XVI GENERAL CONFERENCE OF UNESCO

REPORT: EDUCATIONAL REFORM IN SPAIN

INTERNATIONAL YEAR OF EDUCATION

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I. - ANALYSIS OF THE PRESENT EDUCATIONAL SYSTEM TAKEN AS THE STARTING POINT OF THE REFORM

The legal established order that has governed our educational system in its entirety conformed to the scheme, now some hundred years old, set out in the Moyano Law of 1857. Educational objectives at that time were conceived in a very different way and reflected a class custom opposed to the desire, today generalized, to democratize education. It was a matter of dealing with the needs of a society different from that of today: a country of fifteen million inhabitants, seventy-five per cent of them were illiterate, two and a half million farming workers and two hundred and seventy thousand destitute persons, with a pre-industrial so cio-economic structure in which a few isolated attempts at industrialization could hardly be noted. It was an educational system for a static society which has been largely overtaken by the evolution of Spanish society.

The partial reforms that have been introduced into our educational system, especially in the last thirty years, have enabled the social demand for education to be satisfied in growing measure and have enabled the new requirements of Spanish society to be met. But it has not kept up with the social demand, as in most other countries. Therefore, the educational problems which our country has at the present time need an extensive and thorough reform that may provide for the new needs which cannot be superficial and hasty measures.

If we consider the essential and necessary conditions that the structure of an efficient educational system must combine <u>-harmony and</u> <u>inter-relation</u> between the different levels and methods of education, fitness for the psycho-biological evolutionary cycles of the student, a clear realization of the intended social and political purposes and a close connection with the occupational structure- the organization of education in Spain until 1970 leaves much to be desired.

The disharmony between the different educational grades was shown in several important aspects. The absence of a basic Law which would make sense of the whole educational problem has meant that each of the Laws corresponding to each educational grade caused a more marked separation between them, which made it impossible to state accurately and with an overall view, the purposes they ought to fulfil and the specific contribution which each must make to the unitary training of the students.

This division of the structure of the educational system into isolated compartments (see graph 1) affected the separation between the teachers in the different cycles. The curricula and study programmes al so suffered from an original defect: they did not take into account, at least to a sufficient extent, the contents of such curricula and study programmes at the previous level. The transition from primary to secon dary education, for example, was rather sharp: the child, at the age of ten, passed from one course of unitary education in charge of a single teacher on to another under several teachers, each one with different re quirements and work methods, and thus the responsibility for the integral training of the student was diluted.

A very serious anomaly could be observed in the basis of the structure of the Spanish educational system: the existence of two different levels of primary education. For children who enter Centres of Secondary Education, primary school instruction lasted only until the age of ten; for the others, it lasted until the age of fourteen. There was no logical justification for this double system and it arose an unfair discrimination in respect of the possibilities of access to education for a very large part of the population. Society therefore lost the contribution, which was potencially so important, of the minds which did not get their benefit due to the difficulties which the sector of the population that continued in the primary school after the age of ten encountered, in order to continue studying at secondary level. From the point of view of social integration, the deplorable consequences were obvious arising from a differentiation established between children of the same country in the very same basis of the educational system.

On the other hand, admission in General Secondary Education at the age of ten was premature. In the process of psychological develop ment of the child and of the capacity of learning, the age of ten does not have a special significance. On the contrary, at about the age of eleven or twelve, as the studies of evolutionary psychology have proved, a new psychological phase generally begins, which is characterized, amongst other things, by a greater capacity to understand abstract thought, which is of great importance for learning. This early leaving from the primary school compelled the centres of Secondary Education to fulfil functions which more properly belonged to the primary cycle, in order to fill the gaps in their knowledge which the students had at that time.

In the admission from primary education to the Centres of \underline{Pro} fessional Training, existed difficulties in addition to those outlined in connection with the General Secondary Education. The most important ones lay on the fact that the curricula in the Professional Training schools were not synchronized with General Secondary Education and that there was very little connection with other educational levels, which considerably limited the students' opportunities for promotion within that system.

The inflexibility of the structure of the system also showed itself within the secondary and higher educational levels. In the secondary education and especially in the speciality technical subjects, the passing from one speciality subject to another involved a tiresome process due to the lack of a rapid and flexible system of inter-relations, which is absolutely necessary at a stage in student life when the vocation and aptitudes of the studen have not been clearly defined. Furthermore, in cer tain cases, existed superpositions which are hardly justified. In Higher Education, the very rigid and differenciated curricula which supported the traditional careers of long duration did not permit either the easy transfer from one speciality to another. In this way, any vocational hesitation (so frequent, moreover, in youth) could cause disastrous consequences for the individual and, in the end, for society. Neither did easily accessible possibilities exist to rejoin the educational system from the working world. Lastly, the lack made itself felt of permanent educational activities within the educational system, which would permit the brin ging up to date of knowledge and skills and professional reorientation.

Mobility within the educational system was affected amongst other factors, by two internal problems of the system: exams and the lack of educational and professional orientation services. The problem of exams in Spain required a serious review, since, in certain cases, the genuinely instructive purposes of education were being subordinated to immediate success in fixed tests which produced large blockages. Thus, the Elementary Grade exam was passed by less than 50 % of the students registered in the 1965-66 course and the maturity test (pre-university) was passed by 42.6 % of those registered. Although concrete data are not available, it can be estimated that in Higher Education, between 50 % and 60 % are lost in the selective courses. Summing up: of each 100 students who started Primary Education in 1951, 27 were able to enter Secondary Education; 18 passed the Elementary Bachilleratofinal exam and 10 the Higher Bachillerato; 5 passed the Pre-university and 3 students completed university studies in 1967.

The lack of appropriate educational and vocational orientation services also unfavourably affected the total situation of the educational system. Many dificulties and failures would have undoubtedly been avoided if the student would have felt that he was being helped and guided at certain times during his student life, both as regards problems of learning and any situation of a personal nature.

The need for orientation was equally imperative at the time of choosing between the speciality which the educational system offered at its secondary and higher levels. This orientation could not be thought of as something sporadic, but as a continuous process.

The possibilities of access to education were very much conditioned because of the socio-economic class of the family. Il might be said that until the enacting of the Law, two educational systems existed in our country: one for the families of the middle and upper socio-economic class, and another for the less favoured social sectors. In the first case, the families usually sent their children to private centres of Primary or Secondary Education and subsequently, they had the possibility of pursuing university studies. From the second social group came the students of the Government Primary schools. The possibilities which these students had to study after Primary Education were fairly limited for economic reasons, and generally, they dropped out at the secondary level of education or at the level of professional training. Without igno ring the effort made in relation to the expansion of education and the policy of scholarships or assistance for the student, it can be stated that our educational system is still only half-way to achieving its two-fold ob jective, namely, to be a decisive instrument of social mobility and that access to the highest levels of education should be given having into consideration the aptitude for study and not the economic circumstances of the family.

II. - PREPARATION OF THE REFORM

The conviction that a complete reform of our educational system was necessary, has won over the minds of the Spanish people and the Government. The Reform has come as a result of the clamorous popular desire to give our country a fairer and more efficient educational system and one more in accord with the aspirations and with the dynamic and creative spirit of Spain of today.

To start the Reform, the advice of the most able professional sectors and of the most representative bodics of Spanish society were counted on. In 1969, as a result of such advice, the study entitled "Education in Spain bases for an educational policy" (White Paper) Spain; was published. The summary of the Spanish educational system which the White Paper presented and the development of the general lines of educational policy which the Government proposed to follow have formed a plan to guide the consultation with Spanish society, which has responded with an unprecedented comprehension and enthusiasm and has contributed to a wealth of criticisms and suggestions. This process of collective participation in the Reform started in 1968.After a first preparatory meeting which took place in Buitrago in October of that year, numerous working meetings on a technical level took place with teachers and specialists from the different educational levels to consider the bases of a coherent educational policy.

All that culminated in 1969 with the publication of the "White Paper" (Education in Spain, bases for an educational policy), which, after approval by the Spanish Government, was presented to Parliament, and submitted to a full national debate. The "White Paper"was shaped by sectors representative of national life, by teaching institutions and by the the teaching profession, etc., and its publication stimulated full public participation through the communication media. The most outstanding reports were published in two volumes by the Ministry of Education and Science. The general lines of the Reform were also shaped, after its meetings in March and November 1969, by the Committee of International Cooperation for the Reform of Education in Spain.

The process of public participation to which the Spanish reform was subjected has contributed to a great popular awareness of its necessity. The observations made from all levels about the bases of the educational policy were borne in mind in the preparation of the Draft Law of Education and Financing of the Educational Reform, which, having been approved by the Government in September 1969 was presented to Parliament by the Ministry of Education and Science in April 1970. 13,000 amendments were made to the Draft, and at the time of drawing up this report, its text, set out in articles, was submitted to the Parliamentary Education Committee for its opinion.

III. - GUIDING PRINCIPLES AND STRUCTURE OF THE NEW EDUCA -TIONAL SYSTEM

The Spanish reform conceives education as a continuous uncompleted task; in view of this, the Bill contained within itself thenecessary mechanisms of self-correction and <u>flexibility</u>, so that, with the desire to attain success, there was no teaching hypothesis which was rejected, except after trial, nor assistance which was not thankfully accepted, since, in short, Education is the task of the whole country.

The spirit of the Reform does not therefore consist in the establishment of a body of teaching dogmas recognised by all, nor in the authoritarian imposition of fixed criteria. Rather, it is inspired with the conviction that all those who share in educational tasks must be submit ted to the success of educational work, and that those who are responsible for these tasks must have their minds open to experiment, reform and collaboration from whatever source this may come.

An essential characteristic of the new educational system will be its flexibility in adapting itself to the continuous social and economic transformation of the world of today. The educational system shall not be as it was before, to a large extent, a rigid and closed system, related to its enviroment, but a creation open and subject to constant evolution and innovation and which can therefore be moulded to the changing circums tances of the country's development. The reform does not conceive the educational system as a hard and fast intangible model, but as an elastic organism adaptable to the natural evolution of human life. Thus, the juridical working of the Law shall be submitted, at all times, to the de mands of teaching techniques, and therefore, the elasticity which it possesses, and the lee-way it allows should not be regarded as deficiencies of what a rule ought to be, but, on the contrary, as positive and encou raging requirements for the regulation of such a delicate matter as education. In this way, and apart from its "open" drafting, the Bill provi ded in article 8 for a periodical revision mechanism, which must be at least once a year.

The concept of social integration is one of the ideologicalkeystones of the reform. The legal methods for achieving it are that Gene ral Basic Education shall be compulsory and free. With the implementation of the Law, General Basic Education shall be compulsory and free in all public and private sectors. Thus, there will be brought to an end an anti-social and traditional dualism, which, through the so-called feepaying schools, gave rise from childhood to a division contrary to every social rule of coexistence. The Law of Education provides for the extension, when economic resources so permit, of free schooling at the ather educational levels especially at Bachillerato and Nursery levels. In addition to free General Basic Education, the Bill of Education, in order to guarantee the right to education at the higher levels, made provisions for the establishment of a system of financial assistance, subsidies and loans to students who lacked the necessary economic means. These aids will be granted with due regard to the aptitude, intellectual capacity and proficiency of the students in need of such assistance.

This reform envisages education as a <u>uniform process</u> with out slackening continuity. The uniformity of this process affects a man's whole life and establishes harmony between his capacity and his voca tion. This implies that all stages of education should be linked to one line of development, one standard and one objective and that each one should serve as the basis and support of the next higher stage. The conception of the educational system as a unified process creates an internal con nection between its different grades. In this way the serious difficulties of disharmony are avoided, and the objectives which each educational le vel seeks to fulfil and the particular contribution which each must make to the overall educational formation of the students can be fixed and arranged accurately.

The inter-relation between the different educational levels is another of the notable characteristics of the new system. With such inter-relation, the educational and formative channels which the B ill of Education provided for, are interconnected, so that the student can pass easily from one level or educational activity to another, taking every ad vantage of the effort and time spent. Through these means of reorientation many cases of vocational frustation are avoided, and the necessary means of readaptation with regard to employment structure are facilitated. This inter-relation involves a very important change in the matter of Professional Formation. This is no longer special teaching at one side of the educational system so that it will unite itself, through the means of access in its various grades, with the other levels or academic cycles and adapt itself to the strict transmission of skills belonging to a certain work level. Amongst the objectives which the Bill proposed, the following are particulary prominent: to make the whole Spanish population participate in education; to complete the general education with a professional preparation which will enable the individual to be usefully incorporated into the working world; to offer everybody equality of educational opportunity, without any other limitation than that of studying capacity; to set up an educational system which is characterized by its uniformity, flexibility and inter relationship at the same time providing a full range of possibilities for permanent educational and a close relationship with the requirements of the dynamic social and economic evolution of the country. In the last analysis, it is a matter of building up a permanent educational system which is not conceived as a selective sieve for students, but rather one which is capable of developing to the utmost the capacity of each and every Spaniard.

The new structure of the system (see graph 2) accords with the objectives previously mentioned. The first educational level will be Nursery Education, the basic object of which be to develop harmoniously the personality of the child, including his mental and spiritual development. The period of General Basic Education hich will be the same, compul sory and free for all Spaniards, is intended to end all discrimination and forms the essential basis of equality of educational opportunities. This equality will be brought about throughout the other levels of education . The uniform and all-purpose Bachillerato, since it offers a wide range of practical and professional educational possibilities allows the best use to be made of the students' aptitudes, and avoids the excessively theoretical and academic nature which has characterized it. It should be free within the next ten years. University education will be enriched and will acquire the proper flexibility on introducing into it different cycles and better prospects of professional specialization. At all times during the educational process, once the General Basic Education period has been passed, professional training possibilities will be offered to the student which are inter-connected with the other educational levels, as well as the possibility of recommencing studies at any time during his working life.

It is also sought to improve the yield and quality of the education system. In this respect, the continuous training and improvement of the teaching profession is considered fundamental as well as the improvement in its social and economic status. In order to achieve the firt of these objetives, the Institutes of Educational Science will play a part of the greatest importance. Such Institutes, established in each and every Spanish University must perform services of immeasurable value to the educational system, thereby fulfilling the governing mission of the University must perform services of immeasurable value to the educational system, thereby fulfilling the governing mission of the University in the educational plan. In order to increase the efficiency of the educational system, it encompasses revision of the content of education, orientating it more towards the formative aspects and the training of the student to learn for himself than towards memory learning, in order to establish a closer relationship between curricula subjects and the requirements of the modern world. At the same time, it will avoid the growing scope of programmes and will provide for the introduction of new methods and techniques of education. Also included will be the careful evaluation of scholactic yield or the creation of educational and professional orienta tion services and the rationalization of various aspects of the educational process which will prevent the latter from being sub or dinated to exam success.

The reform is inspired by the analysis of the educational situation which exists at present in our own country, and contrasted with the experiences of other countries. The Law will allow the necessary reorientations and innovations, not only for the application of the reform which it involves, but also for its adjustment to the changing circums – tances of a very dynamic society like that of today. However, this flexibility will not prevent the State from directing all educational activity, and thus the essential task ought to be stressed of formulating policy in this sector, of planning education and evaluating it at all levels and centres.

IV. ACTIVITIES WITH REGARD TO THE REFORM

1. - Educational Research

Amongst the operative measures for putting the reform in motion, there stands out (Decree of July and Order of November 1969) the creation of the Institutes of Educational Sciences (IES) and of the National Centre of Research for the Development of Education (NCRDE).

The Institutes of Educational Sciences are conceived as tech —' rical organizations for the study and management of all aspects regarding education such as discipline and educational and social action. It is a matter therefore, of creating a real coordinated network, capable of providing the educational system with research facilities and fraining and operating schemes fitted to the educational reform and which are top priority needs of the country. To the IES are ascribed the jobs of training, improvement and retraining of the teaching profession at all education levels; of active research in the field of educational sciences and of technical advice on edu cational problems.

The NCRDE is an organization which is entrusted with the coordination of the IES research plans, the training of the latters' teaching staff and, in general, the scientific coordination of the Institutes' work.

The IES and the NCRED are already realities. At the third meeting of NCRED's Board of Governors held recently in Madrid, the first research programmes to be undertaken by the IES were examined, amongst which stand out the subjects devoted to Education and Society (prospects of education, with reference to the different economic sec tors of production, yield of scholastic education, analysis of the deficiencies and social conditioning of education, etc.); content, method and means of teaching (relationships between different cultural spheres, the structure and connection of scientific knowledge, the problems of sub normal education, co-education, etc.); psychological and social aspects of the teaching profession in the different educational levels; research on the future levels of the educational system (General Basic Education, the uniform Bachillerato, Professional Training, the university Orientation Course, the University); continuous education with reference to the use in this connection of the mass communication media; educational admi nistration and planning; methodology of research and the application of operational engineering techniques to research planning.

The IES are also crying out important work in connection with the programming and organization of pilot or experimental reform centres and in the development of curricula for the training of the teaching profession.

2. - Planning

Planning action has become very important at the present time in Spanish educational policy. With the object of knowing beforehand the possible implications of the Reform in a series of highly relevant quantitative aspects, such as the numerical yield of the educational system, the needs of the teaching profession, the costs of financing the Reform, etc., the Ministry of Education and Science has produced a mathematical model which, worked out from the model used by UNESCO reflects development with the passing of fixed lengths of time, the quantitative analysis of which is highly relevant to the present. Through the application of this model, the Ministry has been able to draw up estimates of the growth of the educational'system and the schedule for implementing the reform. In these estimates, the problems are analyzed relating to current cost, norms for capital costing, the schedule for implementing free General Basic Education, flow and dis tribution of studens and the needs of the teaching profession, etc.

Planning activity has also been directed towards the development of regional and provincial educational plans. In March 1970, the fundamental aspects of regional planning in Galicia were revealed to the public. At the present, the Ministry is also anticipating other regional planning programmes (East Andalucia) and is carrying out provincial plans (The Balearics, Vizcaya, Cádiz and the Canary Islands).

3.- Creation of Autonomous Universities

The gravity of the problems raised by the concentration of uni versity education in the big towns, through a higher education structure conceived according to the principle of university districts, with a sin gle University and within a uniform system of management, started the urgent revision of this structure in 1968. The Decree-Law of June 1968, on measures for the urgent reorganization of university structure finally met this problem through the establishment of Autonomous Universities. In its operative part, the Decree-Law creates a new Madrid University which will consist of the Faculties of Political Sciences, Economics and Business (Economics Section), Law, Philosophy and Letters and Medi cine; another new Barcelona University. It also empowers the Govern ment to decide on the faculties which will have to be incorporated in Bilbao University initially will have the Faculty of Political Sciences, Economics Section) and the Faculty in Santander, San Sebastian and Badajoz. Polytechnical Institutes are being founded in Barcelona and Valencia . The governing bodies of the new centres are organized so that, strengthen ing their functional and financial autonomy, the typical tasks of teaching are separated from those which are administrative.

4 .- Data Processing Centre. Institute of Informatics

To achieve an integrated management of the whole educational system, based on the use of an electronic computer as a necessary ins trument for the processing of data and the automization of administrative tasks, the Ministry of Education and Science has created, within the Subsecretariat, the Data Processing Centre. The Centre has been equipped with a UNIVAC 1108, II computer. Also, the installation is provided for in the Provincial Delegations, as peripheral equipment intended for the collection of data, of 50 Philips P-351 and 30 Fácil 6.201 machines.

In connection with research and teaching of the Sciences of Informatics, there stands out the creation, by Decree of March 1969, of the Institute of Informatics, the basic function of which, a part from being a pilot centre in the teaching of the sciences related to the processing of information, is to unify the existing directrices in this matter, coordinating the tasks of research and University and private centre teaching.

The Institute gives secondary level instruction (codification of data and instruction for operators) and higher level instruction (programmers and applications or systems and system techniques analysts).

5.-Revision of Educational Administration

The structure of educational administration will also be the subject of revision to adapt it to the growing responsibilities which the new educational system demands.

The educational administration will be organized in such a way it will be able to serve efficiently the new orientation of educational policy, take on the growing and complex responsabilities which belong to it in connection with the country's education and obtain the maximum possible yield from the personal and economic resources available.

For such purpose, a working group and a management commity tee for it was set up by Order of the Cabinet Office in February 1967 in order to prepare a study with regard to a new functional reorganization of the Ministry of Education and Science to adapt the administrative structures to the needs which will arise from putting the educational Reform in motion. This study is at a very advanced stage of preparation.

6. - Decentralization and unification of Provincial Educational Adminis tration

The reorganization of provincial educational administration in order to endow it with a greater degree of functional rationality, was started by the Decrees of November 1967 and September 1968. These Decrees shape provincial educational administration by combining the different provincial departments of the Ministry into Provincial Delegations. Subsequently, the Order of February 1969 finally concluded this process of organizational consolidation and began another -that of decentralizing the decision- making powers, up to now exercised by the central bodies of the Department, to the Provincial Delegations. Thus, the Provincial Delegations are taking on the responsability of managing, coordinating, programming and carrying out the administrative activity of the Department.

7. - Wage Scholarships

The establishment of wage scholarghips in 1968 (Order of July 1968, modified by Order of July 1969) in collaboration with the Ministry of Labour has been an important measure with regard to increasing the accessibility of higher education to workers' children. The object of the wage scholarships is to make up in the worker's home the reduction infa mily income as a result of a child devoting himself to study who would otherwise potentially be a young worker.

The amount of the wage scholarships is revised annually by the Ministry of Education and Science, taking into account both the student's type of accommodation during the course in a place other than the family home, as well as if he lives at home.

The amount of compensation for loss of wages is fixed by mon thly instalments of thirty days, estimated in accordance with the minimum working wage established at any time for adult workers.

8. - Exhibition of Achievements and Buildings of the Ministry of Educa - tion and Science

In connection with International Education Year, the Exhibition of Achievements and Buildings of the Ministry of Education and Science was held from February to May 1970. This exhibition showed not only the educational work developed during the two-year period 1968-1969, but also the high level of technical preparation attained in the sphere of national education and research. The exhibition showed how the ideas and thought have been put into action push forward an educational policy with full social and human repercussions.

The exhibition consisted of areas spread out in several halls, with five halls devoted to Primary Education (furniture and teaching material, buildings and complementary services) and Special Education. Other halls contained information relating to Educational Television, audiovisual methods, sports, Fine Arts, Libraries and Records, Professional and Secondary Education, Research and Higher Education.

9. - Financing

With regard to finance, the attached tables show the develop – ment of the budget allowances for the Ministry of Education and Science during the years 1968, 1969 and 1970 and the percentage increases of <u>pu</u> blic expenditure on education during these years.

	1968		1969		1970	
	Amount	%	Amount	%	Amount	%
Current costs	16.030.440	64,88	22.381.738	64,42	27.882.463	65,68
Capital Costs	8.675.250	35,12	12.357.050	35,58	14.564.600	34,32
Total Costs	24.705.690	100	3 4 .738.788	100	42.447.063	100

Development of budge costs on education (in 000's pesetas)

Percentage increases

	1968	1969	1970
Current Costs	100	139,62	173,93
Capital Costs	100	142, 44	167,88

100 = 1968

The Ministry of Education and Science, at the end of May 1970 had already been promised 71.45 % of the total scheduled investment costs.

V. - TOWARDS THE SHAPING OF A NEW SCIENTIFIC POLICY

Parallel to the Educational Reform, a process of analysis of the present situation of scientific and technical research in Spain has also been started. The work on this matter which is very advanced at the present, is leading towards the publication in the near future, of a second White Paper, devoted to "Scientific and technical research in Spain. Bases for a Scientific Policy".

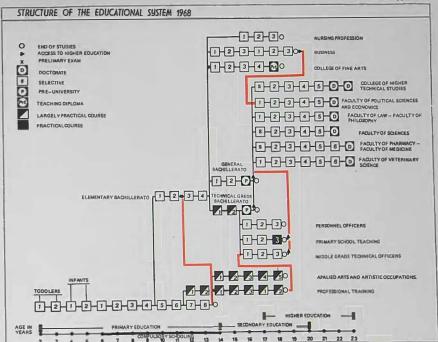
For such purpose, various activities and meetings have taken place both at national and international level. In May 1969, the "National summary of the present situation and prospects of Spain scientific policy" was prepared as a preliminary work to the main informative document of the Conference of Science Ministers of the European area of UNESCO.

Already in 1970, the "National examination of Spanish scientific policy" has taken place, in collaboration with the OECD and the cooperation of UNESCO, in a similar manner to the Examinations which the Committee of Scientific Policy of the OECD has previously carried out in Switzerland, Belgium, France, England, Germany, the USA, Italy, Canada, Japan and Norway. The experts appointed by the OECD carried out their first mission to Spain in February 1970. The formal meetings of the National Examination took place in Toledo in May 1970. On this occasion, an OECD document was examined entitled "Report and recommendations on Spanish scientific policy", after the discussion which took place in Toledo and a consultation with the various Departments concerned. This document will be published.

It is hoped that the new White Paper on Scientific Policy will appear, after the numerous consultations which its publication involves, in the autumn of this year. This report will be submitted to the Government and will be fully presented to the public. Thereafter, the rules will be prepared which are necessary for the revision of the present structures of Scientific Policy and Scientific and Technical Research in Spain.

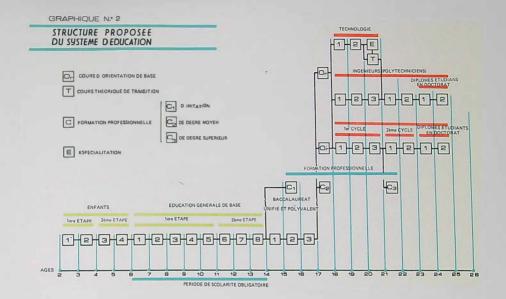
After action has been started in this field, a new White Paper relating to cultural action will not be long in coming.





GRAPHIQUE N.º 1





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