help staff to gain permanent cultural training in fields of knowledge which are not “formal” areas nor subjects of the curriculum.

b) Training for adaptation of an open and flexible curricular model.

- Familiarize teachers with said curricular model.
- Train them to carry out educational curricular projects in school and to develop curricular programming with their own group of students.
- Instruct them in the use of materials and the creation of their own resources.

c) Qualifications in new stages and categories:

- Extend and give the right training to teachers who will teach the new curricular areas or subjects.
- Make statutory secondary education teachers reflect on, and practice, according to the double demand for comprehensiveness and variation.
- Up-date the present Vocational Training teaching staff to fit in with future professional education, both basic and specific.

### **A model of permanent teaching**

**14.** This project foreshadows a model of permanent training, the most outstanding features of which are:

a) To be based on professional practice

The experience of the teacher in the classroom gives rise to a series of problems which, on the one hand, result in a search for creative technical solutions to be introduced into daily school life, and on the other, in reflection on teaching practice, on what gives meaning to the scientific, disciplinary, psychological, sociological, anthropological and pedagogic knowledge which has appeared in different patterns throughout history, and which makes it possible for a theory on education itself to be progressively formed to structure activities and help make decisions.

Permanent training must mainly occur through the teaching staff reflecting on the way they teach, examining their implicit theories on education, their basic ways of functioning and their own attitudes. Thus, in this way, a self assessment process is begun which guides their professional development. If it is conceived like this, practical teaching becomes a process of research in action.

The most consistent way of joining permanent training problems with practical problems is by regarding them as processes of curriculum research and experimentation. The teachers, having designed the curriculum projects and reflected on their development in a singular context, cannot ignore analysis and reflection of their own performance in the classroom.

b) To be based within the school.

Permanent training of teachers must mainly arise from the reflection on how they teach. The adoption of an open curriculum by the Education Authorities, encourages staff to be autonomous in creating curriculum projects.

Curriculum experimentation is therefore a privileged opportunity to promote a cooperative job. The Ministry of Education will encourage communication of any singular, valid educational experience and will give preference to programmes and events taken on by working teams which regard permanent training as a part of their professional activity, linked to educational innovation.

Those professionals who work in other teams or services will also contribute to this curriculum experimentation, working with the school. They are psychologists, sociologists, social workers, whose work will serve as a support in the creation of the curricular developments and in the global School Educational Projects. The Ministry of Education will encourage the training of these teams and their stable relationship with state and maintained schools.

c) To promote a variety of strategies in a flexible and open, organised context.

Permanent training which aims at obtaining an increasingly higher professionalism in heterogeneous teaching staffs, needs to have a variety of plans of action to achieve its various ends.



The characteristics of this type of training make it essential to provide varied strategies, in which all types of institutions, state and private, from University to companies, will be involved.


During recent years, various initiatives have come about in the field of permanent training: by groups of teachers who, more or less in a planned way, have trained themselves to meet the needs derived from innovative teaching; from institutions specifically orientated towards training (University Departments, Institutes of Educational Sciences, Teachers Colleges, Foundations.) and from professional groups or associates (Graduate colleges, Educational Reorganisation Groups, Summer Colleges). All these, together with the efforts made by the Authorities themselves, may be very valid for available training to be varied and which will let each teacher set his/her own pace and decide on what is the most suitable advance to make in his/her training.

The institutions appointed for the planning and teaching of permanent training will therefore be various. The Ministry of Education will give preference to programmes whereby teachers play an active part in the planning of their own training and will promote structures which provide various, open solutions. This is one of the key points of the philosophy which affected the creation of the permanent training network of the Ministry of Education and Science legalised in the 2112/1984 Royal Decree, of 14th November, for the creation of Teachers' colleges. The object of these colleges is to take permanent training to the work place of the teachers and they are organised in such a way that they plan, negotiate and are in agreement with the particular needs of each group of teachers.

d) To have a decentralized character.

There are many arguments put forward for permanent training to be decentralised. The following are some of the most relevant:

- The different starting points at which teachers find themselves: different knowledge about subjects; diverse specialisation; various levels of motivation.
- Different levels of previous involvement in permanent training activities or procedures and up-date of subjects and teaching methods.
- Different functions which teachers can develop with school: stages, areas, categories, organisation and psychiatric support for the children.
- The specific character of the demand for qualified teachers in each region or area owing to extension and reorganization of education. This is especially the case in secondary education.
- The diversity of experiences and traditions in permanent training in each area.

- 
- 15.** As a consequence of the said characteristics, teacher training should be planned around the idea of creating a continuous coherence, which starts in initial training and is indefinitely prolonged in time, permanent training being considered as an inherent part of the professional activity of teachers.
  - 16.** Together with this White Paper the Ministry of Education is presenting a Plan for Teacher Training, for the next few years in which the primary plans of action are specified, what assessment mechanisms and specific programmes are to be introduced, and how each one of them will develop over the next six years.





## Chapter XIV: EDUCATIONAL INSPECTION

1. The concept of educational inspection must be framed within the widest of educational supervision, a notion which makes common reference to the few theoretical formulas which this modern term has known and the task it entails.
2. School supervision is an external control mechanism which has not always been developed by organisations attached to the actual systems. However, from the time when the educational processes were institutionalised the supervisory procedures have in general been given to high grade or specialised civil servants whom European custom calls inspectors. The concept of supervision has in fact been shaped by that of inspection, it being a fact that with few exceptions the direct action of inspectors in schools was sufficient to find out about the state of the system and contribute to the improvement of learning processes. At present this situation is being revised and attempts are being made to define inspection within the widest framework of supervision, understood as an activity capable of evaluating the system as a whole.
3. A study comparing the models of educational administration established in advanced countries concludes that progress, its socio-political institutionalisation and the development of efficient assessment and control mechanisms of the school system advance at the same rate. The major reason for this correlation is no other than the necessity to guarantee the social output of education to all citizens, and the profitability of increasing public resources which are provided for it. This tends to be the origin of the appearance of educational inspection services, the creation of which has hardly demanded more justification in the various countries.
4. If the creation of inspection services in the countries with advanced school systems has been a natural consequence of the institution of public services in education, the same has not occurred with the definition of the role with which these services should be entrusted. There is great divergence in their legal regulation even in countries which have the same geographical, economic and cultural environments.




5. Improvement in the quality of teaching requires numerous efforts by the educational administration. These efforts are moulded into legal norms of a very varied nature, in stipulations and acts which affect both administrative and economical aspects of the system and also pedagogic, didactic and curricular ones.

The professional competence of Inspection Services, its efficiency, the result of suitable training of its members, its subjection to legal norms and stipulations coming from democratic powers, its ability to support and assist the school community and the people involved in it, its willingness to mediate constructively in occasional conflicts, its ability to transcend a bureaucratic conception of its function and act as powerful school forces are determining factors for the improvement in the results of the educational systems. These same qualities are the main source of legitimation of its work by the educational organisations who may find the Inspection Services are an efficient body for resolving ordinary or extraordinary difficulties and an element involved in checking their progress.

### **The functions of Inspection and its powers**


6. The figure of the school inspector is therefore essential for the whole educational system which aspires to do better. A precise definition of the functions which the inspection services and its components have to develop is by no means less important. Given that the same have to be particularly well put together, technically and humanly, the experience and theoretical formulations which go together with this are enough to prove the suitability of determining the contents of the functions which are conferred upon these professionals.
7. The said functions must include, in sequence, control/counselling and assessment/guidance, referring to the school community and its members, include information for those responsible for educational policy on the small parts of educational reality with which it has contact. Therefore, joint efforts must be made for reorganising or innovating within the system, and also for its distribution and generalisation.
8. In a democratic society, educational norms and stipulations are not a product of arbitrary individual action or caprice, they are the result of legitimate decisions. The control of the fulfilment of these norms checks the nature of the democratic guarantee, for the whole social organism which has the right to demand the safeguarding of legality from these institutions. Naturally, institutional control should associate itself with direct social control, through School Boards, and should be extended over both the most administrative aspects of school organisation - register, production and safekeeping of documentation, accounting procedures etc - and the most educational facets of the same - academic organisation, curricular aspects, teaching methods, school organisation etc.
9. The internal democratization of the system determines that the body of educational inspectors of surrounding countries puts the most stress on exercising their authority according to general democratic principles. This



democratic mood, together with solid professional preparation has resulted in educational inspection reaching maximum levels of respect and social recognition in certain European countries.

- 10.** The most recent of a number of functions which have been placed in the hands of school inspection services is that of assessing the educational results of the system. The establishment of permanent assessment and analytic methods of the educational system provides precise information about qualitative and quantitative changes produced in the educational system, offers educational Authorities strong reasons when taking decisions and informs schools and teachers on what their functions are, thereby contributing to the improvement of the way they operate. This assessment, which is presented in detail in chapter XVII of this White Paper, should be one of the main functions of inspection services.
- 11.** The outline of the concept of assessment and the way in which the same should be projected onto the school system is one of the fundamental arguments of the debates which are at the bottom of the revision of the European educational systems. The assessment and study of parts of the educational system, however extensive they may be, do not provide conclusions on the system as a whole, if the components of the same, their hierarchic relations and the scientific way in which to undertake analysis have not been previously defined.
- 12.** The role which inspection may play, through the people responsible for education, is that of providing facts and contributing to the analysis of to what extent the general aims established by society are fulfilled. This task may be carried out by evaluating the efficiency of the educational policy decisions and the way in which they are developed whilst at the same time, analysis is made of relations established between both activities.
- 13.** This concept of a global, external assessment of the results of the system, the education Authority being understood as being an integral part of the same, is not yet the normal practice of the inspection services. One of the reasons for this situation is the difficulty of harmonising the concept of “external, global assessment of the system” and the “internal assessment” of the schools.
- 14.** However, with this wide debate, the possibility and advantage of assessing schools by analysing their organisation, the way in which they function and their results becomes more obvious. If specific studies on global behaviour of various small parts of particularly significant education are undertaken, from the knowledge of these results, this external method can be combined with internal assessment procedures carried out by schools themselves.
- 15.** In the practical totality of our environment external analysis of educational results in schools is only done by inspection and an analysis of global results of the system is frequently entrusted to professionals who come from






various scientific fields and even, in some case, to specialized bodies attached, or unattached, to the educational system.

16. Support and counselling in schools, for all its members, is the main reason for all that inspection does and occupies the larger part of the daily activities of inspectors in all countries. There are several different definitions of what inspection entails and they take the shape of councillor, guide, support, assistance, all of which should characterise what inspectors do in order to contribute to the improvement of education as a public service.
17. Traditionally, the function of inspection was to give pedagogic advice to teachers and advise them on their performance in the classroom. Nowadays it is understood that if the inspection services have to be one of the main instruments for examining the global educational situation of a school or system, the functions of counselling and support, which logically lead to functions of control and evaluation, should be aimed at all active components of the school community, extending their action to areas of organisation, administration and management. To do so it is also necessary for there to be extensive didactic and curricular preparation, a solid training of inspectors in School Organisation and other related subjects.
18. In some countries previous training is a special requirement, whilst in others it is understood that long experience and proven abilities in teaching can make up for the said special training; these are countries in which the inspection is regarded as the next step up from a solid teaching background which includes, in almost all cases, head teacher experience. The majority of the models which opt for the second form of access develop parallel mechanisms of administrative specialisation for the inspectors, and of permanent training and up-dating.

### **Educational Inspection in Spain**

19. Before elaborating on the design of educational Inspection which is proposed within the framework of the Reform, reference should be made to the peculiarity of the Spanish educational system, managed by different Authorities because of the autonomous nature of the Spanish State.
20. According to that declared in article 27.8 of the Constitution, inspection of the educational system is the obligation of public authorities. It follows that powers of inspection belong to each public authority with full control over educational matters.

The State has the right to dictate the basic stipulations for the development of the said constitutional precept (art 149.1.18 and 30 C.E.), and the executive power to carry out Government Inspection which is acknowledged in the actual Statutes of Autonomy. Autonomous Communities, in the terms declared in their



respective Statutes, have the right to develop the basic apparatus for this service, exercising inspection in their respective areas, and taking care of the organisation and working order of the attached services.

- 21.** In accordance with the previous distribution of powers, through the corresponding Royal Decrees of transfer, the services, functions and personnel of Inspection have been transferred to the Autonomous Communities of Andalusia, the Canary Islands, Catalonia, Galicia, the Basque Country and Valencia.

In virtue of that declared in the fifteenth Additional Stipulation of Law 30/1984, civil servants belonging to the Bodies of Inspectors which existed when the said Law came into force, remained in the Body of Inspectors for the Service of the Educational Administration (CISAE). This same basic stipulation established that the educational inspecting function would be exercised by civil servants who are chosen by means of an exam based on merits and by the inspectors referred to, integrated into the CISAE.


- 22.** Among the basic norms of this subject which the State dictates, several have already been established and are expressly found in the fifteenth Additional Stipulation of Law 30/1984, of 2nd August, as measures for the Reform of the Public Function (text fixed through Laws 23/1988, of 28th July, and 37/1988, of 28th December), relating to the statutory base of the civil servants to whom the function of inspector has been entrusted, without prejudice to later laws, also basic, found in clause 10 of the before-mentioned Additional Stipulation.

- 23.** Regarding that which is referred to as the state power of educational Government Inspection, its functions and activities were regulated by means of the Royal Decree 480/1981, of 6th March, and the Royal Decree 1982/1983, of 23rd May. For the exercise of these functions of Government Inspection the State relies upon the corresponding central Services of the Ministry of Education and Science and the area services, created by the Royal Decree 1950/1985 of 11th September.

- 24.** Having established the singularity of the autonomous nature of the State, we can now refer to immediate events which have characterized the evolution of Educational Inspection up until the present day. The 1970 General Law of Education had already contributed a technically advanced concept of the organisation and functions entrusted to the Service of Technical Inspection, with regard to the possibility that the latter would be one of the instruments for the control and assessment of how the school system, considered as a whole functioned educationally.

- 25.** In articles 142 and 143 of the General Law, it was established for the first time that there be a single inspection service, made up of inspectors for the different levels. The relation between its components, imposed by a new internal organisation, theoretically made it possible for there to be a connection between the traditional levels, which had up to then been practically non-existent. At the same time, inspectors were operating in the general area of the system, although when school needs demanded it they would dedicate themselves to specialised






tasks. The considerations which appear in the prologue to the 664/73 decree, on the functions of the Service of Technical Inspection of 10th April 1973 demonstrate the good intentions of the law makers: "To this end, a synthesis of the powers of the new Service of Technical Inspection is established, compatible, nevertheless, with the differences of each level or type of education..." The first transitory stipulation of the same Decree alludes to a new organisation of the Service which never came about and which, one assumes, would be consistent with the decision to organise educational inspection into a single service.

- 26.** The Law of Measures for the Reform of the Public Function has allowed the Ministry of Education and Science not only to successively change the link-up and dependence of Inspection Services within the Ministerial flow-chart in legal texts, but also to develop a model for the functioning of these services which hopes to take advantage of the specific knowledge of each inspector and his or her professional experience, for determining what is required for the exercise of the said abilities and to promote analysis and actions from a global point of view, which the modernization of our educational system demands.
- 27.** The new regulations brought in by Law 301/1984, modified by Law 23/1985, apart from the creation of the complete model alluded to previously, consist in entrusting the job of inspection to selected people through an exam based on merits and a specialization course, as well as establishing mechanisms for the permanency of these people in their jobs. The established procedure in this legal framework sets down the exercise of inspection for three years, with a possible renewal for another three. The fulfilment of six years in this post may lead to permanency in the job for an indefinite period. All this partly reproduces one of the European models with the advantage, in our case, that there is a more flexible formula for both the Authorities and for the teacher. It is considered that this period sufficiently guarantees the training aspects and leads to the necessary professionalization if continuity is chosen.
- 28.** The functions to be developed by educational inspection in Spain are those of a general nature, previously expressed, with some peculiarities demanded by the extensive educational change put forward by the development of the Organic Law of the Right to Education (LODE). One particular educational inspection function is that of ensuring that the essential proposals of this Law and further laws which arise from it are fulfilled through social involvement, pluralism and equal opportunities.
- 29.** The new framework of Inspection Services in action is made up of School Boards, the development of educational agreements, more autonomy in managing state schools regulation of rights and duties of pupils and increasing communication between different sectors, various models of teacher training and the regulation of various types of teaching.
- 30.** To that described above we should add the changes brought about by the Reform Project, such as the existence of one Infant Educational Stage, up to six years of age; arranging of Primary Education into three phases, the extension of statutory and comprehensive education up to sixteen years of age, the new Bachillerato and Vocational Training design, the reinforcing of options; the debate on the basic curriculum design and the curricular modifications themselves. All this will require an inspection model which is especially adapted to a new reality and several well-trained, responsible inspectors for the materialization of the said Project.



- 
- 31.** Insufficient funds; territorial extension; sparse population in rural areas; the accumulation of the same in the large cities, into suburban areas, seriously lacking in planning and services, together with an increase in school attendance in recent years, has made it difficult for there to be frequent visits from inspectors, and hence, efficiency in their principal tasks. Whilst in the rest of Europe, the average rate of teachers per inspector is around 350, in Spain it is approximately 550, counting those of the Autonomous Communities as well.
  - 32.** For educational inspection to be able to fulfil its duties of counselling, support, mediation and prevention of conflicts and those of encouraging cooperation between teacher training and school planning activities, it is essential for it to be very familiar with the various elements of the educational system and the reform and reorganisation projects which the respective public authorities promote.
  - 33.** The Ministry of Education, within the framework of the Reform, has already taken significant steps with regard to its Technical Inspection Service, among which are the basic shaping of the new model of Education Inspection and a notable increase in the number of inspectors, aimed at coming close to the desired model, on par with that of neighbouring countries.
  - 34.** It is also worth mentioning that to achieve an Inspection whereby the members familiarize themselves with the daily life of the schools, and which is useful for an exchange of information between education Authorities and school communities, Inspection Services must be a part of the territorial units of the educational Authorities. The inspectors should develop their work in integrated teams which look after all educational needs related to their function in one particular geographical area.
  - 35.** This division into geographical units should not hinder the necessary homogeneity of Inspection Service actions. The Service must operate within the framework of the General Plan of Action so that the habitual activities of each province can be developed as they should be.
  - 36.** A Plan for Modernization and Perfection should also be established so that homogeneity takes place, and it should guarantee the identity of criteria and the efficiency of the Inspectors in the Service, at all times.
  - 37.** In order to efficiently identify how inspection services work and to carry out the various Plans in a continuous manner, assessment should be written into an Annual Report.
  - 38.** Bearing in mind the peculiarities in the management of Spanish Education, and notwithstanding the existence of inspection services in each one of the education authorities, it is essential to establish, in coordination with the said authorities, the appropriate mechanisms for the contribution of the various Inspection services in assessing the results of the educational System as a whole, especially to verify whether the present academic system meets the country's needs.







## **Chapter XV: EDUCATIONAL GUIDANCE**


- 1.** Educational guidance, from the point of view of the student, is a right which should be determined and guaranteed by all the services and activities which the educational system must offer. Its main development is through tutorials and on a secondary school level, this is complemented with careers advice.


The aim of educational guidance is to optimise the educational results through proper counselling of the student throughout the school system and guide him or her towards a working life. Educational guidance is therefore an essential element of the school system and contributes to the quality and efficiency of education.

### **Tutorial function**

- 2.** Guidance is offered, above all, within a close and lasting association with teaching practise: through tutorials. Tutoring is an inherent element in teaching activity within an all-inclusive concept of education. It provides an individualised relationship with the person being educated, as to how and what his or her attitudes, aptitudes, knowledge and interests are. Tutoring has to help compose knowledge and experiences of the various educational areas and also contribute to shaping school life in general and daily life outside school. In this way, the development of the tutoring function ensures that education is truly complete and personalised, and does not get reduced to being mere instruction or dictation of information.
- 3.** All teachers must do the job of guiding and counselling. However, tutoring for each group of pupils can and should be assigned to a particular teacher.



- 
4. The importance and functions of the tutor should be increased in all stages and types of education. Guidance and training programmes for tutors will be developed, as will teaching materials which could prove useful for the same. The preliminary training and improvement programmes of teachers should include materials to prepare and qualify the teachers for carrying out this function of tutoring.
  5. Tutoring activities, as part of teaching, are included in the obligations of the teacher. Activities which take place in teaching hours, and those reserved for after school hours are both carried out within the obligatory timetable of the teachers, as part of their work. It is the job of the education Authorities to provide the necessary means for tutoring to the schools and the teachers.
  6. The tutors will make an effort to become familiar with the aptitudes and interests of the pupils so that they can guide them more efficiently in what they should be learning. They will help to establish an easy relationship between the school and the family, and between the student and school, mainly with regard to the assessment of his or her learning and going from one class up to the next. They are also responsible for correctly identifying any difficulties the child may have, helping to overcome them and receiving technical help from the careers advice department and the multi-disciplinary team of the sector. They will also coordinate educational action of all teachers who work with one particular group. It is their job to encourage a climate of mutual respect, communication and cooperation within the classroom and the school so that basic habits of coexistence and cooperation, individual and collective effort, tolerance and learning are acquired.
  7. Tutoring connects individualisation of learning and, if necessary, curricular adaptations and programmes of individual development. However, not all tutoring activities are aimed at individual students; many are carried out in groups. The great majority of tutoring tasks take place in the classroom although they may, and indeed usually, tend to need individualised or group attention outside lesson time, at times specifically set out for them.
  8. Tutoring and guidance in education should contain the following characteristics:
    - a) It should be continuous and be offered to the student throughout the various levels and types of his/her education.
    - b) It should involve all persons and institutions in education in a coordinated manner: teachers, school, family, social environment.
    - c) It should respond to the idiosyncrasies of each student.
    - d) It should prepare individuals to have initiative and create an active capacity and attitude in them for taking major, responsible decisions about their own future, first in school when faced with various educational options and later when faced with the various alternatives for their social and professional life.

- 
9. Educational guidance means that it is the school which adapts to its pupils, not vice versa. At basic levels of education, continuous assessment and progression of pupils cannot be developed without continuous guidance.
  10. Tutoring and guidance are different according to the different educational stages. At the beginning of infant and primary education, the most important functions are related to settling the child into a group of companions, adapting the child to school, preventing learning difficulties and linking school and family. At secondary level, the most important aspects are those relating to choosing between different streams and options, as well as the strengthening of efficient study techniques. On finishing statutory secondary education, and throughout further education, guidance towards further studies and careers advice becomes especially relevant. Careers advice consists of giving professional information, but not only this. Aptitudes, inclinations and personal interests of each individual must be taken into account.
  11. Guidance is more important as diversity of offer is increased. Since the new organisation of the educational system includes more diversity and more options in statutory secondary and further education, guidance becomes essential and especially so for the correct functioning of a largely modified organisation with extensive optional margins.
  12. In Secondary Education, educational guidance goes together with careers advice. On the one hand, this has an individual leaning: it is the individuals who have to have proper guidance towards professions which will best suit their abilities, motivations and interests. But, on the other hand, and of no less importance, it has a social leaning, closely linked to the needs and demands of the productive system, where, at any given moment, certain professional fields are opened, or certain specialist fields within them, with better future prospects and development. Given this situation, careers guidance must contribute to reorientating the demands for vocational education from the students, who should be properly informed and guided in accordance with the real situation and possible prospects of different professions.
  13. Careers advice therefore plays a crucial role as an intermediary between the educational demands of students and the demands of the productive system. With regard to this, Specific Vocational Training must be planned so that it no longer simply obeys the momentary pleas of groups of students or teachers in schools which teach it. These demands will have to be reorientated, the students always reserving the right to look for training which they want, wherever it is offered. The special relationship Specific Vocational Training has with the productive world means that the social element would be at least as important as the personal element which, in Basic Vocational Training is more important. In the latter, although a social element is also present, the choice and free demand of the students, properly guided, without a doubt, must come first.




## Departments of Educational Psychology and Advice

14. The Ministry of Education and Science considers that to carry out the functions of tutoring and guidance by all teachers, especially the teacher-tutor, technical support from services and specially qualified departments or teams is necessary.
15. It is impossible to demand that all teachers possess the technical abilities for tutoring, guiding and sometimes the educational support and extra teaching that many pupils need. Even in his or her daily work with the common problems of the pupils and with advice, the teacher tutor needs to be helped and equipped with the necessary means to suitably develop his or her work. It is therefore advisable for each school which has a certain number of classes to establish an advisory department, made up of teachers and coordinated by a head teacher or someone appointed for the purpose, integrated into the school staff, and if possible with people who have higher University degrees in Psychology or Education. It is also recommended that the teachers responsible for these Advisory Departments have a large number of hours, or even their whole timetable dedicated to the Department, but without losing contact with active teaching. If it is arranged like this, the advisory department in each school becomes the organising body and practical guarantee of the principle that its job is an essential part of educational activity. Tutoring by the teachers is coordinated, helped and supported in it. In rural areas primary schools with small numbers of pupils must be assured the assistance of itinerant counselling teachers who go round the schools in the area.
16. The advisory departments will coordinate actions of guidance and tutoring of the teacher tutors and the support teachers of each school, ensuring links between them and between the multi-disciplinary team of the sector. They will also work on the creation of assessment criteria for pupils and how these should be put into practise, together with possible curriculum adaptations that arise. To a large extent it mainly depends on them that the school does not operate in a discriminatory manner and exclude, leave in the shadows and condemn many pupils to failure or abandon because for various reasons they have difficulty in keeping up with the majority of pupils or cannot manage to study the general curriculum that has been established.
17. The advisory departments will be especially useful for promoting information and assistance for pupils to help them find their own criteria when they have to choose between different options: between different optional subjects, different types of bachillerato and vocational studies, or between different professions. They will also pay particular attention to those pupils with special educational needs and demands for special kinds of support.
18. In all types of schools the functions of the Advisory Department are:
  1. To encourage proper development of tutoring: provide material assistance and in general, support to the teacher tutors.



2. To contribute to the school's project in its different aspects: curricular project, integration programme, teacher training, educational innovations, etc.
  3. To promote cooperation between family and school for the education of students.
  4. To contribute to the development of personalised, individual elements, etc.
  5. To help pupils become fully integrated in their school and in their group, especially during periods of change: arrival at school, changing class, changing group, going to another school.
  6. To inform, counsel and guide pupils in a personalised way when they are faced with any option which has various educational or professional possibilities.
  7. To get involved in all types of decisions relating to the students, mainly with class changes and extra tuition.
  8. To identify possible learning problems in time, helping pupils to overcome them by means of suitable intervention methods: from educational psychopedagogical techniques for the restoration of basic abilities to techniques used for learning to think or initiation and strengthening of study techniques.
- 19.** All these functions must be carried out in strict connection with both the teachers and other services of the educational system, mainly multi-disciplinary teams. Some of them will also need for there to be connected with other schools and other institutions in the surrounding area.
- 20.** Guidance acquires special importance during the transition period from the first to second phase of Statutory Secondary Education, when students begin to take decisions about their own lives, both inside and outside school. On finishing the first phase students need to receive more individualised advice based on what options would be best for them and would most suit their interests and possibilities. This advice has to be the result of pedagogic collaboration between teams of teachers who work in the different phases and, if the case should arise, who work in different schools.
- 21.** On finishing secondary education, educational guidance must continue, fitting itself around careers advice. During these years, this double guidance may require its own timetable, within classroom hours, for giving information and advice to students. As regards information on professions, it is important that boys and girls have the chance to become familiar with the employment opportunities in their area and to listen to various professionals from outside the school. It is also important that careers advice is not altered according to the child's sex, but that girls are conscious of what choices they have and that they are not restricted, nor different






from those of boys. They should be positively encouraged and supported in their choice and exploration of professions of all types.

## **Advisory and Support Teams**

- 22.** Advisory services or departments in schools may need technical support from outside to determine specialised actions when dealing with pupils in special situations or with special educational needs, and with all types of changes that occur: going from one school to another, from one stage to another, from school to work. Therefore, working closely with the tutor and the advisory department in the schools, a network of multidisciplinary advisory and support teams or services must exist to promote, coordinate and give advice on a high level of technical competence. These teams or services will consist of professional experts from various sectors, amongst whom there must be teachers of the various educational levels. Apart from having a psychological and pedagogical dimension, they will respond to the social and family aspects which occur within school.
- 23.** The Ministry of Education and Science believes that the network of multidisciplinary teams or services should be structured into school sectors. Sectorisation seems necessary in order to become aware of the available resources and the needs of students, and also for providing the best conditions possible for teaching them. Moreover, it should assure the continuity of guidance which the pupils receive throughout the various stages and types of education.
- 24.** The school sector, attended by each team or service will be defined by demographic and geographic criteria for its shape and size, as well as by the characteristics and needs of the area. Under no circumstances will the rural areas or areas with scattered population or with difficult access suffer from bad treatment. The sector will include schools of every type and level: from infant schools or pre-school centres to secondary schools, both state and partially maintained.
- 25.** Whatever the level and geographic position, the general functions of the teams are:
- a) To give technical support and advice to the teachers with regard to tutoring, educational guidance, curricular adaptations, programmes of individual development and, in general, the educational intervention for pupils with special needs or in special educational situations.
  - b) To advise and assist teachers in guiding and tutoring, providing them with information, documentation, technical materials and advice.
  - c) Accept authority provided by appropriate legal provision for multi-disciplinary assessment, identification of educational needs, scholarisation, continuing educational and academic promotion of pupils with special needs or in special educational situations.

- 
- d) Encourage and support activities and programmes of educational and professional guidance in schools, especially those which help to improve educational methodology, the quality of the teaching/learning process and the study and work techniques which fit in with the level of the students.
  - e) Offer their collaboration and support to the Teacher Training Colleges, for the creation and development of both the School Educational Project and possible curriculum projects in various innovation areas: integration, new technologies, educational workshops, and others, and also provide collaboration and support to the Advisory departments established in the schools of their sector.
  - f) Work jointly with the education Authority for the analysis and study of the school system to take decisions and make proposals for the development of school support services.
  - g) Promote cooperation between schools and families and between schools and social institutions and organisations in the area, and participate in the development of this cooperation.
  - h) Contribute to curricular development, to educational research and exchange of experiences within the sector of their responsibility.
  - i) Work jointly with Teacher Training Colleges to give permanent training and didactic support to the teachers of the sector, and also for the joint creation and discussion of pedagogic projects, didactic innovations, curriculum development and adaptations, tutorial action and criteria for student assessment.
  - j) Be involved in organising guidance activities for students and information regarding educational and/or professional options.


**26.** The previous functions must be fulfilled in different ways: a) by anticipating and preventing problems at school, and personal development such as not adapting, addictions, school abandon and failure, and other problems which it is necessary to anticipate; b) by compensating for social inequalities; and c) by encouraging diversity and the particular aptitudes of each student.

**27.** To develop their roles, multidisciplinary teams must possess extensive knowledge of the schools under their care. They must know about the needs, curricular and extracurricular resources, personal and material resources, prospects of future development. The education Authorities will work together for the obtention of this information.

**28.** Team actions are mainly moulded according to the educational stage at which they plan to intervene.

**29.** The Ministry of Education and Science, playing out its role of direct control, will have to create a network of the various services and teams which currently depend on it: School and Vocational Guidance Services,





Multiprofessional Teams, Teams for Early Attention, Extra Tuition Teams, etc. Without prejudice to the different working situations of its present members and with full respect for their rights, the functioning of these services will be rationalised, avoiding duplicity of functions presently produced.

The Ministry of Education and Science will also establish the appropriate channels of cooperation in order to take best advantage of the various advisory services currently in existence, through covenants with other public institutions like Autonomous Communities and Town Councils, which have created similar multidisciplinary services or teams.

### **The professionalism of the counsellors**

- 30.** Fulfilment of the functions of the various services of educational guidance, whether they be departments in schools or multidisciplinary teams of the sector, demand specialised and highly qualified professionals, with solid basic training and a higher university degree. The Ministry of Education and Science will therefore promote the creation of a Technical Service of professionals with educational psychologist qualifications. The present teachers of the School and Vocational Guidance Services, and the Multiprofessional Teams will be included in it. At all events, the economic and working conditions for all the members of the said service will tend to be the same.
- 31.** The teachers who coordinate advisory departments in schools will have to have a degree in Psychology or in Education. However, in Secondary schools other teachers may take on the duties of coordinating tutorials and careers advice.

The teachers who coordinate in the schools will be part of the teaching staff of the same. Their function, though specialised, is very similar to that of teaching. Anyone who has previous teaching experience may therefore take on this responsibility. In state schools the said function will be entrusted to teachers with the before-mentioned qualifications and may be compatible to direct teaching or to support teaching of ordinary teachers. Partially maintained schools, with the given number of classes, will receive the corresponding economic module to employ a duly qualified professional.




## Chapter XVI: EDUCATIONAL RESEARCH


1. The extensive processes of educational reorganisation of the second half of our century have contributed to the development of educational research in which empirical and scientific foundations have been searched for and often found, and used both for political decisions which have affected millions of people and as pedagogic alternatives which have notably changed the attitudes of teachers and real educational activity. Models around educational phenomena which are later made into innovative practise have frequently been derived from areas of research. These practises have, in turn, contributed to modifying the prospectives which researchers use to analyse, explain and understand the processes of educational structures.

### Research in the system

2. The relationship between research and innovation is, therefore, reciprocal: they mutually strengthen each other. Moreover, the dividing line between innovation and research is not always precise, as shown by the growing importance of research-action models and qualitative research methodology. Although the value of more distanced research using classic analytical methods is not denied, innovative activity is sometimes based on a single concept carried out in the classrooms with research attitudes that are essential in any innovation process.
3. Although it is true that social values are a determining force in decision making for the reorganisation of the educational system, their being more important than research details, it is still true that research has a profound influence on these decisions. This is so because research fulfils many functions which cause change and the search for better quality and more efficient educational structures and activities. Among these functions the following stand out:



- 
- a. Research presupposes and induces a critical attitude with regard to educational processes and an efficient structure for the educational system. This critical attitude is the first step towards innovation of the said activities and structures.
  - b. Research provides the background for analysis on the limits and contrasting insufficiencies of the educational system, which give impulse to the actual renovation process.
  - c. It is probable that its main function consists of the development of concepts, points of focus and schemes which increasingly refine the perception of educational phenomena, thus indirectly but decisively contributing to the development of better quality education.
  - d. In a more direct manner, research allows for the development of models of educational activity, didactic materials and points in the curriculum which serve as support for effective and definite reorganisation of education.
  - e. It also allows for the effects of rearrangement and innovation in the educational system to be assessed, for programmes and schools to be valued, and goes further than superficial impressions to become familiar with the structures and interactions in which educational acts are framed.
  - f. It provides facts to make decision making easier in the various areas of administration and management, from classrooms and specific teaching activities, to instances which define the more general aspects of educational policy.
  - g. It develops greater knowledge of historical and cultural, psychological, social and economic factors, which condition and give meaning to educational phenomena.
  - h. It contributes to choosing efficient teaching methods and materials and to cutting out those which are not.
  - i. Finally - and of no lesser importance - research helps to improve the quality of educational activity of the researchers themselves and is one of the reasons why research by teachers is increasingly demanded, linking it to daily educational action.
4. The commitment from public Authorities and the educational world with regard to the reorganisation of the educational system and innovation of the processes which belong to it presuppose the commitment to guarantee necessary resources to mould educational research. This commitment is not circumscribed to one or other specific methodology, this or that specific focus or this or that model of educational research. It has no limit other than quality, relevance and the force of research itself, more than the model or discipline which encompasses it.
  5. Owing to the actual nature of educational phenomena, research projected upon them has a definite multi-disciplinary character. Educational phenomena are psychological processes and psycho-social interactions, defined in social structures and events. They depend on economic conditions which they in turn condition. They



involve using teaching methods and materials. They are determined by historic and cultural backgrounds. They refer to the ascertainment of values and philosophical concepts. They refer to pedagogic thought. Their complexity is only partially embraced by the coordinated effort of various disciplines, and through the tight cooperation of researchers with different training and mutually enriching approach.

6. It is possible to look at educational phenomena in their conditions and relations, from the classical point of view of the empirical sciences, applying the classical analytical methods of these sciences. But it is equally possible to come close to them with a more qualitative approach, from more comprehensive than explicable categories of interpretation. Thus, together with its multi-disciplinary character, educational research has - and should have - a multi-methodological character. It is frequently in the points of intersection between methods and disciplines where the most revealing relations are found, the most profound significances of educational phenomena.
7. Commitment from educational policy or authorities to one particular approach would therefore be counter-productive and sterile. Research stimulus needs the same open attitude as that necessary to research and innovate in education. It must not be limited to more directly applied research but must also include that of a more basic nature. Neither should it be restricted to a certain type of researchers (for example, universities professors or primary or secondary teachers) but should encourage research activities of all teachers, as well as the consideration of research as an innovating resource.
8. The tight relationship between research and innovation is reflected in the proliferation of national centres of educational research which arose in the fifties and sixties throughout the world and in the relationship of these centres with the changes in the educational systems which took place after the second world war. Up until the second half of the century, educational research tended to be an isolated activity, often of a speculative nature. The political and social demands of transformation of the educational structures of many countries gave way to a more institutional consideration of research and increased the demand for empirical facts on the educational system. Moreover, with regard to these processes, there was a more urgent need for researchers to develop more efficient educational schemes and didactic methods or materials, and to provide pertinent information so that decisions could be taken about education.

### **Institutions of educational research**


9. These same events took place in our country with regard to the reform of the system, which led to the 1970 General Law of Education. In 1969, when the planning of educational reform began, it was thought necessary to create a mechanism for systematic development of educational research. This mechanism was like a network, with a Research Centre for the Development of Education (C.E.N.I.D.E.) as the coordinating unit for all the Institutes of Educational Sciences (I.C.E.) in the Universities, considered as research, innovation and teacher



training centres. In 1974, the C.E.N.I.D.E. was substituted by a self-governing body, the National Institute of Educational Sciences (I.N.C.I.E.), the functions of which were to coordinate the Institutes of Educational Sciences, and carry out research and assessment of the educational system, train teachers and give advice to the Ministry of Education.

- 10.** Although it decisively contributed to the shaping and development of educational research, the network I.N.C.I.E. - I.C.E.s did not completely fulfil original expectations. For the Universities of the seventies the main problem was the need to respond to the heavy demand for places, which meant that they were not in the best position to concern themselves with the quality of previous levels in the system through the I.C.E.s network, as the General Law of Education intended. Also, the model of research and development of the sixties tended to consider teacher training and innovation as a direct and immediate effect of educational research, which was proved to be inadequate in the whole world. The influence of the latter is frequently more slow and indirect - but perhaps deeper - than what the theoretical model supposes. Research shapes attitudes, develops new outlooks, creates concepts, but does not usually have an immediate and mechanical effect on the training of teachers and innovation. It is essential for both, but neither innovation nor training are only pure reflections of educational research.
- 11.** For these and other reasons (such as improvisation, lack of resources and scarce numbers of teachers from other levels of some of the courses of pedagogical aptitudes in the university world) the I.N.C.I.E. did not gain the desired efficiency for fulfilling its ends and was abolished in 1980. Its shaping and developing of research was assigned to the General Subdirection of Educational Research, created for the effect, and later substituted - in 1983 - by the national Centre of Research and Educational Documentation (C.I.D.E.) which is presently the entity entrusted with research , realisation of global evaluations on different aspects of the educational system and management of Library services and Documentation of the Ministry of Education and Science. During this time, Teacher Training Colleges took over a large part of the functions of permanent training of teachers which were previously the responsibility of the Educational Sciences Institutes, thus providing a closer atmosphere to the teachers who received this training.
- 12.** Decentralisation of the educational Authorities and university autonomy must be added to previous events, defined by the University Reform Law, to cope with a much more complex situation than that which began in 1970 and which still needs to introduce partial changes to achieve better efficiency for moulding educational research. If the lineal and immediate model related to research and training was proved to be wrong, the present separation between the two functions is also wrong. At present, the Educational Science Institutes still play an important role in the development of educational research, and partly control the research grants of the Ministry of Education and Science, although they do not maintain the formal network related to the 1969 model. Teacher Training Colleges, mainly dedicated to permanent training, do not have research resources. In this situation, an excessive distance tends to grow up between educational research and the innovation and training of teachers. Moreover, the difference between those who do the researching, who are mainly university professors, and those who teach the other levels of the educational system tend to be too great.




- 
- 13.** University research is fundamental and in the field of education the support given to research by teachers and teams of other levels should in no way produce a lessening or stagnating of resources dedicated to university research on education. In actual fact, the decrease in commitment to research by the Institutes of Educational Sciences and University Departments would have very negative effects for the quantitative and qualitative development of educational research.
- 14.** However, the existing tendency for university professors to monopolize the educational research market, with very few exceptions, and restrict teachers of the other levels to being passive consumers in this research cannot be sustained, nor does it help reorganise the system or improve the quality of education. Research teams need to be formed of teachers at different levels, and the relationship between Teacher Training Colleges and University Departments and Institutes should be tighter, and opportunities to research for teachers who are interested and suitably qualified should be made available.

### **Promotion of research**

- 15.** Measures leading to the promotion of multi-level teams can help find points of equilibrium between the two aspirations which are all too frequently difficult to combine in educational research: the desire for the latter to be relevant and to be accurate. Many experiments are accurate but too far removed from real educational contexts, and are difficult to apply to them. Some are relevant, but do not offer guarantees that the facts are strictly true, that the differences they show are significant, that the methods used are precise, that the conclusions obtained are justifiable. If university professors apply themselves to educational contexts which are different from those they actually know, and if teachers of other levels take part in educational research, they could help both accurate and relevant research experiments to be made.
- 16.** The promotion of educational research in Teacher Training Colleges, without decreasing resources provided for the same end in the universities, logically demands an increase in total resources. These resources have been the same during recent years, although the production of research in educational financed by public funds has grown: the average annual production of research financed by C.I.D.E. is approximately 35% higher than that of the previous period, although the resources are approximately the same. There is also general agreement that there has been a constant increase in quality, accuracy and relevancy of educational research from 1970 until today.
- 17.** The encouragement of educational research by the Autonomous Communities with full education authority, could contribute to the development of research closer to real educational spheres. It also requires the development of coordination and exchange mechanisms which avoid the isolation of the research teams and





the impossibility of carrying out studies and research of wide range, relevant to the educational system considered as a whole. For example, there is a growing need to relate studies of the educational system in our country with those of neighbouring countries. These studies can only be done if the educational authorities cooperate with each other. The demand for an agreement for each type of study would not be efficient and the Ministry of Education and Science will therefore promote the creation of an Institute of Research and Assessment. By cooperating, the Autonomous Communities and central Government can determine the principal direction of general studies on the education system, of international research and assessments of the whole system.


- 18.** These studies and research have become increasingly relevant in recent years, since they have simultaneously produced decentralisation in education authorities and a more active presence of our country in the international context. This double process has implications for the whole educational system, and in the specific case of research, the development of stable coordination and cooperation mechanisms are needed. In an international context these mechanisms are established through the educational research network of UNESCO, in different programmes of the European Community, through the European Board and through collaboration between countries in the Committee of Education, of OCDE and CERI, a research organisation dependent upon this institution. There are also non-government organisations which do comparative studies of evaluation of different aspects of the educational systems and the educational achievements in all countries of the world. The demand which these international institutions make to our country for studies and research on the educational system is increasingly greater, and the answer to this demand may have beneficial effects on the Spanish educational system. However, at the same time, a coordinated action from the various public authorities with powers for education and educational research is required.
- 19.** However, this is not the only reason for cooperation. In some particular cases, the process of decentralization has produced temporary difficulties for the obtention of statistical details, studies or assessments of the whole Spanish educational system. As decentralization of the educational system increases, the need for these studies, facts and assessments also increases. In the long run, the quality of the structures of an educational system will depend to a great extent on this system being open to others, on the resources which they rely on to exchange information, in the same way in which a school depends to a large extent on it being open to the cultural or social ideas that surround it. Against the very homogeneous, esoteric model with little exchange of information of the more traditional educational system, a more heterogeneous and open system is formed, which needs rich and contrasting information to function. A system in which exchange of information is of major importance. Under these new conditions, it is appropriate to establish a stable system for exchange and cooperation between authorities with powers of research and assessment of the educational system.
- 20.** The increase of resources provided for educational research, the availability of the same to teachers of non-university levels, the coordination between authorities and cooperation with international organisations would be a means of limited efficiency if they were not accompanied by a systematic attempt to train researchers in education. Annually, in the special meetings held for educational research by the Ministry of Education and



Science, approximately one hundred researchers participate. In spite of the constant increase in quality, relevance and accuracy of educational research during recent years, there is a unanimous impression that a certain critical threshold in quantitative increases of research products has not produced the major qualitative changes needed. Although there are many encouraging signs which indicate the number of articles or doctoral theses in education, the incorporation of new researchers into the sphere of studies on education is being produced at an insufficient rate for extensive reorganisation of the educational system to be carried out. It is therefore considered correct to introduce training activities for teachers who are to be specially trained in finding out about the different aspects of educational research.

- 21.** Measures for spreading the results and approaches of educational research are also necessary for encouraging research and increasing influence in the educational world. As preliminary training of teachers increasingly includes educational psychology, didactics and the sociology of education their interest in educational research also increases. There are also encouraging signs of a wide increase in social interest with regard to educational themes and the progressive generalisation of a concept of a teaching profession where knowledge of results and problems of educational research plays a leading role. Instead of the simplified concept which tended to regard the teaching-learning process as an immediate transfer of knowledge, values and skills, the general approach increasingly considers this process as a complex interaction, the results of which are measured by the active nature of the interaction, the social and psychological conditions with which they are produced, the previous knowledge, values and skills of students, the didactic procedures used, etc. The teachers as basic agents in this interaction are made more aware of their roots and complexities and increase their demand for results and approaches of research which gives them better understanding of their activity and provides them with the resources to develop it efficiently.
- 22.** The increase in demand towards research should be in line with the distribution efforts made by the research centres and publications of public authorities and other institutions. The traditional way of distributing research through books, articles and research reports must be assisted by others such as debates, seminars and training courses, widely distributed documents among teachers and publications which synthesize results and outlooks of different, closely related areas of educational research practised in the daily activities of teachers.
- 23.** The influence of educational research is difficult to measure by any particular means. In any event, this influence greatly depends on the acceptance of its procedures by teachers, its results, and above all its understanding of critical and rational thought. For educational research to achieve its goal, it is important to it in preliminary teacher training colleges and extend it to those institutions which are involved in their permanent training.
- 24.** With regard to the reorganisation of the educational system, the Ministry of Education and Science proposes a National Educational Research Programme, within the framework of the National Plan of Scientific and





Technical research which is arranged around the same points which have shaped previous considerations. In conjunction and accordance with these conditions, the following are the main points of the proposed Plan:

- a. Progressively increase resources provided for encouragement of educational research, without going too far away from what would be sensible, taking into account the present dimensions of our country, the active research teams and reasonable provisions for growth in future years.
- b. Commitment from the education authorities for educational research in general and not just with specific approaches or methods, trying to stimulate multi-disciplinary teams and researchers.
- c. Support for research work developed in Institutions of Educational Sciences and University Departments and encouragement of communication with Teacher Training Colleges.
- d. Provision of resources for inclusion of educational research in Teacher Training Colleges.
- e. Stimulus to educational research by teams of teachers at different levels of education and progressive involvement of teachers in educational research tasks, who do not teach at university level.
- f. Creation of institutional cooperation mechanisms by the public authorities for research, assessments and studies on the educational system.
- g. Increasing cooperation with other countries and international organisations for educational research.
- h. Organisation of activities and courses for training teachers in difference facets of educational research, within permanent training.
- i. Stimulus of educational research in preliminary teacher training.
- j. Increase in resources for distribution of educational research.

**25.** The area of educational research is very wide and its limits of innovation are frequently spread out. To stimulate it there has to be, at one and the same time, a respect towards existing conditions and resources and a firm commitment to a reorganisation process which should also affect educational research.




## **Chapter XVII: EVALUATION OF THE SYSTEM AND ITS EDUCATIONAL PROCEDURES**

- 1.** For Teaching and learning activities to take place assessment processes are needed. Educational action is not something unplanned, it has a final character. It is always accompanied by actions in which there is a more or less clear awareness of the distance and differences which exist between a situation which has come about and various determined educational objectives or criteria. These actions take into account the difference which even the smallest children are aware of when, for example, they compare the outcome of a practical activity they have done, with the proposed model. Every time differences are established between the provisional results of an activity for solving problems and the unknown elements put forward, or between the comprehension of a text and what it means, assessment processes are being used. To be efficient, educational action should continually correct itself, regulating itself with regard to the differences observed between the proposal which guides it and the subsequent points attained in seeing it through, which go towards or away from this proposal. As with all proposed activity, education is self-regulatory and assessment is a natural part in its own right, of its self-regulating system. It therefore follows that educational processes are not possible without assessment.

### **Characteristics of assessment**


- 2.** In this wide context, assessment is not limited to one single point, one act, but extends throughout the educational process. It is only in this framework of continuous assessment that fixed tests of evaluation make any sense. The student is not the exclusive subject of assessment. It involves, above all, the actual school system as a whole and all the people involved in educational activity. The school system, as a whole, also has general aims and to function, requires an assessment which achieves its ends, which continuously corrects the possible straying from the path of the aims established for it by society. When talking about assessment, therefore,





reference is made both to procedures which verify that the process of teaching and learning serves precise, educational aims and to those which verify that the functioning of the educational system serves general educational ends.

3. These two levels of assessment - that which refers to the educational system and that which refers to educational processes - should not be confused, although they are clearly interrelated. Assessment of how the educational system functions is within the powers and obligations of the education authorities; that of educational processes is, in the first instance, the responsibility of the teachers and children who act as agents of these processes. When there is sufficient guarantee that schools function well, there is less need for educational authorities to resort to external assessment of pupils.
4. The consolidation of a system with decentralised organisation, in which the autonomous Authorities and the schools themselves are greatly involved in creating curriculum syllabuses, must be accompanied by an assessment proposal for this system which will be, at one and the same time, respectful of the responsibilities of schools and educational Authorities and efficient in regulating how the system works as a whole. Also, this regulation must occur without increasing external exams, which could make educational proposals unnatural.
5. In education, the relationship between actual educational processes and assessment processes is inevitably reciprocal. On the one hand, the assessment systems are determined by educational aims and procedures. On the other, they have an influence in the processes and aims of education and contribute to their creation, consolidation and rectification, although sometimes, they can also distort and denaturalize them until they are unrecognizable. The extreme of this distortion happens when “assessment for education” is substituted by “education for assessment”. The possibility of this happening is greater when the exclusively academic, external and selective nature of assessment exams is insisted upon and is practically the only aim of the syllabus. This distortion also tends to occur when assessment is centred exclusively around pupils and even more so, in one single aspect or value they have and not in all valuable, inherent aspects of educational activity.
6. To sum up, educational assessment in general should fulfil the following fundamental requisites in our educational system:
  - 1) Be consistent with the aims and ends of various educational levels and phases of the system considered as a whole.
  - 2) Involve the system and the students, not only the latter.
  - 3) Be continuous, not circumstantial.
  - 4) Welcome the variety of values which different people contribute to the educational community.

- 
- 5) Actively regulate the system and educational processes and not only passively assess or select students.
  - 6) Provide continuous objective and sufficient information, so that regulation of the processes and the system is carried out in an efficient, continuous way.
  - 7) Be completed, in each one of its plans, both by the agents and systems on which this evaluation is exercised and not only by external agents or systems. Pupils must thus learn to assess their own learning. Teachers and schools must be the agents who support assessment of their own activities and the educational Authorities must develop adequate systems to assess how they function.

### **Assessment areas, activities and agents.**

7. As it has been suggested, in reality, assessment consists of a complex collection of activities which only have one aim in common - that of regulating the functioning of the processes and the education system through appreciation of the distance between this functioning and certain norms, criteria and values. Apart from this, these assessment activities can be extraordinarily diverse as far as areas to be assessed goes, agents who undertake them, the ways in which they are checked, the functions they attempt to fulfill, the subjects included and the frameworks of reference which are used.
8. With regard to the areas or subjects of assessment, a fair distinction must be established between the assessment of educational processes of the pupils and assessment of the pupils themselves. This fundamental difference is not always established in educational activity. It should however be noted that, in the broad sense of the word, to assess is to make a valued judgement, and therefore judge within a framework of values. These are values which are subject to certain norms or criteria but which are also, in a deeper sense, social values which pupils have acquired. This is the reason why the self-esteem of the pupils is at play in the processes of evaluation and why evaluation of the educational processes can easily be regarded as what the pupil who participates in them is worth as a person. The number of pupils who get to have a bad self-image of themselves through their education is excessive. To prevent this, one needs to make a fair distinction between the value of a person and the value of the various things a person does. Values should be multiple, not solitary. Educational action should be based on the essential understanding that all individuals are valuable because of their diversity and an educational system should be created which offers training capable of responding to the motivations and aptitudes of all pupils.
9. However, the area of assessment is not limited to pupils and individual educational processes. To know and regulate the functioning of the educational system, it is essential to assess schools in all their complexities: their projects and achievements, their structures and resources, the strength of relationships and activity. The schools



themselves play an important role in this assessment. At the same time, this is one of the main functions of educational inspection. Specific educational programmes, curricular projects and the management and administration of education are also all part of the fields of educational assessment.

- 10.** There are also various assessment agents. Given the educational significance which assessment has for the teaching and learning processes, the use and control of assessment rules by the pupils themselves, for their activity is, in itself, an educational aim of great importance. However, it is clear that the activities of pupils also have to be assessed by the teachers, as part of their jobs to mediate and regulate the educational process. In the same way, it is essential for the correct functioning of schools that they have resources and procedures for self assessment - and this is one of the functions fulfilled by the School Boards - but that they also be evaluated by the Technical Inspection of Education; that is to say, by external agents who may establish useful valuations to correct certain aspects of how schools run, when necessary, assess their situation and conditions in a wider educational framework than that circumscribed to each school on its own etc. To conclude, the processes of self -assessment should be complemented, in each plan in which assessment is carried out, by other external assessment processes. Only a plurality of attitudes and methods may ensure the necessary objectivity and wealth of variety for efficient assessment.
- 11.** Just as there should be a wide variety of assessment and agents, so are the functions that assessment can fulfil quite varied. In virtue of the aims of each educational level or phase, assessment can be predominantly final, going towards qualifying the end of a level and achieving its aims, or it can be more temporary, such as having entry exams to University, at the end of statutory secondary education - which guarantee the possibilities of entry to a higher level or phase to that assessed. Assessment can also have an essentially guiding or mainly selective goal, be prescriptive in its conclusions, or not, and serve to regulate the system and the educational processes or exclusively observe and control them. These functions do not necessarily have to be opposite, although it is sometimes difficult to fulfil them simultaneously. Moreover, the functions assigned to an assessment condition the way in which the latter checks the structures and processes on those carried out. Thus, assessment with functions which are essentially bridging, selective, prescriptive and of control tends to be external and takes place at definite times, rather than internal and continuous, and tends to condition the rhythm and nature of the educational processes to which it refers. The decision to establish assessment of this type is not ineffective, but results in underlining, positively or negatively, the real aims of the educational activity of the level assessed.
- 12.** Assessment activities are enormously varied in both form and content, in close connection with their function. With regard to form, the distinction between quantitative and qualitative, continuous and one off, uniform (that is to say, the same for all pupils or educational institutions) or multiform (different according to educational options, levels of difficulty, etc) is traditional. With regard to contents, i.e. what is assessed, differences are also established between the valuation of facts or instruments, of contents of information or processes (strategies, ways of solving problems, etc). The predominant forms and contents of assessment in the education processes



condition the nature of these processes. For example, the assessments which are limited to valuing the acquisition of information which has not been given tend to encourage educational processes restricted to the accumulation of subjects which contain it.


- 13.** Finally, all assessment refers to an implicit or explicit point of reference which corresponds to criteria of acquisition of the educational aims or the norms which define the population which is assessed. Preoccupation for the quality of education implies an individualisation of educational processes. In the field of assessment, the principle of individualisation has a specific meaning: the framework of reference should not be limited to general rules of the population, nor even to the aims and criteria of the educational system, but should also include individual norms which are restricted to the pupil himself or school and the processes of change. For education to be individualised it is essential for the pupil to become a framework of reference for him or herself and for the teacher to know how to value his or her acquisition for themselves and with certain independence from the standard framework of reference which defines the population to which he or she belongs.
- 14.** Going from the most particular to the most general and from an individual sphere to a collective one, the point of reference to which assessment of the educational system is tied, is increasingly wider and universal. Whilst interdependence of the economical and political areas is stressed, the need for interrelation and accessibility of the educational system is greater. Consequently, international educational organisations are increasingly insisting on the importance of comparative assessment of the educational system of the countries involved. For example, there has been an increase in the importance and influence of comparative assessment studies of educational accomplishment by the International Association for Assessment of Educational Results (I.E.A.) and the interest of the Organisation for Economic Cooperation and Development (O.C.D.E.) and the Educational Research and Innovation Centre (C.E.R.I.) for developing mechanisms of research of various aspects of the quality of education in the member countries. The suppression of economic and employment barriers of E.E.C. countries makes the need for interrelation and comparative assessment of educational systems of the Member States all the more pressing. The demand for fixed and exact assessment does not therefore only arise from social demand for better quality education to exist in our country but also from the international tendency to increase the interrelation between educational systems, guarantee validity of qualifications in other countries, *and form increasingly wider and more competitive economic spheres.*
- 15.** The educational system needs assessment for all these areas and sectors. Any reform of educational organisation, any pedagogically innovative proposal for renewing the school organisation and the education processes, must have a specific design (which outlines how pupils progress throughout the educational system) the determination of its agents, and its contents or points of reference to the exclusion of others. However, the complexity of the educational system is such that at its various levels and in its organisation it needs different types of assessment capable of connecting with one another. Similarly, the complexity of the educational process means that it is unadvisable to limit it to one single method and a few particular agents to carry out assessment. Therefore, assessment checks forms and functions differentiated from each other on different levels



of the educational system, according to the aims and ends established for these levels, the relation with other branches and the evolutionary period of the pupil.

## **Infant Education**

- 16.** In infant education, assessment must be part of the actual educational process and must be part of the continuous impetus of the same. Infant education is the educational level which has the highest demand for individualism. Therefore the main function of assessment consists in adjusting the methodological programmes and resources to the individual characters of each child and determining up to what point educational intentions, which serve as a guide to pedagogic intervention, are achieved or are appropriate. This requires a continuous internal assessment, of a mainly qualitative nature, of the process of teaching and learning. Assessment should form part of this process, guiding it and correcting in such a way that it is possible to find out at any given moment what the material situations are and adequate resources for giving individualised help for obstacles to be got around and education to continue.
- 17.** Due to the importance of the evolutionary development of children during the years corresponding to infant education, more than anything else, it is important at this level to give children a positive vision of themselves, providing them with basic confidence in what they can do. It is important that children progressively learn to distinguish between basic affection of adults. It may be their role to control the children's activities and learning, which may lead to constructive corrections but which does not imply a questioning of this basic affection and trust. Throughout educational activity, assessment should be strictly and continuously related to practical activity of the children and should unfold, even more than at other levels, multiple values, teaching children to positively respect and value variety among people and the positive aspects of others and their activity.
- 18.** The development of basic resources of self-assessment is an important aim of infant education. This aim is carried out by suggesting definite aims to the child, which are within reach and significant, to present him or her with clear signs of the results of his or her actions in order to provide him or her with the necessary resources to let him or her appreciate the existing differences between achievements and aims. During the evolutionary period of infant education, becoming conscious of the existence of a moderate discrepancy between one and the other is a factor which powerfully activates the development of the child. Therefore, disjointed actions or those exempt from clear goals for the child do not make a model for infant education. Even with basic acquisition of knowledge, adults who teach the child contribute, and should do so, filling their activities with significance and purpose, proposing definite intentions for their actions and developing their abilities of proposing them to themselves.
- 19.** One of the first functions of assessment is for the teacher to know the child who arrives at school for the first time. This initial assessment in infant education differs with respect to that at other educational levels, since the




possibility of being guided by systematic information of the learning process which were present at an earlier stage in the educational history of the child does not exist. When the child first goes to school, the teacher's main source of information is that which the parents give him or her in their first meeting. This information must include, clearly and precisely, as many aspects of the personal history and most relevant characteristics of the development of the child as possible, as well as those others which refer to his/her daily life: routines, customs, relationships, affection, most prevalent difficulties, etc. The information given at the preliminary meeting should be complemented by direct observation by the teachers, of how the child adapts to the new context of his or her life: relationship with adults and with other children, with new spaces and objects, behaviour towards new situations and strategies when confronted with problems, etc.

- 20.** After this initial period, educational assessment is an indispensable part of the educational process; it allows for continuous readjustment of activities, strategies, assistance and objectives used in infant education. Observation of the child in normal situations (games, eating, etc) can be used for this, and in his or her doing certain tasks, in personal exchanges of an educational nature or in the tasks especially designed to obtain information on aspects of his or her behaviour.
- 21.** The impetus and flexibility of development during the evolutionary period which infant education is, must go together with an evaluating attitude which avoids premature or excessive establishment of concepts about the children and what they can do. The use of labels, marks or streaming may be damaging, especially if it leads to a static perception which ends up determining the image that the children have of themselves. The assessment categories must involve a qualitative analysis of the child's individuality, essentially obtained by constant observation.
- 22.** Parents play a fundamental role in the assessment process of infant education. This does not only serve to continuously correct educational activity carried out in school, but should also guide educational activity of the family. Moreover, assessment is not conceived as an exclusive result of observation and analysis by the teachers, but is more a product of a continuous dialogue between them and the parents. Complementing the observations made by teachers in school with those made at home means that coherent and efficient educational plans can be made, experiences and educational proposals can be exchanged, encouraging relationships between family and school and obtaining a more objective and complete vision of the child.

## **Primary Education**

- 23.** For there to be an easy transition and adaptation from infant education to this level it would seem advisable for a detailed report to be made on the most obvious characteristics of behaviour, habits, interaction, motivations






and norms acquired by the child who goes from infant education to primary education. This report should not be limited to children who may have special educational needs, but should suggest the particular educational needs of each child who goes through this transition, without predetermining evaluation which primary teachers make later, based on their actual educational performance.

- 24.** In the same way as a continuity should exist without gaps between educational aims and procedures at infant levels and those of the first phases of primary education this continuity should also be present in assessment guidelines. Throughout primary education and especially in its first phase, assessment should be part of the actual process of teaching and learning and should in no way be confined to isolated situations. The internal, continuous and essential qualitative nature of assessment must be maintained throughout primary level and should also preserve its main function of regulation and guidance of educational activity. Moreover the need to teach children to value each other, respecting differences and to assess their own actions and behaviour is made increasingly more obvious in primary education.
- 25.** The various types of subjects included in the primary curriculum need various forms of assessment. At this level it is especially important for there to be an adequate and careful assessment of the child's acquisition of basic instruments of linguistic and logical-mathematical representation and operation (reading, writing, elementary mathematics and basic notions for understanding the social and natural world) However, in a more general sense and throughout primary education, it is necessary to employ different forms of assessing the functioning of things learnt with reference to actions, concepts, principles, procedures, attitudes, values and norms.
- 26.** Frequent exchange of information with the child and his or her parents about learning activities, rules of behaviour, attitudes and values, motivations and interests, is a relevant part of the assessment process in primary education. This exchange should not only be conceived in terms of transmitting information about the "results" of assessment, but also in a wider sense, as a necessary resort for assessment itself and regulation of educational activity and better understanding of these rules, values, attitudes and motivations.
- 27.** Logically, the assessment of the education process is not limited to being registered, summarised and codified on a paper qualification, it is more of a dynamic process and qualitative observation, analysis, comprehension, regulation and exchange of information. This concept of assessment implies two requisites: on the one hand, the need to dedicate sufficient time to assessment activities, on the other, the need for educational agents to maintain an open attitude to observation, recognition and valuation of changes in each child and removed from the tendency to carry out premature classifications, especially when these limit the expectations for the pupil's possibilities.
- 28.** The systematic collection of facts of varying types is necessary for a continuous and essentially qualitative assessment. Systematic observation (progress reports, registering of facts, personal file on child, etc), analysis






of what the pupils do and their way of doing it, exams (oral, written, graphic, individual and collective) and interviews and observation of how children behave in less formal situations (debates, games, excursions, etc) are important sources of information.

- 29.** Active involvement of girls and boys in phases of learning processes which have a clearer assessment significance, together with valuations by teachers of their progress and difficulties, not only encourages a more extensive and comprehensive qualitative assessment, but is also, in its own right, an important educational aim of primary education. The pupil must not be a passive subject of assessment - active involvement must be encouraged by means of both self-assessment and analysis, by teacher and pupil, of work done.
- 30.** As with infant education, the teacher of primary education should try to carefully distinguish between the assessment of learning and educational processes from overall valuing of the pupil as such. Whilst primary education pupils are more conscious of the differences between what they can do and their goals and have accepted the social values assigned to academic accomplishment more than younger children, they are also more aware of changes in self-esteem which can be produced by the educational processes which increasingly demand more attention, more intellectual capacity and a more determined effort. The valuation of different positive aspects, of the values which each student has in particular, of wider values than those limited to academic work, all go together in a fundamental demand for primary education, because the diminishing of student's confidence in their own possibilities can lead to the actual limiting of these same possibilities.
- 31.** The need to place assessment activities into contexts of confidence and stress the positive values of all the pupils should not be confused with the use of subjective, non-critical or blindly acquiescent assessment guidelines. On the contrary, the objective valuation of activities, behaviour and attitudes of the child is a necessary understanding so that the latter can regulate his or her learning, so that definite and realistic goals are proposed and the necessary resources to overcome difficulties are found. But the latter should not be formed into nuclei and become the only criteria for the processes of assessment and self appreciation.
- 32.** At the end of each primary educational phase, and as a result of the continuous processes of assessment, a valuation of educational achievements of each student will be established and their rules of conduct, attitudes, work habits, forms of school interaction and integration. In particular, it is necessary to value the acquisitions of the student with regard to curriculum contents: abilities relating to knowledge of facts and principles, abilities relating to procedures, and attitudes with respect to norms and values. Apart from the codes suitably established for the summarising of this information, valuation should be accompanied by comments and observations which help regulate the educational activity after the phase has finished.
- 33.** Given the compulsory and comprehensive nature of primary education, assessment has to be continuous and orientative at this level, rather than prescriptive and selective, and has to be carried out by the teachers






themselves. At primary level, the educational responsibility of each group of pupils tends to fall to one single teacher -especially in the first phase- or to a very reduced group of teachers. This helps interrelate teaching with the tutorials, and therefore, to carry out very individualised assessment which presupposes a detailed knowledge of the pupils. This knowledge should be made into assessment of a global nature which, without losing its integrated character, will be progressively distinguished into areas in the second and third phase.

- 34.** Assessment, above all that relating to the level of acquisition by pupils of the aims of each phase, is related to guiding and deciding about going from one phase to another. Education Authorities will create criteria for this advancement and models of assessment, concerning themselves from the start with making sure that repetition or a pupil staying on for another year in the same class is an exceptional occurrence, after using other resources and solutions for children with low school records, and only using it when reasonable guarantees exist that it could be part of an effective solution for the difficulties the child has. Although repetition at the end of a statutory educational phase is exceptionally allowed (i.e. in one of the classes in statutory primary or secondary level), no more than two repetitions for both these levels may take place.
- 35.** At obligatory levels of education, repetition is only advisable when the rhythm of maturity and the development of pupils shows a need for a longer period for the achievement of the proposed aims. In many other cases, when these aims are not achieved, other solutions may be better, such as curriculum modification or extra lessons, but not repetition. Assessment of pupils in primary education is, in fact, not so much a case of advance or repetition but one of guidance, reinforcement of ideas or insufficiently gained skills and the necessary individual curriculum modification.
- 36.** Primary schools will authorize the achievement of aims of this stage by the pupils so that they can go on to secondary education. This authorisation will be accompanied by an exact and complete valuation of the level of aims achieved in primary education, as well as guidelines to help the children move up to statutory secondary education and to assist the teacher at that level. This valuation which is mainly for guidance, cannot be limited to general qualifications, but should be an individual description of what each child has achieved and his/her main educational needs. Given the comprehensive nature of secondary education there is no need for a certificate to exist and conclusion of primary education is enough to guarantee a child's move on up to a higher level.

### **Statutory Secondary Education**

- 37.** The comprehensive and statutory nature of the first stage of secondary education also determines the function and ways of assessing it. Identification, disclosure, guidance and motivation continue to be predominant. The






function of guidance, throughout this stage is particularly important. Although the basic function of assessment is the teacher's job - as at other stages of education - close cooperation between them and advisory departments is needed.

- 38.** Assessment of secondary education must be continuous and carried out with a view to regulating the processes of teaching and learning, modifying - when necessary- plans which are designed by the teachers, to introduce specific correction mechanisms into educational processes, programme definite plans for extra classes of pupils or groups who need it, decide on tutorial actions, think up ways of working with parents, guide pupils in their activities, ways of working and behaving, decision on curriculum choices, etc. To fulfil these functions, assessment cannot and should not be limited to the correction of tests carried out in certain situations, but needs systematic revision of teaching and educational processes, dialogue with pupils and reflection on conflicts and difficulties.
- 39.** Assessment of the statutory secondary education pupil must be complete and a product of joint opinions of teachers on review panels or teams, with tutors and careers advisory departments. This overall character of assessment does not prevent it from being specific and separated into areas of knowledge or abilities. The presence of various teachers working with the same group of pupils lends great importance to the establishment of assessment sessions in secondary education. These sessions will be sufficiently frequent for assessment to adequately fulfil its guiding role. During these sessions teachers will contribute information they have previously collected and an exchange of opinions will take place.
- 40.** In order for assessment to fulfil its role as a guide and positive mechanism for regulating learning it is necessary for secondary education students to actively participate, being progressively capable of self-assessment and objectively co-evaluating their activities and attitudes. In some cases it would be a good idea to introduce ways in which they can actively participate in joint sessions of assessing learning, behaviour rules, attitudes, values and norms etc. Moreover, assessment as a guide must also determine a way of informing pupils about the results of their school activity. It is absolutely essential that this information is not limited to class marks, nor centred exclusively around the results of things the students do. It must include comments on processes through which educational activities are made, on mistakes made and the way in which to overcome them, on the habits and attitudes of students.
- 41.** During the period of growth which normally occurs during the secondary educational stage (12-16) the perception that young people have of themselves becomes of major importance in defining their personality and behaviour. This perception continues to depend a lot on the information they receive of the social environment close to them. Therefore, the responsibility of teachers, tutors and staff who guide them is far higher as regards ways of informing them of things potentially related to self-esteem.
- 42.** In general terms, it is important that pupils at this age are valued not only with reference to what is normal for their age group and school year but also, and above all, with regard to their own codes, i.e. how they change,





advance and achieve. The whole didactic model and aims of statutory comprehensive secondary education is based upon the idea of the value of diversity and the possibility of responding to motivations, aptitudes and attitudes which are increasingly varied in the same class.

- 43.** At the end of statutory secondary education, pupils who have achieved the educational aims of this stage, in their different areas of subjects, will obtain the right qualification to go on to do Bachillerato and modules at level two of technical-professional education. The Ministry of Education and Science, in close cooperation with all the educational Authorities will establish special mechanisms to help those pupils who do not complete their statutory schooling (which can be prolonged up to eighteen years of age, if the two possible repetitions take place) with the qualification which guarantees the achievement of aims at this level, which can be gained through similar procedures to those allowed for adults, in general. At any rate, statutory secondary education must make its temporary function compatible with its final one. That is to say, apart from preparing later studies it must prepare all young people to find out about the ways in which to get a job and have the general skills that numerous occupations at level one qualification require.
- 44.** However, it has to be admitted that there may be youngsters who do not obtain the certificate at the end of statutory secondary education nor have the basic knowledge for the first level qualification. The design of specific educational programmes for these youngsters, particularly those on the fringes of society and unemployed, must be the principal objective of the Education Authorities. In many cases, occupation training programmes and other, non-official training programmes may offer these students possibilities of integration into the working world and even help them to develop sufficiently to obtain the secondary education certificate. The people who have the greatest difficulties with staying at school to get basic aims of statutory schooling need programmes which are the first example of application of the so-called Social Guarantee, that the E.E.C. considers necessary for all Member States and the objective of which is to make sure that all youngsters at least achieve the first level of professional qualifications.
- 45.** On finishing statutory secondary education, all pupils will receive a certificate which will state all the courses studied, and give an idea on how best to continue their education. The certificate will not only be given to pupils who obtain the right results, but also to those who have not achieved the aims of statutory secondary education and are incapable of doing so, in spite of repetitions. In the certificate of these pupils the number of years of study must be specified, the levels of education obtained and guidelines for the future, with special emphasis on those which will help pupils to obtain the right qualification at the end of statutory secondary education.

### **Special Educational Needs**


- 46.** In the primary and secondary stages of statutory education assessment processes for children with special needs integrated into mainstream schools deserve special attention. The individualised, continuous, guiding and



educational character which assessment must have throughout school is necessary for the educational processes of all pupils but it is all the more so for those who need extensive curriculum modification. Assessment of these pupils only becomes significant with a framework based on respect for differences and in contexts of wider valuation than those which exclusively refer to academic skills and intellectual powers.

- 47.** Assessment should provide appropriate information to progressively adapt pedagogic assistance to the characteristics of these pupils, and to determine up to what point educational intention guided by assessment is fulfilled. To fulfil these functions assessment should refer to both characteristics of pupils (and especially to studies and knowledge he/she has on beginning new classes), and to educational processes of a dynamic nature, which changes these initial characteristics. In the case of the pupils with special needs, valuation of the pupils own characteristics should also especially avoid being tied to stereotypes which inadequately limit expectations and educational action.
- 48.** Therefore the realistic and objective determination of physical or mental limitations which could condition learning, should also be accompanied by an objective definition of those aspects of the pupil or environment which may be used to compensate, at least partially, for these limitations: for example, a limited intellectual capacity can be compensated for to a certain extent by a bigger effort from the pupil, more help from the teacher or classmates, more time for learning, the definition of more detailed steps at the same age or phase which may be used as a term of comparison. The criteria for advance should be adapted to the educational possibilities of each pupil with special needs and the curriculum modifications taken by him/her, avoiding closed, standard proposals which would prevent the option of a comprehensive curriculum which is open to diversity.
- 49.** The adaptation of assessment and advancement criteria to the educational possibilities of pupils with special needs should be guided by the following principle: the contents and objectives of a more general character should only be changed once resorting to adapting procedures, educational strategies and more specific definite criteria have been exhausted. The general aims of areas and phases should not be changed, (nor the areas themselves) unless it is absolutely definite that the solution to special needs cannot be found by making smaller changes to didactic methodology, blocks of subjects and more precise final criteria.
- 50.** Throughout statutory education pupils with special needs should only stay an extra year within a phase if it may be beneficial for later studies. At the same time, it should be taken into consideration that there is a risk involved in changing classmates if repetition occurs and this could be damaging to the social (not only academic) aims of integration. There are sometimes cases in which the impetus development through repetition of a class by a student can be recommended, but this should be considered completely exceptional for these pupils.
- 51.** The majority of them demand assessment criteria more centred upon the final function of this type of education than those of transitional or propaedeutical purpose. This change of emphasis to final functions of statutory






education has to be reflected in the criteria and, when necessary, in the assessment guidelines applied to the educational processes of the pupils involved.

- 52.** Assessment of pupils with special needs requires the concentrated efforts of the teachers with support teachers, tutors, specialists, advisory departments, and at times, multi-professional teams and families. If this cooperation takes place the teachers will be able to obtain the necessary information and facts to carry out an assessment like that which education processes of these pupils demand; an assessment which stresses guidance and training, like that of all pupils throughout statutory education.

### **Specific Vocational Training**

- 53.** Although the guiding, continuous and educational nature of assessment is inherent in all further education, both for technical-professional education and for Bachillerato, there is a demand for proof from the pupils, of the necessary knowledge, skills and techniques to become qualified either for immediate incorporation into the working world or for university entrance.
- 54.** Specific technical vocational education has a clearly final character. Studying it successfully prepares the student for the obtention of a qualification which lets him/her carry out a profession. This qualification can only be given to students who have shown that they are really competent and capable of doing a profession. Whatever type of assessment is used for those skills required for the profession, proof of them must be centred not so much upon academic knowledge but on having the techniques and necessary information to be given a professional qualification.
- 55.** The connection between the technical-professional educational system and the working world needs the development of a system of professional certificates which link the professional skills acquired with the demands of the productive system. This necessitates a rearrangement of professional education and its organisation into more flexible modules adapted to the working world than those of the branches of previous professional training. It also requires the development of assessment models and qualification systems which are closer to the specific professional activities of the working world.

Owing to the mainly professional nature of modules and their role in professional qualification of workers, in the context of a policy of adult training, it is necessary for there to be different entry conditions to colleges, and for them not to be strictly linked to levels and aims achieved in the educational system. Entrance requirements,




other than academic ones, will be suitably established for each module and will include an exam which would not have to deal with subjects which had been previously academically tested.

- 56.** The exam will have to guarantee a certain level of general education (especially in terms of linguistic abilities, reasoning, and when necessary, calculus) and a level of basic professional education sufficient for the person for whom the exam is designed to successfully complete specific training of the module. Each professional module will specify what knowledge, aptitudes and skills must be included in the entry exam.
- 57.** Throughout technical-professional education, assessment procedures must interlink with the professionalizing model proposed for this type of education. In this model the essential educational elements are situated in the area of general education, in their statutory and further education levels, whilst professional qualification is reserved above all, for modules of short periods and a very specific nature. This does not mean to say that in general education final elements, related to the professional world are not included nor that technical-professional education does not include general educational contents. But the accent is clearly on professionalizing aspects of technical-professional education. The professional modules, thus designed, serve as bridges between the educational system and the working world and should be understood from a mainly professionalizing perspective. Consequently, the main aim of continual assessment procedures should be to detect and regulate possession of skills, techniques, knowledge and aptitudes which are directly relevant to professional life.

## **Bachillerato**

- 58.** Assessment of the different types of Bachillerato must take into account, at the same time, a double function which matches the double function that Bachillerato has: educational and final, on the one hand, but also preparatory and propaedeutical for University and for professional modules. It is appropriate to establish a net difference between assessment guidelines which are to be made for one or other function and also to separate the corresponding systems of guarantee. That is to say, Bachillerato should be assessed continuously, internally and educationally by the teachers of this level, and the title of Bachillerato should or should not be subjected to these assessments. But there is also wide agreement about the need to regulate University entrance through an external exam, which students who have previously obtained the Bachillerato qualification can take.
- 59.** The definition of a system which is right for assessing students and their work in Bachillerato is, at present, a major concern of education Authorities in the main developed countries. In the majority of these countries, on generalising previous educational levels and decreasing their selective function, Bachillerato becomes an academic filter for University entrance. At the same time, it is increasingly obvious that Bachillerato should not






only fulfil this transitional, and to a certain extent selective, role but also a more direct function to prepare people for an active life and the working world. The same process which has led to the education becoming universal and to the extension of statutory education to the whole population has created the growing demand for the Bachillerato qualification for many jobs and consequently the need for arranging the Bachillerato curriculum and its assessment to fit in with this final end.

60. The educational and continuous nature proposed for assessment at previous levels, has to be extended to Bachillerato in such a way that educational and learning processes can be regulated and directed and are contained within a framework of values which are wider than exclusively academic ones. In spite of the stress on aims of an intellectual and academic nature, there is still a need in Bachillerato to respect the acquisition of attitudes, habits and values which belong to this educational level. The integrated and coherent character of assessment in the different subjects should be a reflection of the dialogue and exchange of information in seminars and teams of teachers, on staff panels, and between the latter and the advisory departments.
61. The Bachillerato qualification involves the development of the minimum aim established for Bachillerato as a whole and for the one the student has studied. The type of Bachillerato is mentioned in the qualification and with it one can go on to take all level three modules of Technical Professional Education or go to University.

### **University Entrance**

62. The existence of some type of external assessment for academically regulating university entrance is justified for various reasons:
  1. A general entrance exam would be necessary to guarantee the level of education required for successfully taking university studies.
  2. Also, the general, external exam, can provide a correction mechanism for the differences in assessment regulations which have been made by the schools and which can lessen the equality of opportunities of the students for university entrance.
  3. Finally, because this will be the only complete exam, external and general for the whole educational system, after a series of educational levels and phases which have lasted at least 12 years. Such an exam is suitable for assessing the educational system as a whole and not only for assessing students. This assessment mechanism with a common structure is made all the more necessary in a more decentralized education system than the present one, in which curriculum initiative will be distributed between education Authorities and the schools themselves.

- 
- 63.** Having established that an external and complete assessment is needed for University entrance, one needs to establish what objectives should exist for this exam. Its main aim is to determine what point of development Bachillerato students have reached on finishing Bachillerato. Therefore, the University entrance exams should fulfil the following conditions: 1) Evaluate the academic maturity of students, especially understood in terms of their ability to organise, integrate, analyse and combine information, to resolve problems applying new skills and acquired knowledge and to obtain knowledge from an efficient use of plans and thought patterns. In short, the exams must require the use of strategies for creating and thinking more than knowing things by heart, in a disjointed fashion. 2) at the same time, the exams must also value the skills and knowledge which are relatively connected to the range of university studies which the student wishes to take later.
- 64.** The option to concentrate on assessing how problems are resolved, and ability to analyse and think about new materials, instead of assessing what students remember of acquired knowledge does not mean to say that the knowledge students have acquired in Bachillerato is of no interest. Indeed, analysis, creation and solution of problems can only be made and can only be significant if they are related to certain knowledge and subjects which in this case are those which have been obtained during Bachillerato.


This option also has the advantage of neither negatively nor positively determining what rate of learning and what strategies are used in Bachillerato, as long as they are technically appropriate. The superficial and pressurized progress through a syllabus may be disadvantageous for the preparation of exams which require working things out and thinking and resolving problems which are related to the subjects of the different types of Bachillerato.

- 65.** The entrance exam does not presume to be the final examination for what students know in all subjects taken during Bachillerato, since this would aim this educational level exclusively at University. The manifold and flexible offer of Bachillerato must allow those students who wish to continue education in professional modules to be able to organise their studies towards them without being conditioned by a later University entrance exam.
- 66.** University entrance exams must have a common structure, preventing differences in opportunities from existing, which could happen if they only depended on the criteria and assessment guidelines of each particular University. The basic aims of the University entrance exams -valuation of development and skills especially related to later University studies - will be organised into two distinct parts:

1. Assessment of students' academic development according to the following criteria of reference:

- a) Basic knowledge of main, common core subjects of Bachillerato, especially those of a general and useful nature.



- 
- b) Ability to analyse and reproduce the main contents of these subjects.
  - c) General ability to consider these contents separately, to analyse them and combine them.
  - d) Acquisition of basic self-learning skills and knowledge of the rudiments of scientific methods in the curriculum subjects.
  - e) Ability to identify and resolve various problems, to combine information coming from various sources and in general, to reproduce information.
2. Evaluation of activities and knowledge developed in secondary education and more closely linked to the university studies which the student wishes to take. This necessitates the organisation of evaluation into groups of university studies, according to the different types of Bachillerato.

**67.** Final qualifications for University entrance will be obtained as a result of the exam, already described, and continuous, internal assessment made by the Bachillerato schools.


Passing the final qualifications gives the student priority in choosing university degrees included in the appropriate group, and also allows him or her to take any degree in other groups.

**68.** To ensure that university entrance exams are relevant for the university studies, and the exams are coherent with Bachillerato studies, assessment commissions of University entrance will be composed by teachers of the two levels.

### **Assessment mechanisms of the system.**

**69.** Although University entrance exams are a valuable means of assessing the educational system, they only have a complementary value for this assessment. The assessment of students through external or internal exams is important for evaluating the educational system as a whole, but is not by any means the only way that the system can and should have for self-regulation and for determining how its ends and aims can be achieved.

**70.** There are numerous reasons why appropriate and stable assessment mechanisms of the educational system should be established: education authorities need precise information about the conditions of the system at all times so that they can take the necessary decisions for its organisation and management; they must also make sure that the aims of each educational level and phase are fulfilled. Planning education can only be based on



a detailed knowledge of the educational situation in the different areas and sectors. Schools need to assess how they function so that they can control what they do and it is also the right of families and the duty of educational Authorities to be aware of how schools function. Knowing how the educational system works as a whole and what education Authorities do is also a social right. As decentralisation of educational management increases and the self-government of autonomous Authorities, schools and educational agents is consolidated, the need for an assessment system which can provide precise, permanent and continuous information becomes more urgent.

- 71.** In the first place, assessment of the educational system must refer to the educational authority itself. It should also refer to schools, and educational services and programmes and to the educational agents, that is to say, to the teachers and pupils who participate in the teaching and learning processes. In spite of the enormous complexity of the educational system, this assessment must be, whenever possible, whole, and not be limited to the effects or results of the educational processes, but also to how the latter are carried out, the contexts in which they are situated, the significances and aims they have and sometimes the dynamic structures and processes which change material resources and human effort into educational effects and results which can be assessed.
- 72.** The Organic Law of the Right to Education, by developing article 27 of the Constitution, has already established mechanisms for the global assessment of the educational system and fulfilment of its ends, as well as evaluating the functioning and efficiency of educational Authorities. The State School Board and the respective Boards of the Autonomous Communities with educational powers have, among others, these assessment functions. To these can be added others of counselling which gives rise to better regulation of how the system works and provides important correction mechanisms for possible malfunctions of educational authorities.
- 73.** The progressive decentralisation of education in this country, a result of constitutional mandate and guidelines for innovation and reform established in the new organisation of the educational system, reinforces the powers of the Autonomous Communities and schools to define syllabuses. This process is essential for ensuring that authorities and schools work together, a requirement for a qualitative improvement in education. At the same time this guarantees the amount of autonomy that teachers and schools, as the responsible entities who play the main part in educational action, need so that they can provide quality education. It also means that educational processes can be better adapted to motivations, contexts and needs of the students. The system which arises from the new organisation will, without a doubt, be more diverse, richer in alternatives, more adaptable to different social and cultural conditions, than the present system. It is, however, important that the system retains the sufficient coherence to guarantee the right to choose a school, the possibility for pupils to change schools or go from one Autonomous Community to another without their educational possibilities deteriorating to any great extent, and without the minimum aims established for the educational system as a whole not being fulfilled.
- 74.** Under these conditions, the need to establish effective mechanisms for exchanging information on the educational system and assessment of how it functions acquires the utmost importance. Such mechanisms must



mean that the functioning of the system can be regulated, whilst respecting the powers of the Autonomous Communities at the same time. Demand for both coherence and decentralisation of the system can only take place if a much more effective, non-educational and detailed assessment of the system than that which exists at the moment is assured.

**75.** To achieve this aim, it has been considered necessary for an Institute of Research and Educational Assessment to be founded which will involve the Autonomous Communities and which will be assisted by inspection services, by specialists in the field of assessment of the Educational System and teachers of the different levels of the same, aiming to develop the following functions within this field:


1. Propose models of assessment criteria and instruments which can be applied to the different levels, phases, areas and disciplines of the educational system.
2. Advise education Authorities on assessment criteria and guidelines.
3. Develop assessment procedures applicable to schools.
4. Encourage and develop assessment studies of the educational system, as requested by the education authorities.

The Institute of Educational Research and Assessment will have an advisory character, and its powers will be limited to proposing assessment studies and models, carrying out assessments which the authorities have requested, advising the latter on coordinating with the results of the assessments made and providing schools and teachers with the efficient and technically correct resources of assessment.

**76.** Assessment of the educational system, and more specifically of schools, would not be possible without the active involvement of technical inspection of education. The evaluative function of inspection, described in another chapter, has its own characteristics: it involves a detailed qualitative analysis of school conditions. It demands relatively frequent and thorough observation of schools, and counselling to regulate how they function. Therefore, it is not an external assessment in any strict sense, but requires a sustained relationship between inspectors and schools, detailed knowledge of how situations in the latter develop. The development of this main function of technical inspection needs a considerable increase in human resources, since inspectors can only have detailed knowledge of schools when the number they inspect is not too excessive for them to do so.

**77.** The schools must use assessment mechanisms to adequately regulate their actions. The Institute of Educational Research and Assessment will also have to develop procedures and instruments for self-assessment of schools, which may serve as models to complement the assessments made by inspection or by external agents. The Ministry of Education and Science will stimulate the creation and development of these instruments.

**78.** The assessment of schools should seek to have the same continuous, self-regulating and educational character that assessment of the educational processes should have in general. This assessment should be based on



systematic observations on student numbers, teaching staff, functioning of pedagogic teams and government bodies, coherence and precision of educational projects, grade of participation of the sectors involved in the school community, possession and use of material resources and didactic means, actual teaching activities or complementary activities, level of training and suitability of teachers, extent of successful educational aims, etc. This wide collection of values is related to the “output” of the students, but assessment of schools cannot be reduced to this single aspect.

- 79.** Apart from the more internal, self-regulating and continuous assessment of schools, knowledge of how the educational system works requires a more external, collective valuation method. Until an effective method of this type has become general, the Ministry of Education and Science, in its managing role, will encourage schools to participate voluntarily in assessment processes, guaranteeing the benefit and usefulness of these processes for the schools which participate.
- 80.** Assessment of the quality of the educational system needs for there to be studies on representative sectors of students, teachers and schools. At present these are the responsibility of the Centre for Educational Research and Documentation. The creation of the Institute of Educational Research and Assessment, will increase coordination and resources required by these studies. This Institute will also be responsible for assessing the whole process of development of the educational reform.







## Chapter XVIII: INNOVATION AND EXPERIMENTATION

1. The change envisaged by this reform project can only be understood if it based around the experimental and innovative educational reforms that have gone before it and which give it meaning. Moreover, this change is not intended to establish an immutable system, fixed for eternity, but one which is open to future processes of innovation and experimentation. The history and process of educational change does not begin nor end with the reform which is proposed and undertaken at this juncture. This reform will be workable and realistic according to how it fits in with the educational reality of the country, its school traditions, its teachers, schools but also, and above all, in the reality of the reorganisation which takes place in the educational field, in an attempt to extract the best of all the existing personal and material resources.
2. The projected reform does not intend to create an immobile situation in the educational system based on the experimental reforms which have taken place and the processes of pedagogic reorganisation in progress, but on the contrary, is designed to multiply their innovating potential. The new organisation and shaping of the system, far from being rigid, must encourage curriculum development, improvement in educational quality and even the future modifications of this same organisation. All this must occur without the necessity to rely upon general, periodic or short-term reforms. The application of the reform during the next few years will, without a doubt, introduce an acceleration in the movement of change. This movement must continue after the reform is seen to be established, at a different rate.


In the following pages some of the conditions and implications which are needed for an effective and certain innovation, both during the period of progressive introduction of the reform and the later period, are analysed. In particular, some processes which are found in innovation and which go into detail about some of the commitments the educational Authorities have to accept for the reform to become a reality, open to its own improvement, are examined. Educational experimentation, which the new organisation of the system must not stop, only redirect at a different level, is considered in the context of innovation processes.



## Processes which contribute to the change

3. Education experience and research have demonstrated the enormous complexity of changes brought about in schools. Neither mere structural changes, changes in school organisation nor willingness and efforts from teachers are enough in themselves for real changes to be made to educational activities. The two simple methods which were trusted a couple of decades ago - reducing the "ratio" of teacher/pupils, curriculum reforms or increasing didactic methods in schools, albeit necessary, have been unable on their own, to achieve the desired aims. The proposals for educational reorganisation will only achieve its ends if the various factors capable of producing change in the real processes of teaching and learning can be combined.
4. Educational change has been introduced in other countries and also in ours, under different themes, such as the quality of education, or its improvement or educational innovation. These themes, maybe precisely because of their general nature, tend to provoke wide agreement within the educational community, between groups or sectors of the same, which, otherwise disagree on how to go about them precisely. It is therefore necessary to clarify what is meant by innovation, quality and improvement of education so that the proposed goals at all times in the history of the educational system can be discussed, and the agreements and disagreements with regard to them can be specified. It is also necessary to stress what processes can be trusted for the achievement of these goals.
5. The actual contents of what is understood to be quality in education have been expressed in a previous chapter. Improvement and innovation in education will therefore consist of processes leading to the achievement of higher levels in quality. The main factors which contribute to these processes are expressed and developed throughout this chapter. They are the selection and training of teachers, technical inspection, educational guidance and support from educational psychologists, assessment and research. With regard to them all, the education Authorities have an essential part to play. Their role has been explained, on each occasion, in the appropriate chapter. However, it is now worthwhile reflecting in a more general manner upon the way in which these factors interact to improve education, and also how the education Authorities are involved in this interaction.
6. Educational innovation is usually considered as a positive deed in itself. This is not a simple consideration, derived from unconditional admiration towards what is new, just because it is so. It mainly comes from being familiar with the changing character of human society and the accelerated rhythm with which this change has been produced in our age. The need for educational change is mainly determined by intense social change. However, the need for educational innovation does not justify any innovation, it does not mean to say that any innovating action will be right. Innovations have to be introduced into an educational system with great care, taking note of trial and experimentation procedures, to prove their functional or unfunctional value in respect of social needs.



- 
7. The debate on educational reform, mainly throughout the phase opened by the publication, in June 1987, of “Project for the Reform of Education”, by the Ministry of Education and Science, has definitely contributed to establishing several guidelines widely agreed upon, if not unanimous, towards desirable innovations and improvements in our educational system. In the said Project, the Ministry of Education and Science made its main options about educational reform explicit, options which, as a consequence, have been able to be discussed before being effectively undertaken. It is also appropriate that the education Authorities state their intentions and proposals for later reorganisation and innovation in the future. This is the same for the debate on the document of Basic Curriculum Design, formed by the Ministry of Education and Science, which will contribute to the innovation and development of the curriculum, and it is hoped that general agreement over the curricular framework and basic syllabus will be formed.

The more extensive educational reforms are, the more they are produced at spaced out rates. From the point of view of political willingness capable of carrying them out, a general agreement is needed and a continuous effort within the education community and within society, an agreement which transcends the occasional turning point of a certain parliamentary majority and corresponding executive power in a legislative. Also, the co-responsibility of the different Authorities, like the Ministry of Education and Science and the Autonomous Communities with powers, force the adoption of wide and varied points of view, not particular to one political Party, based on the agreement by the vast majority of citizens as to what they want for the school.

8. Social dialogue and discussion about the goals and aims of educational reform and new syllabuses should be open, without acting as an obstacle for necessary decision-making at the right time. The different documents which the Ministry of Education and Science have presented and are presenting to the educational community and public opinion, mainly this White Paper on education and the Basic Curriculum Design, are the instruments to be used for the consideration of these aims and, therefore, for the answer to certain crucial questions like: Why educate? What type of citizen does basic education seek to create? How is the educational system going to reflect the ideological pluralism and axiology of our society? and also: How should we educate? By what procedures, techniques, methods? How can educational processes be improved and thereby improve our schools?
9. The processes which lead to the achievement of the aims of quality and improvement of education are complex. In past decades it has been too readily believed that lineal propagation of innovations works, trusting that spreading the results of research and generalising measures of curricular development, undertaken by some high, central institution or other, could easily reach the basic levels and peripheries of the educational system simply by being applied. This simple representation of distribution of educational innovations has to be discarded. It is true that some processes fit into this scheme of simple circulation of exemplary experiences, or of applying basic research into school practices. But the major part of educational innovations, of practices which effectively contribute to the improvement in the quality of education do not belong to such a simple scheme of things. Educational innovation is established rather as a result of complex interactions between research and practice, between measures adopted by the Authorities and real educational practices of teachers, between minority exemplary experiences and realistic pragmatism of schools.



## Resources for innovation

- 10.** Some elements of educational reform could respond to a one-way plan for distribution and introduction, from the Government to the schools: this is the case of the organisational and structural elements, curricular contents and criteria for assessment exams. However, for them to be spread out in the right way and carried out as educational intentions and inherent values to the curriculum, more complex processes are necessary. These often go in many directions and are related to: a) Suitable distribution of information to all teachers about the educational intentions and curricular contents, or didactic methodology, etc.; b) Precise curricular exemplification, through different examples which demonstrate various ways of actually using the syllabus, for different school circumstances; c) The succession of procedures for teachers to understand and put into practice the application of knowledge in their daily job; d) the contrast of curricular design and projects in this same educational practice.
- 11.** Educational innovations do not come about by themselves. They are promoted and brought to an end by particular groups of people. These groups have to be actively interested and committed to innovation. Teachers cannot be mere receptors or applicants of innovations created by other institutions, be it by the educational Authorities or experts. Nobody can claim to be exclusively responsible for educational innovation: neither public Authorities, nor curriculum experts, nor organisations of pedagogic revival. Complex interactive relationships should be established between them and the teachers, which is where real innovative impetus comes from. This will not occur by simply circulating official demands, nor through pure, unselfish, voluntary efforts by teachers. The Authorities must allow, inspire, illustrate, finance and reward educational innovations where they wish them to occur. They must also encourage a suitable interaction between researchers and professionals in education, between the new groups and the teachers in general, between sources of production of basic knowledge and didactic materials and its active users of this knowledge and materials.
- 12.** Experimentation in educational matters is no simple task. There are methodological and practical difficulties. Even under the most favourable conditions it is not certain that experimentation would be possible, in the strict sense of the word, in scientific research. However, to experiment in education consists of undertaking certain educational contributions, as an alternative and variation from the prevailing general system. Contributions where a clear conscience exists and rigorous control of the conditions which effect variation. Educational experimentations or experiences must be undertaken with criteria not only relating to innovation but also to research and assessment. These are ways of researching or exploring the possibilities in various areas: curricular, didactic, methodological, organisational etc, and the results and processes have to be assessed by the appropriate scientific procedures.
- 13.** It is possible and necessary to encourage the conditions of a permanent educational innovation and experimentation from educational Authorities. The main ways of doing so are the following:

- 
- a) Within the present organisation of the system promote all those processes which contribute to improving quality: curricular development, tutorials and guidance, educational research, assessment, teacher training, production of books and teaching aids.
  - b) Provide economic assistance and incentives of all types, for the innovative and experimental projects and programmes which arise within the educational community, concentrating on certain priorities dictated by the Authorities, but also other different ones, even those based on different curriculum methods and projects from the official ones of the school, with the condition that they have sufficient guarantee of quality.
  - c) Promote certain educational programmes, which will have to become fully incorporated into the system, but which still need some kind of support at present, like those of integrating children with special needs, educational and professional guidance, equal educational opportunities for women, new technologies in education, etc.
  - d) Authorise, under the right conditions, experimentation in educational organisation and above all in certain branches or sectors: diversity and options in statutory secondary education, professional types of bachillerato and modules.
  - e) Encourage teacher training in innovation, contributing to spreading knowledge of syllabuses, and pedagogic knowledge, and in general helping to spread knowledge, techniques and general teaching methods in Spain and other countries.
- 14.** Permanent educational innovation, innovative didactic experiences and research and experimentation in the school are the essential factors for avoiding the stagnation of the education system. The experiences, moreover, should be rigorously assessed in order to contrast their relevance for educational ends, and judge the appropriateness of their being made general. Innovation, research and assessment are activities which are closely related and which together may contribute to better education.
- 15.** The openness, flexibility, sensitiveness towards new social demands must be lasting qualities of the new arrangement of the educational system. This is not a question of undertaking a perpetual educational reform, once and for all time, but a reform auspicious in itself to permanent innovation. This openness must be recognised within the actual framework of the organisation of the system, the latter not being static but having possibilities of change, possessing mechanisms of self-correction and self-transformation.







## Chapter XIX: THE PROCESS OF CHANGE IN THE EDUCATIONAL SYSTEM

1. Educational reform is not an instantaneous act, which suddenly produces the change in the education system. It is very much the opposite. The Ministry of Education and Science considers that the reform is a gradual, sustained and systematic process, whereby all the means to prepare and direct the change where it is to go are adopted step by step. Therefore, it cannot be said that the reform began with the publication of this document, nor even with the passing of the law it develops.
2. Educational reform began with the first experimental schools of Intermediate Studies in 1983 and continued afterwards in the experimental EGB and Infant Education schools. The changes in these schools, the involvement of teachers, parents and pupils, the creation of new materials, the introduction of new teaching methods, etc, should, in all justice, be considered as the galvanizing elements that have led to advances in the application of educational reform.
3. The document presented by the Ministry of Education in June 1987, **Project for the Reform of Education**, was an important step, since for the first time the overall model of the new educational system was formulated and plans for transformation were clearly stated. At the same time, the debate on the document during the 1987-88 academic year meant that the basic proposals of the reform model became widely known by all educational sectors and were enriched through the numerous opinions and contributions which were received, and which have gone into shaping the project for this White Paper.

### Measures which have already been adopted

4. At the beginning of the 1987-88 academic year, and in the 1988-89 academic year, with more intensity and more widespread, several measures were adopted for improving the quality of education and encouraging the



reform process. All of them have already been included in the last chapter of “Project for the Reform of Education”, of June 1987, where the process of change was included. The most significant measures which were put into practice were the following:

- Increase in human and material resources in Infant Education, to improve the educational offer and widen it to children aged three (Order of 8th September 1988 on continuation and extension of the Experimental Plan of Infant Education. State Bulletin of 19th September).
- Encouragement of Physical Education and the practice of sports in school, gradually introducing specialist teachers, infrastructure and equipment, through the Plan of Extension of Physical Education approved by the cabinet.
- Improvement in support from educational psychologists and guidance for the school, through introduction of support teachers in schools, educational psychology and advisory departments both in EGB and Intermediate Studies schools, and of a larger number of multi-professional teams in each of the educational sectors: Order of 25th February 1988 through which experimentation of educational guidance projects in state Intermediate Studies schools (State Bulletin of 3rd March) was to be carried out in the 1988-89 school year. The Order of 25th February 1988 through which Educational Psychology Support Projects and Educational Guidance in Basic General Education Schools (State Bulletin of 3rd March) of an experimental nature were ordered for the 1988-89 academic year. The Order of 28th March 1989, through which Educational Psychology Support projects and Education Guidance in Basic Education Schools (State Bulletin of 7th April) of an experimental nature were ordered for the 1989-90 academic year and the Order of 28th March 1989 through which the Programme of Educational Guidance in State Schools of Intermediate Studies (State Bulletin of 7th April) was laid down for the 1989-90 academic year.
- Extension of practical work in companies for students of Vocational Training II.
- Increase in the courses and seminars for scientific and didactic improvement of teachers, encouraging this training to be given through projects presented by teams of teachers. Order of 3rd August 1987 through which courses of Training of Founders in Didactics of Artistic Expression and Didactics of the Intermediate Phase (State Bulletin of 18th August) to be held; Order of 16th September 1987 through which courses of scientific and didactic updating for teachers of Intermediate Studies (State Bulletin of 17th June) to be held; Order of 30th June 1988 through which Courses of Training of Founders in Teaching English and French (State Bulletin of 2nd July) to be held; Order of 28th October 1988 through which courses in scientific and didactic up-dating of teachers in Basic General Education and Intermediate Studies (State Bulletin of 17th November) to be held; Order of 28th October 1988 through which a course on Training of Founders of Didactics of Technical Professional Education (State Bulletin of 17th November) to be held; Order of 3rd February 1989 through which a meeting for Projects on Teacher Training in Schools (State Bulletin of 15th February) is called.

- Extension of sabbaticals to study for higher teaching qualifications. Resolution of 8th March 1988 through which sabbaticals for studies for the 1988-89 academic year given to teachers of Intermediate Studies, Art, Languages, EGB and Pre-school (State Bulletin of 12th March).
  - Resolution of 15th March 1989 through which sabbaticals for studies for the 1989-90 academic year given to Teachers of Intermediate Studies, Art, Languages, Basic General Education and Pre-school (State Bulletin of 17th March).
  - Support of educational innovation projects. Order of 24th February 1988 through which assistance to be given for realisation and development of pedagogic innovation projects by schools and teams of Pre-school Education, Basic General Education and Intermediate Studies teachers. (State Bulletin of 17th March).
  - Reduction in teaching hours of Bachillerato. Order of 19th May 1988 through which those of 22nd March 1975 and 11th September 1976 were modified for Bachillerato studies. (State Bulletin of 25th May).
  - Changes in University entrance exams and the Pre-University Preparation Course: Order of 3rd September 1987 on aptitude exams for access to University, Higher Technical Colleges and university Colleges (State Bulletin of 7th September); Order of 3rd September 1989 through which the Pre-University Preparation Course was changed (State Bulletin of 14th September).
5. This gradual character of the project does not have to be an obstacle against the necessary, temporary application of the new educational stages, making all the sectors involved concentrate their efforts on the main aims and which lends greater coherence to the definite measures to be put into practice.

### **Reorganisation and reform schedule**


6. During the next two years the necessary means to bring about changing the organisation of the educational system established in this White Paper will be adopted. Also during these two years, efforts to improve the educational system will be intensified, affording it the necessary means within the framework of this reform project. To this end, the Ministry of Education and Science will adopt, among others, the following measures:
- 1) Publication of a Law in 1989-90, which establishes the new organisation of the educational system. In this same year the debate on the Basic Curricular Design will take place, simultaneously presented by the Ministry of Education and Science with this White Paper, for discussion by all social sectors.



- 2) Development, during 1990-91 of the previously mentioned Law and determination of curriculum contents of the new education stages.
- 3) Publication and promotion of a specific Plan for the Reform of Vocational Training in which the actions derived from this White Paper are finalised, in particular those referring to the design of new professional modules, of level 2 and 3.
- 4) Introduction and development of a Programme to improve foreign language teaching.
- 5) Beginning of the Plan for Teacher Training to make scientific and didactic up-dating of all teachers a reality.
- 6) Start of an Educational Research Plan to improve the information and knowledge on educational processes and encourage the creation of research teams in which teachers of the different educational levels will participate.
- 7) Increase investment in buildings and equipment to provide the network of schools with the new needs demanded by the Reform.
- 8) Continuation of the Plan of the Extension of Physical Education, providing schools with equipment and specialist teachers.
- 9) Progressive incorporation of specialist music teachers for EGB schools.
- 10) Extension of support teachers, advisory departments and support from educational psychologists in all education centres.
- 11) Extension of sabbaticals and assistance for educational innovation projects.
- 12) Progressive introduction of a technology classroom in Secondary schools.
- 13) Development of New Information Technology Programme.
- 14) Increase and strengthening of Technical Inspection Service aiming to guarantee better assessment of the educational system.
- 15) Reinforcement of the role of school management teams, giving them more management capacity.
- 16) Encouragement of educational projects of teams of teachers who wish to start using the new stages of Infant, Primary or Secondary Education.

- 17) Development of measures included in the chapter of Adult Education.
  - 18) Progressive introduction of the social guarantee for young people who have dropped out of the educational system without obtaining sufficient basic or professional qualifications.
  - 19) Support of EGB teachers and workshop teachers so that they can improve their university training.
  - 20) Opening of promotion to higher educational levels for existing teachers.
7. As from the 1991-92 academic year, the introduction of new stages in the educational system will begin, starting in the first year of Primary and sixth year of Primary and continuing in the 1992-93 school years in the second year of Primary and in the two first years of Secondary Education. The main reason for starting in the sixth year of Primary education is because it is easier to organise education during transition to a new system. During the 1991-92 school year, in the present EGB Schools both the sixth year of Primary and the 7th and 8th years of EGB can be maintained. However, if it is started in the 1st year of Secondary education, then this years would have to be organised in a Secondary school with specialist teachers, who would also have to teach the 6th and 8th years of EGB of the old system. Under this hypothesis, the 6th year of EGB would require the presence of specialist teachers for several years, who would also have to teach the first phase of Secondary education. In the chosen proposal, and during the second year of the introduction of the reform (1992 - 93) it would continue for the 1st and 2nd years of Secondary with the aim of making the organisation of teaching in the new School easier. As from the 1993-94 academic year, the reform will be simultaneously extended year by year in Primary and Secondary Education.
8. This schedule of gradual extension of the educational reform in all schools must be accompanied by the more rapid introduction of some of its stages and sectors in order to find out what the results of its introduction are and to prepare the extension in later years. As from the 1989-90 academic year:
1. Schools will be extended to children aged three, pre-school becoming the second phase of Infant Education lasting three years. Adaptations will be made and the necessary equipment will be given to the schools.
  2. Professional modules will be extended, at the same time allowing for progressive substitution of first grade Vocational Training by the second phase in statutory Secondary Education. In this way, the Vocational Training Colleges will become colleges of Secondary and Professional Education.
  3. Organisation of Secondary Education will be promoted, especially in those schools which are presently teaching experimental Reform, so that it is taught at the same school and by a cohesive team of teachers.



- 
9. All these measures prove that the effectiveness of educational reform requires careful, lengthy preparation and gradual introduction. However, if prudence and the right design for introduction is important to assure the efficiency of the reform, it is even more important to have the cooperation and participation of all social sectors, and especially teachers for the same.

The Ministry of Education and Science believes that the collaboration of the Education Authorities and Local Authorities and all educational sectors for the development of this project is especially relevant. The Ministry of Education and Science is aware of the need for a shared and stable commitment throughout, and will exert itself to promote dialogue and participation so that the process of the reform is carried out in a climate of maximum agreement between all political and social sectors.

