

# OECD Review of Policies to Improve the Effectiveness of Resource Use in Schools

## COUNTRY BACKGROUND REPORT

### SPAIN

**Ministry of Education, Culture and Sport**  
**National Institute of Educational Evaluation**  
**March 2016**

Note: This document has been prepared by the Ministry of Education, Culture and Sport of Spain, as part of the OECD Review of Policies to Improve the Effectiveness of Resource Use in Schools (School Resources Review). The OECD and the European Commission (EC) have established a partnership for the Project, whereby participation costs of countries which are part of the European Union's Erasmus+ programme are partly covered. The participation of Spain was organized with the support of the EC in the context of this partnership. The document was prepared in response to guidelines that the OECD provided to all countries. The opinions expressed are not those of the OECD or its Member countries. Further information about the OECD Review is available at: [www.oecd.org/edu/school/schoolresourcesrewiw.html](http://www.oecd.org/edu/school/schoolresourcesrewiw.html)

This Spanish Country Background Report, written within the framework of the OECD Review of Policies to Improve the Effectiveness of Resource Use in Schools, has been drawn up by the team of the National Institute for Educational Assessment (Ministry of Education Culture and Sport), consisting of Isabel Couso Tapia, Eduardo Coba Arango and Joaquín Martín Muñoz, coordinated by Vicente Alcañiz Miñano. Laura Alonso Carmona, Laura Apodaca Visaires, Noelia Martínez García, Emilio Titos García and Laura Vilarelle have also participated in the review of this report.

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## GLOSSARY AND LIST OF ABBREVIATIONS

### Glossary

**Autonomous Cities:** These are the two cities of Ceuta and Melilla which are part of the Spanish sovereign territory and do not have the status of Autonomous Community. Their education depends exclusively on the Ministry of Education, Culture and Sport.

**Autonomous Communities (CCAA)** Territories which are part of the State Organization and which, according to the Spanish Constitution, have the autonomy to manage their respective interests. There are 17 autonomous communities: Andalusia, Aragon, Asturias, Balears, Cantabria, Valencia, Extremadura, Galicia, Madrid, Murcia, Navarra, Basque Country, Rioja.

**Basic Education:** Primary Education and first stage of Secondary education which must be compulsory and free for all Spanish citizens. Definition used in constitutional and/or legal terms.

**Compulsory Secondary Education (ESO):** First stage of Secondary education. It completes basic education and is taught by teachers specialized in each of the curricular subjects. From 12 to 16 years. Free education (ISCED 2).

**Coofficial languages:** Official languages alongside Spanish/Castilian in their own territory. These are Basque in the Basque Country, Galician in Galicia, and Catalan in Catalonia. The legislation allocates school time for their teaching as well as the official curricula of the subjects corresponding to each of the languages.

**Core Curriculum:** Part of the curriculum whose responsibility lies with the Government in relation to the objectives, competences, content, assessment criteria, standards and assessable learning results, in order to ensure a common training and the official character and validity of qualifications of the educational system throughout the national territory.

**Cortes:** Spanish National Parliament, comprising the Congress of Representatives and the Senate. When both houses meet together they are called Cortes Generales. The Spanish state has a two-house system, with the Congress of Representatives being the Lower House and the Senate being the Upper House.

**Councils:** Local government of each municipality, presided over by the mayor. They don't have direct management responsibilities for education in their territory. They have ownership of public schools of Pre-primary and Primary Education, and so they are responsible for providing their basic services: light, electricity, gas, water, and cleaning.

**Curriculum:** Set of elements that determine the processes of teaching and learning for each and every one of the teachings. The objectives, competences, contents or sets of abilities, skills and attitudes, teaching methods, standards and assessable learning results and evaluation criteria for each study and educational stage all form part of the curriculum.

**Council of Tax and Finance Policy:** Coordinating body of the State and the Autonomous Communities, made up of the Ministry of Economy and Tax (Inland Revenue), the Ministry of Public Administrations and the regional Tax Minister of each Autonomous Community or City, set up by the Constitutional Law 8/1980, of September 22nd, on the Financing of the Autonomous Communities.

**Diagnostic assessment of stage:** Assessment of Primary Education students during the third year, which is at the halfway stage. Diagnostic in character, it has no academic effect, but if there are bad results the school must offer additional alternatives for educational reinforcement.

**Education Sector Conference:** Cooperative body between the State and the Autonomous Communities. It is chaired by the Minister and is made up of the group of regional Ministers with responsibilities for education in each of the Autonomous Communities.

**End of stage assessment:** assessment undergone by students in the sixth year, which is the last stage of primary education at the age of 12. It does not provide an academic qualification and has an informative and guiding purpose.

**Faculty:** Participatory collegial body involved in the operation and governance of public and subsidized schools. It has the responsibility for making pedagogical decisions and in the selection of the school principal, and their representatives are part of the School Board for the review and management duties.

**Integrated Schools:** Schools that provide vocational training courses in conjunction with training for employment, and whose management is jointly shared between education and employment authorities.

**Management Team:** Made up of the individuals responsible for governance and management of schools; made up of the principal, head of studies and secretary; if the size of schools so demands, there may also be a Deputy Head of studies. The most representative is the principal, whose selection in public schools involves the educational community and the authority through a public tender process for officials who meet requirements established by law and in accordance with the principles of equality, publicity, merit and ability.

**Municipality:** Administrative territorial division which is governed by the Council. It is also considered as all the inhabitants of the same jurisdictional limits governed by the Council.

**National Institute for Educational Evaluation (INEE):** Administrative body that is part of the Ministry of Education, Culture and Sport responsible for external educational evaluation.

**National Centre for Educational Research and Innovation:** (CNIIE) Administrative body which is part of the Ministry of Education, Culture and Sport with responsibilities for educational research and innovation.

**National Institute of Educational Technologies and Teacher Training: (INTEF)** Administrative body which is part of the Ministry of Education, Culture and Sport responsible for teacher training.

**Pre-primary Education:** First stage of education. From 0 to 6 years in two sub-stages or cycles 0-3 and 3-6. Not compulsory. (ISCED 0).

**Primary Education:** First stage of compulsory education. From 6 to 12 years over 6 academic years. Free education. (ISCED 1).

**Programme for the Improvement Learning and Performance (PMAR):** These programs are developed from the 2nd year of Compulsory Secondary Education. A specific methodology is used through the organization of content, practical activities and subjects different from those which are generally established, with the aim that students taking these programmes complete the fourth year in the usual way and get the certificate in Secondary Education. They are preferentially targeted at students with significant learning difficulties that can not be attributed to lack of study or effort.

**Promotion:** Moving up a year after passing the requirements that are established with regard to the results of areas or subjects at different stages of the education system. It can refer to a year, stage or training cycle in the different studies.

**Ratio:** Numerical teacher/student ratio by student group which is taken per unit; the group consists of students enrolled in the same academic year.

**Replacement rate:** Percentage of renewal of the different jobs of public employees, established annually by the public authorities. Authorized by the Ministry of Finance, in relation to staffing costs of each Autonomous or State Administration.

**Scholarships:** Budgetary funds allocated jointly with Study Grants to ensure equal opportunities in access to education. The amount of money allocated to scholarships and grants is fixed

annually in the General State Budgets for the Ministry of Education, Culture and Sport. It includes grants for textbooks and teaching materials and the beneficiaries are students of all stages and levels of education from Pre-primary to university who meet specific requirements which are primarily related to family income, performance and characteristics of the family.

**School Board:** Participatory collegial body in public and subsidized schools representing the education community with powers over review and management: families, teachers and students. Their functions are regulated by law. It is also involved in the selection of the principal.

**Second stage Secondary education.** Higher level of specialisation than in compulsory secondary education, with generally more qualified teachers. Made up of the Baccalaureate (ISCED 3) and the Intermediate Vocational Training Cycles (ISCED 3). From 16 to 18 years. Access to Baccalaureate requires possession of the Certificate in Compulsory Secondary Education qualification and access to Intermediate Level also requires possession of the Certificate in Compulsory Secondary Education qualification or by completing a specific test or one from the Basic Vocational Training for the same professional category.

**State School Board:** Participatory body of the educational community responsible for the general programming of education and consultation for the Government.

**Teaching Bodies:** Administrative categories comprising teachers who have come into public service and who teach in different educational stages; they are called Secondary School Professors and Secondary School Teachers, both of who teach in the studies corresponding to the stages of Secondary Education, and those who teach studies corresponding to Pre-primary Education and Primary Education.

**Teaching Departments:** Set of teachers of the same subject in Secondary education in public schools. In charge of them are those teachers with a higher administrative category, ie: the professors; failing that they are the most senior teachers of secondary education in the public administration.

**Tertiary/Higher Education:** Includes non-university and university education. It is studied over the age of 18 and includes non-university Higher Level Vocational Training (ISCED 5) and first and second cycle university education, Degree, Master's Degree and Doctorate (ISCED 6, 7 and 8). Higher Level Vocational Training (ISCED 5) is accessed after the Baccalaureate, or by completing a specific test or one from the Intermediate Level Vocational Training for the same professional category. University education is accessed through the entrance exam for degree level education (PAEG).

**Training Cycles:** Training periods of two years during which students study towards the qualifications corresponding to Vocational Training, both at Intermediate and Higher Level.

**Transition to adult life:** Learning Programmes for students aged 16 to 19 in Special Education schools that combine academic instruction with practical workshops; usually in partnership with businesses and other educational institutions.

**Upper Secondary School (Baccalaureate):** Stage of upper secondary education teaching having an academic profile which is for students aged between 16 and 18; to access this last stage of education they need to have the Compulsory Secondary Education qualification. Upon finishing and passing this stage students obtain the Baccalaureate qualification by which they can gain access to University.

## Abbreviations

**AENOR:** Spanish Association of Standardisation and Certification.

**CCAA:** Autonomous Communities (Regions).

**CEIP:** Pre-primary and Primary Education School.

**CINE:** International Standardised Classification of Education.

**CORA:** Commission for the Reform of the Public Administrations created by the Government on the 26th of October 2012, with the aim of contributing to the modernisation and greater efficiency and effectiveness of the whole of the public sector in Spain.

**DIGICOMP:** Standard of competences and digital knowledge for teachers in the EU.

**EPA:** Survey of the active population. The reports and their data are public and are published in each quarter of the year and together in the annual reports at the end of each year. Carried out by the State body, the National Institute of Statistics.

**ESO:** Compulsory Secondary Education.

**EUROSTAT:** Office of Statistics of the European Union.

**FP:** Vocational Training.

**FPB:** Basic Vocational Training. New teaching of Vocational Training from the 2014/2015 academic year. It provides an academic certificate with a level 1 qualification according to the European Qualifications Framework. If the student passes a specific test they can also obtain the qualification of Certificate in Compulsory Secondary Education.

**FSE:** European Social Fund.

**GECE:** Financial Management of Schools.

**IEA:** International Association for the Evaluation of Educational Achievement.

**IES:** Institute of Secondary Education.

**INAP:** National Institute of Public Administrations, Ministry of Finances and Public Administrations.

**INE:** National Institute of Statistics. State body which draws up national statistics in Spain.

**INEE:** National Institute of Educational Evaluation of the Ministry of Education, Culture and Sport.

**ISO:** International Organization for Standardization.

**LCSP:** Law 30/2007 of 30th November on Public Sector Contracts.

**LDSMR:** Law 45/2007 of 13th December on Sustainable Development of the Rural Environment.

**LAE:** Law 28/2006 of the 18th of July on State Agencies for the Improvement of Public Services.

**LODE:** Law 8/1985, of 3rd of July, regulating the right to education.

**LOE:** Education Law of 3rd of May 2006. State law regulating education in Spain at all its levels and stages. In force since 2006/2007. Partially modified in 2013 by the Law for the Improvement of Quality in Education.

**LOMCE:** Law for the Improvement of Quality in Education of November 28th 2013. State law which partially modifies the Education Law. In force since 2014/2015.

**MECD:** Ministry of Education, Culture and Sport.

**MINHAP:** Ministry of Finances and Public Administrations.

**OECD:** Organization for Economic Cooperation and Development.

**PAEG:** Entrance exams for degree-level education which substitute the University entrance exams (PAU). This test is carried out after obtaining the Baccalaureate qualification.

**PAS:** Staff of Administration and Services in schools.

**PCPI:** Initial Vocational Qualification Programmes. Very basic vocational education for students who do not wish to follow the more academic path. Accessed from Compulsory Secondary Education. If the student passes some voluntary general modules with training in the framework of secondary education, they can obtain an academic qualification of Certificate in Compulsory Secondary Education. They disappear in the 2015/2016 academic year being substituted by the Basic Vocational Training.

**PCTs:** Programmes of Territorial Cooperation. The Ministry of Education, Culture and Sport develops a set of plans and programmes of cooperation with the Autonomous Communities whose objective is the contribution to the improvement of the education system in those aspects which are considered essential for the improvement in the quality of education.

**PIAAC:** Programme for the International Assessment of Adults Competences.

**PIB:** Gross Domestic Product.

**PIRLS:** Progress in International Reading Literacy Study.

**PISA:** Programme for International Student Assessment.

**PPP:** Parity of purchasing power.

**PROA:** Programme for Reinforcement, Guidance and Support. Conceived as a project for territorial cooperation between the Ministry of Education and the Autonomous Communities, it aims to address the needs associated with the sociocultural environment of the students through a set of support programmes for the schools.

**RD:** Royal Decree. A rule which is legally just below the Constitutional Laws which develops what is planned in those laws.

**TALIS:** Teaching and Learning Internacional Survey.

**TIMSS:** Trends in Mathematics and Science Study.

**TRLCSP:** Royal Legislative Decree 3/2011 of November 14th which approves the Combined Text of the Law of Public Sector Contracts.

**EU:** European Union.

**UE21:** 21 countries of the European Union which are members of the OECD.

**GVA:** Gross Value Added.



## Introduction

The Ministry of Education, Culture and Sport of Spain participates in the development of the first paper on the funding of schools, within the framework of the OECD project *Policies to Improve the Effectiveness of Resource Use in Schools*. The state of the efficiency and effectiveness in the use of school resources in Spain is shown in this country-paper *Country Background Report Spain* that will be part of all those countries participating in the OECD project with their own report, sixteen at the time of the preparation of the Spanish document.

In response to the recommendations and suggestions of the OECD Secretariat, the report provides a response both to pre-established general framework in order to get to know the country background, as well as more specific issues in order to know the results of the management of educational resources.

The document combines more descriptive aspects of the role of administrations at all levels of government, state, regional and local, with legislative frameworks that allow making decisions, in an orderly sequence, all the way to the schools as the final institutions that provide the educational services. The report also contains statistical data and information essential for a greater graphic visualization and understanding of the document.

There is no doubt that the analysis of the complexity of educational structures in Spain, that respond to the large scale decentralization of the territorial structure of the State in education, together with the pioneering nature of a project based on the effectiveness and efficiency of school resources and the challenges that poses, are going to enrich the vision held up to now on this issue in Spanish education.

The report provides a global perspective in which the significant mobilization of educational resources at all levels of the Spanish Administration are framed within the set of variables involved in the financial management of these resources, among which the most important are: results, effectiveness and efficiency.

## Executive summary

In the Spanish education system, there are four basic stages in education prior to University. The first stage is Pre-primary Education, which in turn is divided into two, the first between 0 and 3 years and the second between 3 and 6 years. Then, Primary Education from 6 to 12 years, ending with Secondary Education which also has two sub stages: Compulsory Secondary Education, between 12 and 16 years and the second stage Secondary Education between 16 and 18 years, including Baccalaureate academic education and vocational type Intermediate Grade Training Cycles. Primary Education and the first stage of Secondary Education are compulsory. The *OECD Review of Policies to Improve the Effectiveness of Resource Use in Schools. Country background report. Spain* report is focused on non-university education including the non-university higher education of Higher Grade Vocational Training; university education is not contained in the Report.

From the point of view of political structure, Spain has a decentralized state system based on territorial units called Autonomous Communities. Management or governance of education is carried out through a model of division of powers, structured on two levels.

The first level of government refers to the Government of the Nation through the General State Administration (Ministry of Education, Culture and Sport); its exclusive responsibilities in education are, throughout the Spanish territory, the overall educational planning through the corresponding legal regulations, issuing and standardization of academic qualifications and the State Inspectorate. The General State Administration is responsible for public education funding contained annually in the General State Budget Act. The second level of government corresponds to governments of the Autonomous Communities, called Education Authorities, and which exercise their powers directly through the regional Departments of Education. They are exclusively responsible for the management of education in their territory, although educational planning has to be done within the framework of the legal regulations established by the Ministry of Education, Culture and Sport, and that the education authorities themselves can develop by adapting it to their own territory.

From an administrative point of view, the schools themselves, are responsible for the use of the budgets allocated to their own centre, and there are three different models of management and use of resources based on the type of ownership of the schools in Spain. The first corresponds to the schools in public education, which are owned by the educational authorities in their territory and which only receive public funding. The second is subsidised education, which are privately owned but receive public funding for maintenance and material and human resources, based on funding modules contained annually in the General State Budget Act approved by Parliament; in correspondence with public funding, the owners of schools with subsidised education must obey the applicable legislation established by the Ministry of Education, Culture and Sport and the regional education authorities. The third model is independent private education, which is privately owned and where schools are exclusively responsible for their own funding, both for maintenance of the buildings and their material and human resources.

In all three models, the Educational Inspectorate is the guarantor of the implementation and enforcement of the legislation applicable to each case.

The local authority, through the councils or local governments, has no direct responsibility for education but have historically been the owners, within their own territorial limits, of public schools corresponding to the levels of Pre-primary and Primary Education, and which they also cooperate with closely in terms of the funding of basic public services and maintenance.

The Spanish education system, based on a deeply decentralized structure, and having the ultimate responsibility of good practices in the use and effectiveness of resources focusing on the schools themselves, exhibits a certain level of complexity in terms of obtaining a set of detailed data.



Knowledge of the use of resources at each level of governance, in terms of justification of spending, is published, in the interests of transparency, in accessible public documents in two forms each year. The first is the public appearance of those responsible for education before their regional parliaments where they must show broad public details of the implementation of their annual budget, and also the Ministry of Education itself before the National Parliament. The second is the actual data collection of all public administrations by the Ministry of Education to draw up public statistics, at a national level, termed the Statistics of Public Spending on Education.

As for data collection on efficiency and effectiveness in the use of resources, it is not possible to obtain detailed data since, strictly speaking, there is no commitment or requirement to give annual public accounts of this matter. Obviously there is control over it in education which is publicly maintained or funded through the corresponding authority, but there are no specific or detailed indicators that must be fulfilled by schools in terms of maintaining the effective use of its resources. The effective use of resources is the responsibility of each Department of Education, established on the basis of its own legal regulations, or also in the development of state regulations. It is therefore not possible to make comparisons between Autonomous Communities regarding their own effectiveness in the use of their public resources, since there is wide variation in the rules or instructions established for schools in each of them.

Correlations can be established indirectly for the whole country, between the funding of education in Spain, in terms of the level of public spending involved, and the scant reward in terms of educational performance of students, as has been shown in previous editions of PISA. In Spain there is no such systematic investigation of this matter of the efficient use of resources, but the evidence shown in PISA can be a good guide to further improving the effectiveness and efficiency in the use of resources, since there is undoubtedly a mismatch between the significant mobilization of resources for education and the academic achievement of students.

In order to improve the previously mentioned outcomes of the education system, national commitments and educational reforms have been carried out. Among the commitments are those adopted specifically by Spain for the European Agenda 2020. This means reaching 100% from the 97% in 2012 in access to Pre-primary education for children aged 4, reducing the high rates of early school leaving from 28.8% in 2012 to 15% in 2020, improving the participation of adults in training from 10.7% in 2012 to 15%, and improving the performance of students who do not reach level 2 in PISA 2012 to 15% from 18.4% in literacy, 23.6% in maths, and 15.7% in sciences.

As for education reforms, in 2013 a law, called the Constitutional Law for the Improvement of Quality in Education (LOMCE), was published with the aim of tackling the main challenges in the Spanish educational system.

From the point of view of general education policy, it is precisely the measures or actions taken to improve the results of the Spanish education which are at the forefront of public debate, particularly so since the hard period of economic crisis and the great efforts that Spanish society has made to improve the situation, having to do without resources which, in earlier times, could even be considered as essential.

To rationally develop an inclusive education model that is able to individually address each child with difficulties, increase the low levels of qualification for Spanish students at the compulsory levels, excessive early school leaving, improve the educational use of ICT, school funding during the crisis, the adaptation of professional qualifications to the production system, improvement of the training of the adult population, the adaptation of teacher training to new educational demands, or reduction of educational programmes in a restrictive general framework in terms of resources, are key aspects of the overall education debate and so are part of the challenges to be resolved.

To this end, reform initiatives and provision of solutions have been launched mainly, though not exclusively, in order to address excessive rates of school failure and early school leaving by improving the choice of educational paths, modernization of Vocational Training by introducing dual school-business training, the introduction of new national general assessments during and at the end of Primary Education, and teacher training as an essential element of any educational system.

## Chapter 1: The national context

### 1.1. The economic and social context

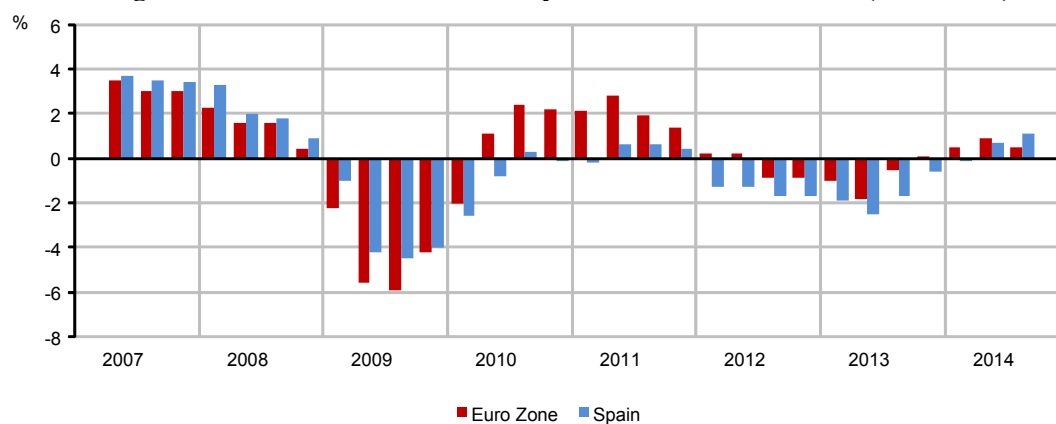
In developed countries, the quality of the results of the education and training system has a positive effect on the socioeconomic type of factors, since if they improve economic growth in the long term is accelerated and the welfare of society increases. This reciprocal relationship between socioeconomic context and educational outcomes is intensifying with the development of the information society. This point is what leads to the conclusion, largely from developed countries, that efficiently promoting the improvement of educational outcomes is an excellent investment.

Drawing from data from the Ministry of Economy and Competitiveness, the Ministry of the Presidency (2015) communicates the main updated economic and social elements in which it makes the analysis that, during the period of economic growth and in the early years of the crisis, major macroeconomic imbalances were created: high public deficit, high private debt encouraged by negative real interest rates, sizeable and growing foreign debt and loss of competitiveness. Much of these imbalances are explained by the strong credit growth during the years before 2007, the increase in investment, mainly real estate, and rigidities in the labour market.

The high rate of investment during the years prior to 2008 explains the sharp increase in foreign debt; in particular, the weight of investment in housing on its own explained half of the foreign imbalance generated until 2008. In parallel, certain structural features of the Spanish labour market (its dual nature or its organization of salary negotiation), together with other factors linked to insufficient competition in some markets of goods and services, aggravated these imbalances through a trended loss of foreign competitiveness. Thus, the engine of the Spanish economy has become domestic demand and, in particular, the consumer spending of households, which expanded in the fourth quarter of 2014 for the fourth consecutive quarter, with the year-on-year rates of 1.3%, 2.3%, 2.8% and 3.4% - closing 2014 at 2.4%, as well as the gross growth of fixed capital in capital goods that has grown for seven consecutive quarters, ending 2014 with an annual growth of 12.2%, much higher than in 2013 (5.6%).

According to the Bank of Spain, the Gross Domestic Product (GDP) of Spain, at market prices, is estimated in 2014 at 1,058,469 million euros, 0.9% more than in 2013. The volume growth of GDP in the whole of 2014 is estimated at 1.4%. Meanwhile, per capita GDP at current prices is 22,780 euros, 1.2% more than in 2013.

**Figure 1.1 Growth of the GDP in Spain and in the Eurozone (2007-2014)**



Source: Eurostat.

The most important positive development in the current macroeconomic scenario is the average annual growth of 1.4% of GDP in 2014, a positive rate for the first time since 2008, and it ended the year with a year-on-year increase of 2.1%. The annual GDP growth in 2015 was 3.5% and the government estimates that the average annual GDP growth in 2016 could reach 3.0%.

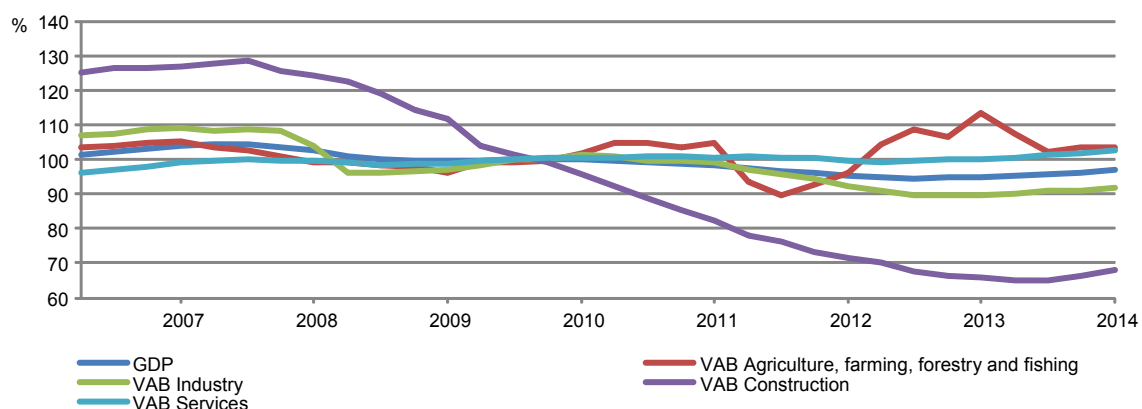
At the beginning of the crisis a strong fiscal policy of expansion was adopted, making the needs for public funding increase rapidly, reaching a maximum deficit of 11% in 2009 (Eurostat). If in the period 2000-2007 the growth of external debt was explained by the need for private sector funding, from 2009 the increase came mainly from the public sector. Figure 1.1 shows the evolution of GDP in Spain in comparison with the Eurozone.

Thus, in 2012 Spain faced a very difficult situation, with an economy on the verge of collapse, and had to overcome significant accumulated imbalances.

The private component of domestic spending has been driven by improvements in real disposable income of households, encouraged by job creation, as well as an climate of price reduction and restoring confidence. Confidence indicators are in effect recovering their pre-crisis values.

In Figure 1.2, we see how from the point of view of supply, in 2014 all industries except construction have experienced growth. The gross value added (GVA) of agriculture grew by 3.3%, that of industry increased by 1.5% (2.3% for manufacturing); services grew by 1.6% and construction significantly slowed the rate of decline, retreating by 1.2% (6.9 points less than in 2013).

**Figure 1.2 Evolution of the GDP and GVA by sector. Linked indices of volume (2010=100)**



Fuente: National Statistics Institute (INEE).

## Economy by priority sectors of production

### Services Sector

The Gross Value Added in the services sector at current prices in 2014 was 718,311 million euros, representing 67.9% of GDP, 0.4 percentage points higher than the whole of 2013.

The sector employed an average of 12.7 million people in 2014, approximately 76% of total employment. By subsector, trade subsector, transport and hospitality industries accounted for 32.2% of added value in the services sector (with an average of 5.0 million people employed), followed by the Public Administration sector, defense, compulsory social security, education, health and social services, which accounted for 25.1% of the sector and employs 3.6 million people. This can be seen laid out in Table 1.1.

In 2014, the nominal added value of all subsectors increased, except information and communications which fell 3.0%. Also, recreational and artistic activities and other services grew by 2.3%; trade, transport and hospitality, by 1.7%; real estate, by 2.5%; financial and insurance activities by 5.3%; professional activities by 1.2% and public administrations and others by 0.4%.

**Table 1.1 Distribution of the services sector in 2014**

	<b>Million euros</b>	<b>Percentage</b>
Trade, transport and hospitality	232.124	32%
Public administration, health and education	179.466	25%
Real Estate	117.319	16%
Professional activities	71.407	10%
Artistic, recreational activities and other services	41.980	6%
Information and communication	38.534	6%
Financial and insurance activities	37.481	5%

**Source:** Communication Secretariat of the State of the Ministry of the Presidency and the Ministry of Economy and Competitiveness.

### **Construction Sector**

The main indicators of the construction sector showed a significant moderation in the adjustment. Thus, investment in housing at current prices fell by 3% in 2014, compared to a reduction of 14.3% in 2013.

Most of the recent economic indicators also show a growth trend. Thus, in 2014, the Production Index of the Construction Industry (IPIC) closed with an average increase of 17.4%, a rate 16 points higher than in 2013. The latest data from the Active Population Survey indicate that employment in the construction sector has decreased in 2014 by 3.5% against a fall of 11.4% in 2013 and 17.3% in 2012. However, in the fourth quarter it showed a growth of the number of those employed in the sector of 4%.

### **Foreign trade**

According to the Department of Customs and Excise, Spanish exports of merchandise have continued to show their strength in 2014, with a year-on-year growth of 5.5% and a value of 240,034.9 million euros, a new high in the current historical series which began in 1971.

Meanwhile, imports increased 5.7% year-on-year, standing at 264,506.7 million euros. The moderate increase in exports together with the stronger increase in imports made the Spanish trade balance become worse in 2014 to stand at 24,471 million euros. It is worth noting that 2013 and 2014 obtained the two best balances relative to GDP since data has been recorded, -1.6% and -2.3% respectively.

The non-energy balance according to the sector classification of the Ministry of Commerce showed a surplus of 13,599.3, compared with a surplus of 25,042.2 million euros in 2013 (provisional data), while the energy deficit fell by 7.1% year-on-year to 38,071.1 million euros.

Finally, the coverage rate, which measures the relationship between exports and imports stood at 90.7%, 2.9 percentage points lower than that recorded in 2013 (with provisional data), but better than the rate of annual coverage of the whole historical series, except for 2013 when the historical maximum (93.4 with definitive data) was recorded.

By regions, it is noteworthy that in 2014 the non-EU foreign sales now accounted for 36.6% of the total. Particularly dynamic among them were the Spanish exports to North America (22.0%) and Asia, excluding the Middle East (16.3%). With respect to the weight of the main geographical areas for our exports, 63.4% of exports went to the European Union (and 49.7% to the Euro zone), 9.5% to Asia as a whole (3.1% to the Middle East), 6.8% to Africa, 5.8% to Latin America and 5% to North America. Table 1.2 shows the data of Spanish foreign trade, broken down into the main export sectors:

**Table 1.2 Foreign trade: breakdown by sectors (January-December 2014)**

Sector	EXPORTS			IMPORTS		
	Total %	Variation 2014/2013 (1)	Contribution (2)	Total %	Variation 2014/2013 (1)	Contribution (2)
Food, drinks and tobacco	15,5	4,4	0,7	10,7	3,0	0,3
Energy products	7,2	7,1	0,5	20,9	-3,1	-0,7
Raw materials	2,4	-2,9	-0,1	3,6	0,0	0,0
Non-chemical semimanufacture	10,7	1,2	0,1	6,8	5,1	0,3
Chemical products	14,2	2,9	0,4	15,0	3,9	0,6
Equipment	20,1	-0,5	-0,1	17,8	9,5	1,6
Cars	14,8	6,2	0,9	11,6	19,4	2,0
Durable goods	1,4	-4,1	-0,1	2,4	13,0	0,3
Consumer Manufacture	9,2	7,8	0,7	11,0	13,2	1,3
Other products	4,4	-11,0	-0,6	0,3	-25,0	-0,1
<b>TOTAL</b>	<b>100</b>	<b>2,5</b>	<b>2,5</b>	<b>100</b>	<b>5,7</b>	<b>5,7</b>

(1) Provisional data.

(2) Contribution to the rate of change of total exports/imports, in percentage points.

Source: S. G. Of Trade Policy Instruments Evaluation of the Ministry of Trade, Ministry of Economy and Competitiveness, data from the Department of Customs and Excise Tax Agency.

The foreign sector has been assuming an increasingly important role due to its positive contribution to GDP growth in recent years: 1.5% in 2008, 2.8% in 2009, 0.9% in 2010, 2.2% in 2011, 2.3% in 2012 and 1.4% in 2013, and having a dampening effect on the negative situation of domestic demand. According to the National Institute of Statistics, the contribution of net exports to GDP in 2014 was negative (-0.8 points) though its contribution is expected to be slightly positive at 0.2 points in 2015.

### **The labour market and employment policies**

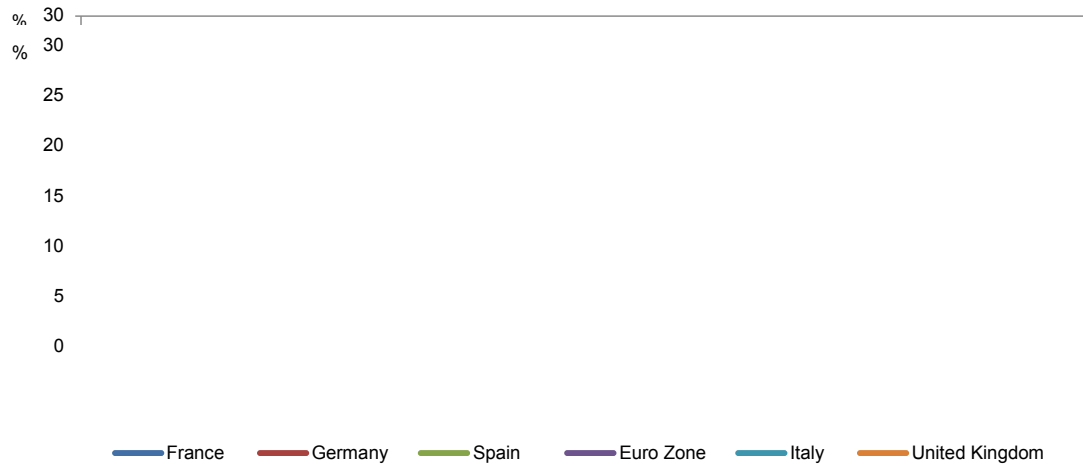
The reformist strategy started in 2012 begins to show a clear change in trend for the Spanish labour market. Spain has gone from leading the job losses in Europe to being a success story in overcoming the crisis of 2007. Although growth in the euro zone is still limited, Spain plans to create a million jobs between 2014 and 2015, something which exceeds all the expectations at the end of 2011. Although there is still a long way to go, Spain has laid the groundwork to have a more dynamic labour market and better employment services, essential elements for the long-term competitiveness and sustainability of the welfare state.

Like other developed countries, Spain has had to face a process of profound economic transformation, mainly as a result of economic globalization and the development of Information and Communications Technologies (ICT). Globalization is enabling the emergence and development of new economic powers in a process that, while allowing millions of people to get out of poverty, is also generating significant competitive pressures in economies like ours. Moreover, the incorporation of ICT and other innovations is transforming production processes. Both driving forces require an enormous adaptability of businesses and workers to survive in an environment that is increasingly demanding.

The Spanish labour market had a number of traditional shortcomings that limited the employability of workers and eroded the competitiveness of businesses. To correct the high rate of structural unemployment, the high volatility in the level of unemployment and deep duality of the labour market, recent governments have confronted a series of reforms to foster economic growth that rapidly leads to job creation. The transformation of the regulatory framework of labour relations aims to improve the functioning of the Spanish labour market based on flexi-security, in a way that promotes the competitiveness of enterprises and employability of workers.

The following graph (Figure 1.3), shows a comparison between different countries in the Euro Zone, and the result of the measures applied in the case of Spain.

**Figure 1.3 Evolution of the rate of unemployment (%)**

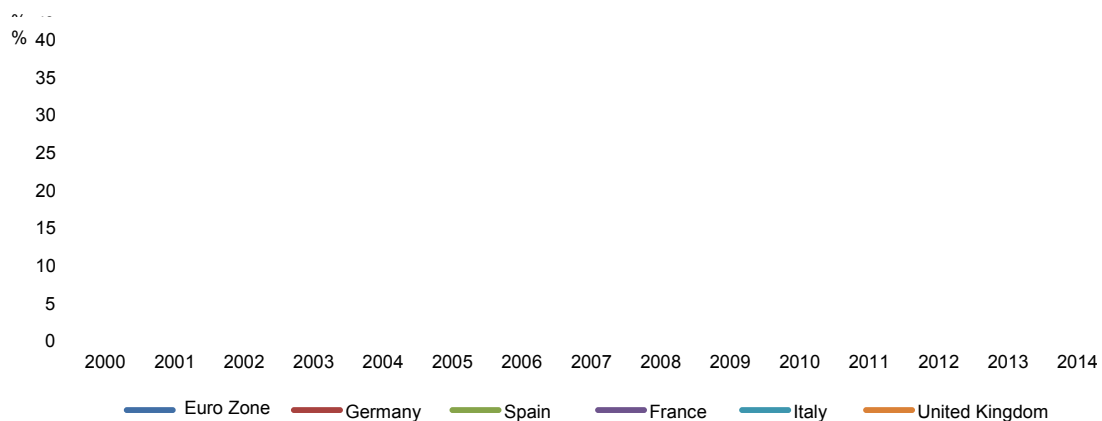


Source: Eurostat.

### The Spanish labour market

Since the transition to democracy, the situation of the Spanish labour market has been characterized by maintaining a high rate of structural unemployment which has increased strongly in periods of crisis like the present one. In times of economic boom, the unemployment rate has never fallen below 8% and has reached levels of around 26% in periods of economic crisis.

**Figure 1.4 Rates of short-term employment (%)**

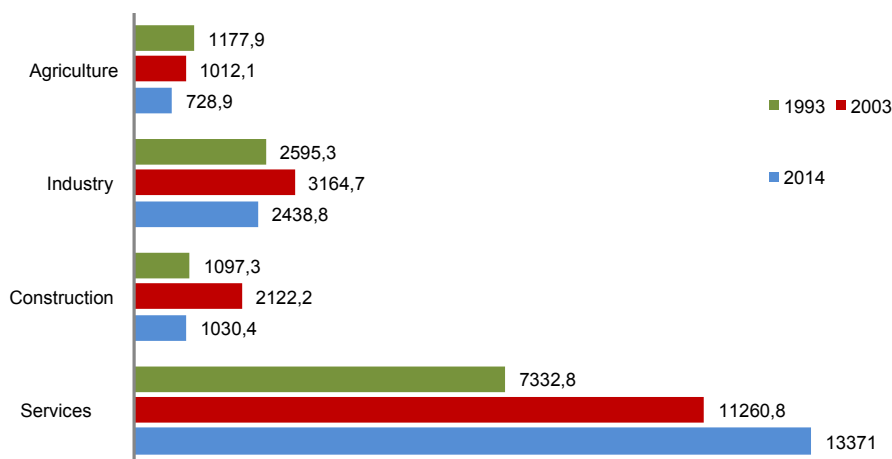


Source: Eurostat.

Added to this high rate of unemployment is an excessive segmentation in the labour market between workers with permanent contracts and those on temporary contracts. This duality has meant that between 40% and 50% of the working population has alternated between periods of unemployment and temporary employment. This situation has mostly affected the young and less educated workers, those segments of the population most affected by high rates of unemployment that Spain has experienced in times of economic crisis. Figure 1.4 shows the evolution of temporality in European countries and the progressive approximation of the Spanish percentages to those of other European countries and the euro zone as a whole.

The sectoral composition of the active population has evolved enormously in recent years in favour of the services sector. In 1982 the percentage of workers in agriculture accounted for 17.8% of the total, the industrial sector employed 26.92% of workers, construction 8.10% and the services sector only 47.4%. Today three quarters, 75.9%, work in the service sector, the percentage of workers in industry is 13.61%, construction 5.8%, and agriculture 4.7 %. Figure 1.5 shows the number (in thousands) in the different production sectors and their evolution over time.

**Figure 1.5 Employment by sectors**



**Source:** Labour Force Survey. INE. Communication Secretariat of the State of the Ministry of the Presidency and the Ministry of Economy and Competitiveness.

The latest economic crisis has once again had very negative effects on the labour market. Out of an active population of 22.8 million (59.4% activity rate), a fifth (20.9%) is unemployed. The unemployment rate in 2015 ranged from 12.89% in the Basque Country to 29.83% in Andalusia and is especially high among the under-25s (46.2%). Most job creation in annual terms has occurred in the private sector, with an increase of 452,000 employees. The public sector has increased its numbers by 73,100 employees. All sectors of the economy are creating jobs. In the services sector 421,500 more employees have registered; in Agriculture, 50,800; in construction, 28,100; and in Industry, 24.600. More than 95% of employment created in 2015 in the Spanish economy is full-time (501,700). Also, of the salaried employment that has been created in the last year (505,700 jobs), two thirds are temporary contracts and one third are permanent contracts.

It is worth pointing out the high sector of young people who are neither integrated into the labour market nor studying (25.9% aged 20-34, 24.8% aged 20-24, 26.7% aged 25-29) according to Eurostat in 2014, although that same year the Spanish government published a significant decline in the numbers of these young people in absolute terms (77,675 young people less than the 767,725 representing the total set). Currently, employment is growing strongly: + 2.99%, and the unemployment rate in the last quarter of 2015 fell to 20.9%, representing a reduction of 2.81 compared to the rate of the same period last year, according to data from the Labour Force Survey (LFS) of the National Statistics Institute (INE).

After a long, double-dip recession, economic growth went back to being positive at the end of 2013, unemployment has started to decline, the export growth has significantly reduced the structural deficit in the current account and the budget deficit is falling. These reforms are aimed at improving the labour market, strengthening the fiscal framework, addressing the traditional problems related to education and housing and improving the business environment. These reforms, together with a greater commitment from the countries of the euro zone to consolidate the common currency, have resulted in a drastic reduction in the differentials of sovereign debt (OECD Economic Studies, Spain, 2014, overview). As for the evolution of employment from the



gender perspective, the trend in female employment is gradually recovering and returning to contracting data prior to the crisis, for each age segment, as can be seen in Table 1.3.

**Table 1.3 Registered contracts by age group and gender. 2007 to 2014**

	2014	2013	2012	2011	2010	2009	2008	2007
<b>% WOMEN</b>	43,64	44,51	47,07	45,35	45,81	46,97	47,09	46,00
< 20 years old	42,96	43,42	44,68	44,68	44,81	44,83	44,26	42,43
From 20 to 24	47,93	48,66	49,72	48,90	48,93	50,04	49,75	48,36
From 25 to 29	46,39	46,84	47,73	46,27	46,22	46,97	46,84	45,94
From 30 to 34	41,66	42,00	43,55	42,32	42,72	43,94	44,26	43,61
From 35 to 39	40,51	41,26	44,09	42,92	43,85	45,38	45,85	45,18
From 40 to 44	42,54	43,73	47,49	46,04	47,15	48,95	49,57	48,69
From 45 to 49	44,35	45,95	50,04	47,84	48,69	50,12	50,82	49,56
From 50 to 54	43,50	45,10	50,41	46,50	47,16	48,48	48,41	46,51
From 55 to 59	40,30	41,83	48,35	41,03	41,25	42,36	42,80	40,87
From 60 and older	39,58	40,79	47,17	37,35	35,94	35,83	34,80	33,79
<b>BOTH GENDERS</b>	16.727.089	14.792.614	14.240.991	14.433.232	14.417.150	14.021.837	16.601.237	18.622.108
< 20 years old	397.921	338.987	373.718	504.569	602.160	670.910	1.055.442	1.367.063
From 20 to 24	2.357.361	2.117.173	2.112.414	2.387.663	2.502.108	2.484.772	3.123.383	3.684.797
From 25 to 29	2.901.520	2.625.842	2.531.590	2.649.390	2.701.296	2.661.605	3.220.182	3.726.990
From 30 to 34	2.744.260	2.520.717	2.427.359	2.476.021	2.436.406	2.327.079	2.674.633	2.929.860
From 35 to 39	2.579.820	2.258.975	2.095.864	2.037.503	1.953.121	1.850.414	2.098.146	2.268.826
From 40 to 44	2.126.967	1.840.690	1.727.703	1.662.587	1.605.615	1.536.634	1.725.430	1.825.699
From 45 to 49	1.661.602	1.439.999	1.351.669	1.277.668	1.235.306	1.176.454	1.288.418	1.361.718
From 50 to 54	1.143.904	959.038	906.684	832.042	793.956	738.972	786.850	807.006
From 55 to 59	563.197	472.160	461.489	399.827	384.234	365.243	401.012	423.766
From 60 and older	250.537	219.033	252.501	205.962	202.948	209.754	227.741	226.383
<b>WOMEN</b>	7.300.501	6.584.155	6.703.065	6.545.849	6.604.411	6.586.562	7.816.800	8.565.912
< 20 years old	170.966	147.177	166.985	225.444	269.844	300.775	467.103	579.991
From 20 to 24	1.129.831	1.030.264	1.050.335	1.167.625	1.224.227	1.243.432	1.553.861	1.782.059
From 25 to 29	1.345.934	1.230.033	1.208.409	1.225.990	1.248.600	1.250.211	1.508.190	1.712.124
From 30 to 34	1.143.204	1.058.609	1.057.072	1.047.779	1.040.927	1.022.501	1.183.737	1.277.798
From 35 to 39	1.045.037	932.091	924.031	874.455	856.383	839.639	961.965	1.025.109
From 40 to 44	904.913	804.927	820.567	765.384	757.118	752.240	855.309	888.871
From 45 to 49	736.867	661.717	676.339	611.268	601.460	589.680	654.809	674.899
From 50 to 54	497.630	432.514	457.072	386.936	374.424	358.219	380.941	375.355
From 55 to 59	226.957	197.485	223.145	164.050	158.488	154.718	171.628	173.205
From 60 and older	99.162	89.338	119.110	76.918	72.940	75.147	79.257	76.501
<b>MEN</b>	9.426.588	8.208.459	7.537.926	7.887.383	7.812.739	7.435.275	8.784.437	10.056.196
< 20 years old	226.955	191.810	206.733	279.125	332.316	370.135	588.339	787.072
From 20 to 24	1.227.530	1.086.909	1.062.079	1.220.038	1.277.881	1.241.340	1.569.522	1.902.738
From 25 to 29	1.555.586	1.395.809	1.323.181	1.423.400	1.452.696	1.411.394	1.711.992	2.014.866
From 30 to 34	1.601.056	1.462.108	1.370.287	1.428.242	1.395.479	1.304.578	1.490.896	1.652.062
From 35 to 39	1.534.783	1.326.884	1.171.833	1.163.048	1.096.738	1.010.775	1.136.181	1.243.717
From 40 to 44	1.222.054	1.035.763	907.136	897.203	848.497	784.394	870.121	936.828
From 45 to 49	924.735	778.282	675.330	666.400	633.846	586.774	633.609	686.819
From 50 to 54	646.274	526.524	449.612	445.106	419.532	380.753	405.909	431.651
From 55 to 59	336.240	274.675	238.344	235.777	225.746	210.525	229.384	250.561
From 60 and older	151.375	129.695	133.391	129.044	130.008	134.607	148.484	149.882

Source: Yearbook of Statistical of the Ministry of Employment and Social Security.  
<http://www.empleo.gob.es/es/estadisticas/contenidos/anuario.htm>

## 1.2 The demographic context

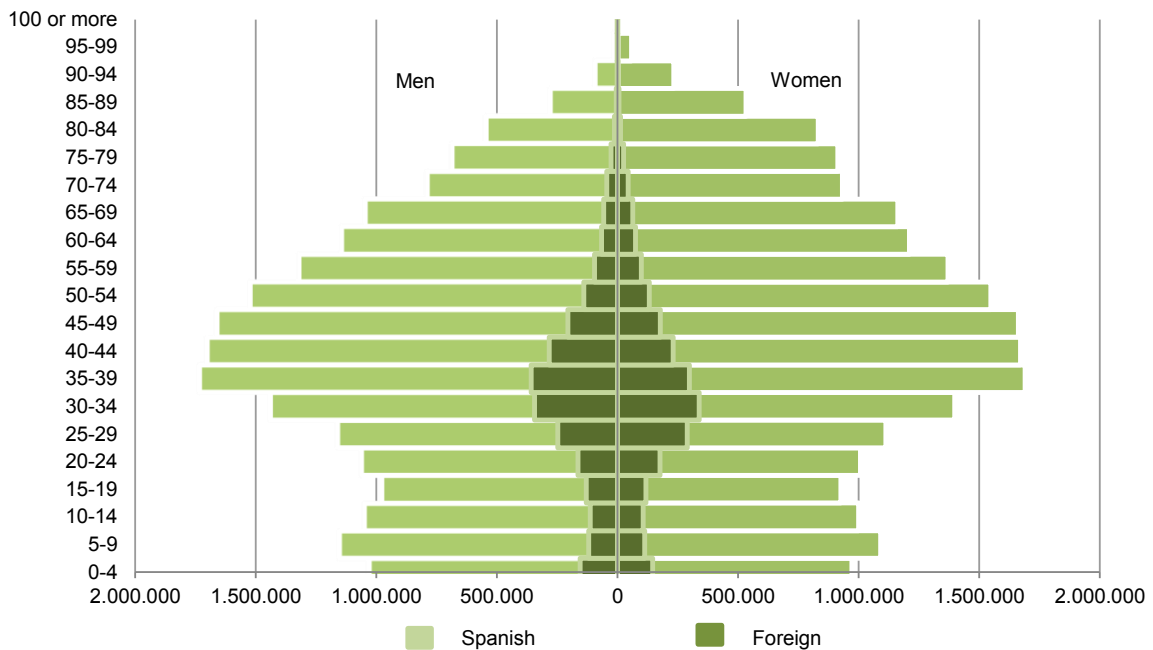
The latest published data establish that the resident population in Spain stood at 46,439.864 inhabitants on January 1<sup>st</sup> 2015. During 2014 it decreased by 72,335 people according to

population figures from National Statistics Institute (INE), so continuing the population decline that began in 2012. The number of Spanish people increased by 156,872 people and the number of foreigners decreased by 229,207. Figure 1.6 shows the age distribution of the resident population in Spain.

During 2014 Spain registered a negative net migration of 102,309 people (Spanish and foreign), 59.3% lower than in 2013. Immigration increased by 9.4% and emigration fell by 23.1% over the previous year. In the case of Spanish people, net migration was -37,507 people in 2014, 8.3% lower than in the previous year. 78,785 Spanish people emigrated in 2014, of which 50,249 were born in Spain. Immigration of Spanish people was 41,278, of which 19,638 were born in Spain. In the case of foreigners, net migration was -64,802 people in 2014, 69.2% lower than in the previous year. 330,559 people emigrated and 265,757 immigrated.

The number of inhabitants grew in the Balearic Islands, Canary Islands, Andalusia, Murcia, Navarra and the autonomous cities of Ceuta and Melilla, and decreased in the other communities.

**Figure 1.6 Population pyramid of Spain (January 1st, 2014)**



Source: Population figures. National Statistics Institute (INE).

If current demographic trends continue, Spain would lose one million inhabitants in the next 15 years and 5.6 million over the next 50 years, according to the Population Projections. The percentage of population aged over 64 years, which currently stands at 18.1% would be 24.9% in 2029 and 38.7% in 2064.

The foreign population resident in Spain stands at 4,447,852 people and decreased by 4.9% compared to January 1, 2014, due to the combined effect of emigration and the acquisition of Spanish nationality. Foreigners account for 9.57% of the total population. By nationality, the largest population decreases in relative terms are among nationals of Ecuador, Bolivia and Colombia, all with decreases of around 20%.

During 2014, 426,042 children were born in Spain, 0.37% more than in the previous year, despite the downward trend in the birth rate that began in 2009. On the other hand, the average age of maternity in 2014 stood at 30.6 years and the average number of children per woman increases relative to 2013 and stood at 1.32 in 2014. Table 1.4 and Figures 1.7, 1.8 and 1.9 show this evolution in more detail:

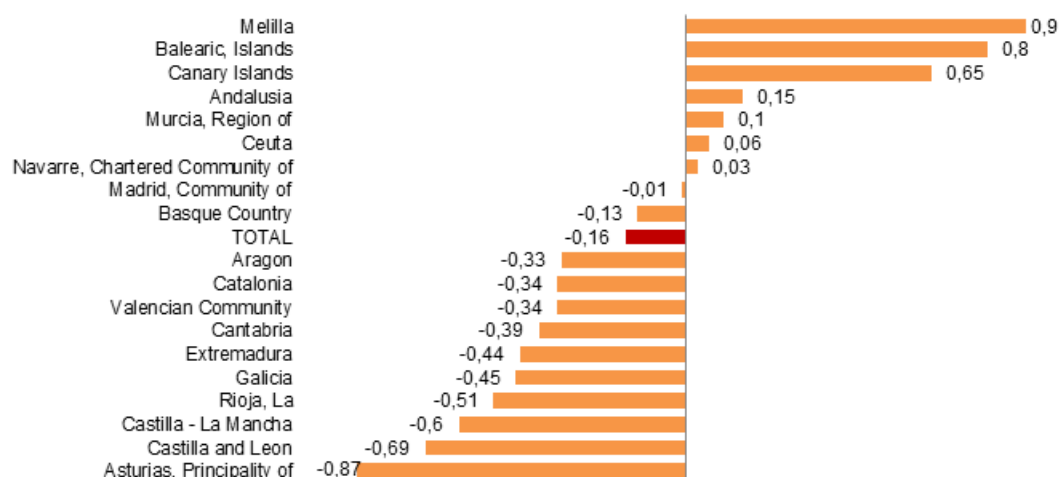
**Table 1.4 Development of the population resident in Spain and migration movements during 2014 by nationality**

	Population up to 1st of January		Annual growth (1)		Migratory movements in 2014		
	2015 (1)	2014	Absolute	Relative (%)	Immigration	Emigration	Balance
<b>Total</b>	46.439.864	46.512.199	-72.335	-0,16	307.036	409.343	-102.309
<b>Spanish</b>	41.992.012	41.835.140	156.872	0,37	41.278	78.785	-37.507
<b>Born in Spain</b>	40.103.326	40.112.836	-9.508	-0,02	19.638	50.249	-30.611
<b>Born abroad</b>	1.888.685	1.722.305	166.380	9,66	21.640	28.536	-6.896
<b>Foreign</b>	4.447.852	4.677.059	-229.207	-4,90	265.757	330.559	-64.802
<b>Born in Spain</b>	452.123	441.057	11.066	2,51	6.107	18.667	-12.550
<b>Born abroad</b>	3.995.729	4.236.002	-240.273	-5,67	259.650	311.891	-52.242

(1) Provisional data

Source: Population figures. National Statistics Institute (INE).

**Figure 1.7 Relative population growth in 2014. Percentages (1)**



(1) Provisional data

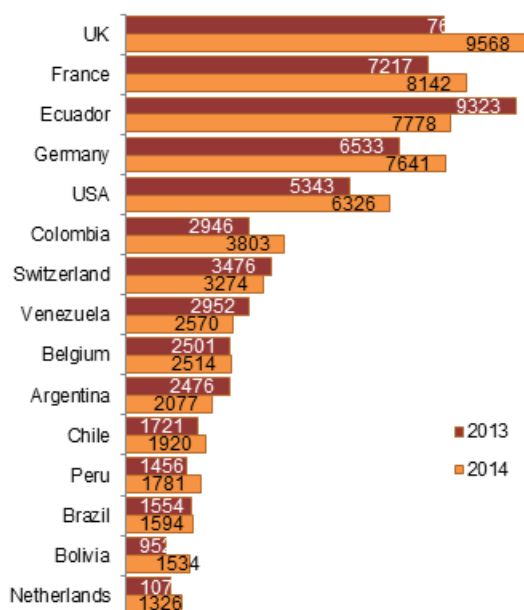
Source: Population figures. National Statistics Institute (INE).

In Spain 395,830 people died in 2014, 1.4% more than in 2013. The gross mortality rate in 2014 stood at 8.48 deaths per 1,000 inhabitants and infant mortality at 2.82 deaths per 1,000 births. Life expectancy at birth stood at 82.87 years in 2014. In women it reached 85.58 years and in men 80.08. As for the emigration of Spanish people, it was concentrated in the 25-44 age groups.

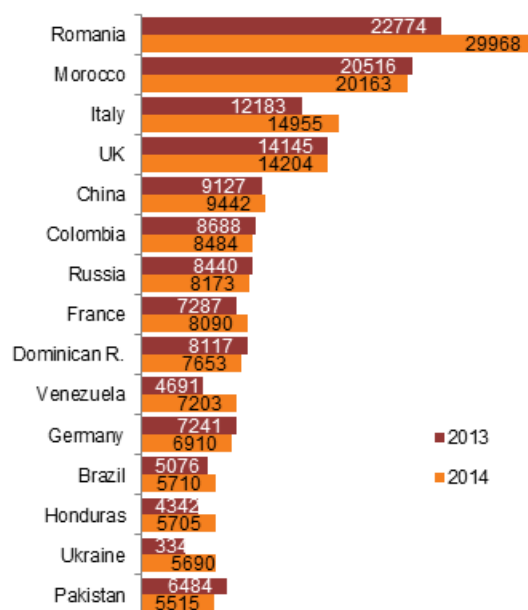
The combined effect of natural growth (births minus deaths), the net migration with foreign countries (immigration minus emigration) and net migration with other communities caused the population to grow during 2014 in Andalusia, the Balearic Islands, Canary Islands, Murcia and Navarra, as well as in the autonomous cities of Ceuta and Melilla. In 2014 a total of 159,279 marriages were registered, representing a 3.85% increase over the previous year. The gross marriage rate stood at 3.36 marriages per 1,000 inhabitants.

In 2014 there were 100.746 cases of divorce, 5,034 of separation and 113 annulments. Thus, the total rate of annulments, separations and divorces is 2.3 per 1,000 inhabitants. The total number of cases in 2014 experienced an increase of 5.4% over the previous year. The number of divorces increased 5.6%, separations 2.7% and annulments also 2.7%. The average duration of marriages is 15.8 years and in case of separation or divorce, joint custody is granted in 21.3% of cases, compared to 17.9% from the previous year.

**Figure 1.8 Emigration of the Spanish population by country of destination (2013-2014) (1)**



**Figure 1.9 Immigration of the foreign population by nationality 2013-2014 (1)**



(1) Provisional data

Source: Population figures. National Statistics Institute (INE).

### Geographic Areas of Population Distribution

In Spain, 80% of the population resides in urban environments and intermediate or semi-urban/suburban areas. The remaining 20% resides in rural areas, amounting to 35% if intermediate semi-urban areas are included in this environment.

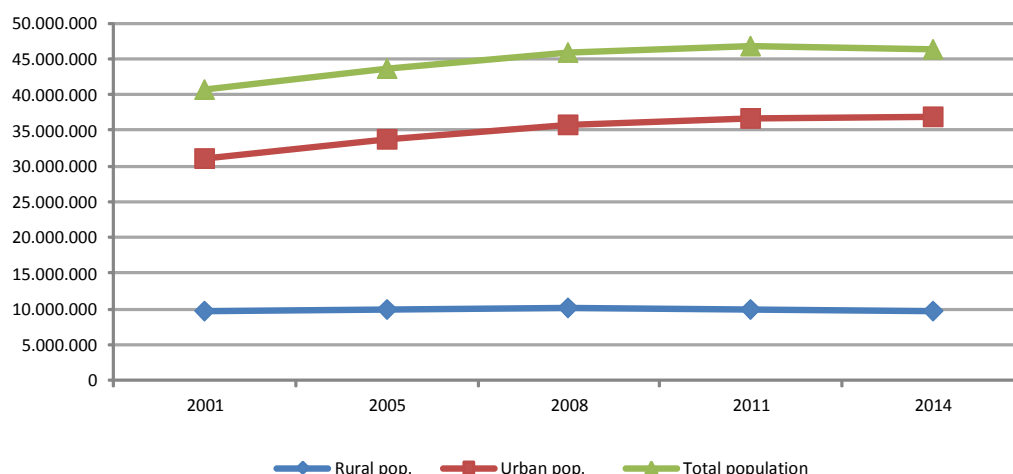
In 2007, the Constitutional Law 45/2007 of 13 December, Sustainable Rural Development (LDSMR) defines a Rural environment as "the geographical space formed by the aggregation of smaller local authorities or municipalities with population <30,000 inhabitants and density <100 inhabitants per km<sup>2</sup> and Rural Municipality of small size: population <5,000.

Generally speaking, rural areas of Spain are characterized by low population density, 19.79 inhabitants/km<sup>2</sup> on average, much lower than the average for the territory as a whole which stands at 92 inhabitants/km<sup>2</sup>; this low density, together with its geographic dispersion, limits their opportunities for economic development. Within the framework of the law, demographically speaking a different evolution is observed in relation to the size of municipalities, resulting in a slight loss of population (-0.31%) in small municipalities (<5000 inhabitants) and an increase (13% ) in larger ones, with the Autonomous Communities of Aragon, Castilla y Leon and Castilla La Mancha being those most affected by rural depopulation in their small municipalities (18 inhabitants/km<sup>2</sup> on average). As for the rate of ageing, the population aged above 65 years stands at 31%, almost twice the overall average rate in Spain (18%). Figure 1.10 and Table 1.5 show the composition of the population by inhabited environment in absolute values.

Owing to the great significance of the attention given to the population living in rural areas in Spain, the Sustainable Rural Development Programme, established over the years 2007-2013, has been updated in the National Rural Development Framework agreed between the Ministry of Agriculture, Food and Environment and the Departments of Agriculture of the Autonomous Communities. In order to revitalize rural areas, set up measures to create and maintain jobs, provide infrastructure and services, diversify economic activity, increase quality of life and improve environmental quality to conserve and restore natural and cultural heritage, following and in the context of the European policy of cohesion, Spain has 18 Rural Development

Programmes 2014-2020: 17 Autonomous Rural Development Programmes in each of the Autonomous Communities and the National Rural Development Programme that includes common measures that must be applied evenly throughout the national territory to achieve the above objectives.

**Figure 1.10 Distribution of the population in Spain (2001-2014)**



	2001	2005	2008	2011	2014
Rural population	9.641.647	9.925.418	10.120.932	9.968.815	9.580.230
Urban population	31.114.354	33.727.737	35.833.174	36.773.882	36.824.372
Total population	40.756.001	43.653.155	45.954.106	46.742.697	46.404.602

Source: Population figures. World Bank.

**Table 1.5 Types of urban and rural regions of Spain**

Regions (2013)	Spain			EU-15			EU-28		
	Territory (Km <sup>2</sup> )	Population (Thousands)	Employment (Thousands)	Territory (Km <sup>2</sup> )	Population (Thousands)	Employment (Thousands)	Territory (Km <sup>2</sup> )	Population (Thousands)	Employment (Thousands)
Mainly rural	148.606	3.442	10.210	1.653.370	72.198	28.992	2.320.616	114.533	45.209
Intermediate	256.776	15.657	5.525	1.298.232	136.502	58.695	1.703.600	176.926	75.152
Mainly urban	100.609	27.628	10.245	367.059	192.890	82.761	438.874	215.805	93.118
<b>Total</b>	<b>505.991</b>	<b>46.728</b>	<b>16.980</b>	<b>3.318.661</b>	<b>400.077</b>	<b>170.448</b>	<b>4.463.090</b>	<b>505.675</b>	<b>213.479</b>

Regions (2013)	Spain			EU-15			EU-28		
	Territory (Km <sup>2</sup> )	Population (Thousands)	Employment (Thousands)	Territory (Km <sup>2</sup> )	Population (Thousands)	Employment (Thousands)	Territory (Km <sup>2</sup> )	Population (Thousands)	Employment (Thousands)
<b>Respective percentage of the total in each country</b>									
Mainly rural	29,4	7,4	7,1	49,8	18,0	17,0	52,0	22,6	21,2
Intermediate	50,7	33,5	32,5	39,1	34,1	34,4	38,2	35,0	35,2
Mainly urban	19,9	59,1	60,3	11,1	48,2	48,6	9,8	42,7	43,6

Source: Regional Statistics by Typology, Eurostat. Data updated up to November 2015.

Additional information about the demographic background: Ministry of Agriculture, Food and Environment: [http://www.magrama.gob.es/es/ministerio/servicios/analisis-y-prospectiva/Agrinfo12\\_tcm7-161562.pdf](http://www.magrama.gob.es/es/ministerio/servicios/analisis-y-prospectiva/Agrinfo12_tcm7-161562.pdf)  
[http://www.magrama.gob.es/es/ministerio/servicios/analisis-y-prospectiva/dossier\\_ue\\_espana2015versionweb\\_tcm7-405886.pdf](http://www.magrama.gob.es/es/ministerio/servicios/analisis-y-prospectiva/dossier_ue_espana2015versionweb_tcm7-405886.pdf)

## Religions

The Spanish Constitution guarantees the ideological, religious and worship freedom of individuals and communities. There is no state religion. According to data provided by the Centre for Sociological Research (CIS), in July 2014 69.7% of citizens declared themselves to be Catholics, 2.1% believers of another religion, 15.3% non-believers, 10.2% atheists and 2.8% non-denominational.

Between the State and the Holy See there is a Concordat to regulate relations in areas of mutual interest. In addition, the fundamental right of other confessions to religious education are recognized and guaranteed through the signing of Cooperation Agreements.

### 1.3. The political context

Spain is a member of the European Union, participates in all its institutions and shares the tax year with 28 other Member States and their citizens.

The Constitution protects the fundamental rights of individuals and sets out principles to guide the actions of public authorities. Some standout features of this constitutional framework are: rights to equality, non-discrimination, education, industrial action, freedom of ideology, religion, sexual orientation, expression, study, assembly, demonstration, association, political parties, unions and business associations.

Special attention is given to education, health and social security. Education is more than a public service: it is a fundamental right of all people, and likewise cultural diversity is protected as part of the heritage of all.

The Spanish State has the status of parliamentary monarchy. This is because the King holds the role of Head of State and because of the separation of legislative, executive and judicial powers, whose functions are taken by different bodies or institutions:

- Legislative power is vested in Parliament, made up of representatives of the Spanish people elected every four years. They consist of two Houses: the Congress of Representatives and the Senate.
- Executive power is vested in the Government of the Nation, made up of the President, vice presidents, ministers and other members as established by law.
- The judiciary: The Constitution sets out that Justice comes from the people and is administered on behalf of the King by judges and magistrates.

**The territorial organization** of the State is made up of municipalities, provinces and Autonomous Communities. The Spanish Constitution recognizes and guarantees their right to autonomy for the management of their respective interests and makes the State responsible for the effective implementation of the principle of solidarity, ensuring the establishment of an appropriate and fair economic balance between the different parts of Spanish territory, paying particular attention to the circumstances of the islands. Figures 1.11 and 1.12 (see page 33), at the end of this chapter, show the territorial structure of Spain.

The **General State Administration** is composed of ministerial departments and other agencies that depend on them. The Ministry of Education, Culture and Sport (MECD) is the body responsible for proposing and implementing government policy on education as well as on culture and sport. It has the exclusive exercise of powers to safeguard the homogeneity and unity of the education system and to guarantee the basic equality of all Spanish people. They are, for the most part, legislative powers for the regulation of the basic elements or aspects of the system, but it also has other executive powers.

The exercise of education powers reserved for the MECED is very often carried out within the framework of cooperation with other ministries, such as the Ministry of Employment and Social Security or the Ministry of Health, Social Services and Equality.

### **The Autonomous Communities**

Spain consists of 17 Autonomous Communities and the autonomous cities of Ceuta and Melilla.

**Statutes of Autonomy** of the different communities are the basic institutional rules for each one, and they are recognized and upheld by the State as an integral part of its legal system.

**Legislative bodies and regional executives** are, under different names in different Autonomous Communities, the legislative Assembly, elected by a popular vote; the Governing Council with executive and administrative functions; and the President, head of the Autonomous Community and the standard representative of the State within it.

**The regional education authorities**, called Ministries or Departments of Education, assume the legislative powers of development of state standards and the regulation of non-basic elements or aspects of the education system, as well as executive-administrative powers of education management in their own territory, except for those that are reserved by the State.

### **Local Administration**

The **Municipality** is the immediate channel for the involvement of citizens in public affairs. It has full legal character and institutionalizes and independently manages the interests of the relevant community. The council, made up of the mayor and councillors, is responsible for its governance and administration.

The **Province** is a local entity with its own legal character, determined by the grouping of municipalities and territorial division. The provincial council is its institution of government and administration. In the Canary and Balearic islands they are called *cabildo* (council) and island council, respectively.

The local administration is not an education authority, although the councils usually have Boards of Education or Municipal Institutes of Education. Through them, the State and the Autonomous Communities can delegate the exercising of functions within the municipalities that directly affect their own interests related to education.

### **Official language and joint official languages**

The **official language** of the Spanish State is Spanish/Castilian and, in some Autonomous Communities, Catalan, Valencian, Galician and Basque have **joint official status**.

The Autonomous Communities that have a joint official language must ensure its presence, along with Spanish/Castilian, in all levels of non-university education. All students should be able to correctly use both official languages at the end of compulsory education. At the university level, teachers and students have the right to use, orally and in writing, the official language of their choice.

There are four linguistic models which organize teaching according to the predominating languages in each of the Autonomous Communities that have a joint official language. The aim of this design is for the entire educational community to feel represented and to be able to choose freely the one that best suits their training expectations. These models are:

- Only Spanish/Castilian.
- Spanish/Castilian as the teaching language and the joint official language as a subject.
- Bilingual teaching.
- Teaching in the joint official language and Spanish/Castilian as a subject.

With regard to **foreign languages**, the Constitutional Law of Education (LOE), 2006, sets out the objectives of the European Union for languages to be a means for the construction of

European citizenship and mobility between people, and to promote cultural and linguistic exchange. For the Constitutional Law of Improvement of Educational Quality (LOMCE) of 2013 that amended it and is currently being implemented, promoting foreign language learning in compulsory and post-compulsory education is also a priority. Among the measures envisaged in the new law aimed at students studying in compulsory education, one of the aspects considered crucial to evaluating school success at this stage is the performance in foreign languages.

Meanwhile, education authorities have developed different modalities of teaching, the study of a foreign language as a subject or Content and Language Integrated Learning (CLIL). Moreover, in their areas of management they promote the creation of bilingual schools, sections and classrooms (in Autonomous Communities with an official language which attend to the priority languages of the European Union, such as English, French and German) or multilingual schools (in Autonomous Communities with two joint official languages that also incorporate the aforementioned languages) through the Development of Multilingualism Plans.

#### **1.4 Public Administration**

The Public Administration serves the general interests objectively. This statement, contained in Article 103.1 of the Constitution, is the axis on which the action of the Administration should turn. Thus the general interest is configured as a constitutionalised principle, which must be present in and guide any action by the Administration.

The Public Administration is registered within the framework of public government: legislative, whose legislative power of the State are exercised by the General Courts (Cortes); judicial, made up of judges and magistrates who administer justice on behalf of the King; and executive, whose function and regulatory power are exercised by the Government.

It acts in accordance with the principles of efficiency, hierarchy, decentralization, and coordination. The State Administration regulates by law the status of civil servants, access to public service in accordance with the principles of merit and ability, their right to union membership, the system of incompatibilities in the performance of their job and guarantee of impartiality in the exercise of their functions. Regulatory power and the legality of administrative actions and their submission to the aims that justify them are subject to judicial review by tribunals.

#### **Management of public administrations: efficiency and transparency**

On 26 October 2012 the Council of Ministers agreed on the creation of the Commission for the Reform of Public Administration (hereinafter CORA) with a mandate to conduct a comprehensive study aimed at modernizing the Spanish public sector, providing it with greater efficiency and eliminating the duplications affecting it and simplifying procedures through which citizens and businesses relate to the administration.

The report, elevated to the Cabinet of Ministers on June 21, 2013, put forward 218 proposals based on the belief that a competitive economy requires efficient, transparent and agile public administrations focused on efficient service to citizens and businesses. In the same vein, the National Reform Programme of Spain 2014 establishes the need to promote measures to streamline administrative action, improve efficiency in the use of public resources and increase productivity.

The Organization for Economic Cooperation and Development (hereinafter OECD) has reviewed the administrative reform undertaken by CORA very positively. In the report issued about it, it points out that the CORA reform package is the result of a rigorous process of data collection, dialogue between professionals and diagnosis of the weaknesses of the Spanish public administrations. Although Spain is not the only OECD country in search of new sources of growth, fiscal consolidation and competitiveness, few have articulated such an ambitious administration reforms plan.



As noted in the CORA Report, the legislation regulating public administrations has gone through different stages. Traditionally, the regulatory rules of constitutional aspects of the executive power were separate from those that imposed discipline on the procedures. This separation ended with Law 30/1992 of 26 November, on the Judicial System of Public Administrations and Common Administrative Procedure, which unified these matters into one instrument.

Subsequent regulatory evolution has been characterized by the set of laws, royal decrees and other provisions of lower rank, which have completed the backbone of administrative law. Thus, we currently find rules governing constitutional aspects, such as Law 6/1997 of 14 April, on the organization and functioning of the General State Administration; Law 50/1997, of 27 November, on the Government; and Law 28/2006 of 18 July, on State Agencies for the improvement of public services; and others which deal with both constitutional and procedural aspects of the aforementioned Law 30/1992 of 26 November; or the Law 11/2007 of 22 June, on internet access for citizens to public services, to name the most important ones.

There is an evident need, therefore, to provide the legal system with a systematic, consistent and organised administrative law, in line with the overall project to improve regulatory quality that inspires the entire report approved by CORA. Thus, it addresses a comprehensive reform of the organization and operation of the Administrations constructed along two fundamental axes: the organisation of external relations of administrations with citizens and businesses, as well as internal relations in the inner workings of each administration.

As a result, on December 10, 2013, Law 19/2013, of December 9, on transparency, access to public information and good governance was published. This law has a threefold scope: it increases and enhances transparency in public activity, which is articulated through active advertising obligations for all public administrations and entities; it recognizes and guarantees access to information, regulated as a right of broad subjective and objective scope; and it establishes the obligations of good governance to be met by public authorities as well as the legal consequences of its failure, something that becomes a requirement of responsibility for all those that develop publicly relevant activities.

In these three areas, the Law represents an significant advance in the field and establishes standards comparable to those of other established democracies. In short, it is a fundamental and necessary step that will be accompanied in the future with the momentum and commitment both to multilateral initiatives in this field, as well as with the stamp of the existing international instruments in this matter.

The autonomic system has come into effect since the transfer of state services and resources to the Autonomous Communities, a gradual process that has led to the change of assignment of more than 820,000 public employees who have become accountable to the Autonomous Communities. From these initial resources, the Autonomous Communities have supplied their own staff necessary for providing and dealing with corresponding services, among which the most important are health care, education and social services because of their size and broad territorial range.

Relations between the state and regional authorities are set out in terms of cooperation, which can officially take two forms or possibilities: multilateral or sectoral cooperation, in which the State and all the Autonomous Communities participate jointly; and bilateral cooperation, in which the state participates with a single Autonomous Community. In this system the Conference of Presidents and the Sectorial Conferences such as the Conference of Education have a central role.

### **Organization and structure of public employment and public policy evaluation**

The political status of the Spanish State is a parliamentary monarchy. The Government consists of President, Vice Presidents, Ministers and other members established by law. Different ministries have different management categories in the exercise of their functions, responding to a common structure (Constitutional Law 30/1984 of 2 August, on measures for the reform of public administration) and the highest ranking public position being that of the Secretary of State and the

most junior being that of Sub-Directorate General. The posts of the different units are held by civil servants.

The organizational structures of the 17 Autonomous Communities also follow a common structure (Statutes of Autonomy), and are chaired by the Community Presidents and specific areas are represented by the Departments that generally follow the pattern of public service established by the General State Administration.

Public employment is regulated subsequently by Law 7/2007 of 12 April of the Basic Statute of the Public Employee, successively updated in 2011 and 2012. Public employees can be of different types:

- Career civil servants: they have legal appointment and have a statutory relationship with the Public Administration regulated by administrative law for the performance of professional services paid on a permanent basis.
- Temporary civil servants: for expressly justified (and regulated by law) reasons of necessity and urgency, they are appointed to perform functions of career civil servants and whose selection must be based on the principles of equality, merit, ability and publicity.
- Occupational staff: they provide paid services under contract in public administration; depending on the duration of the contract, this can be fixed, permanent or temporary.
- Temporary Staff: under appointment and non-permanent they only perform functions classified as being of special trust or consulting duties, and they are paid from the public budget credits set aside for this purpose.

Public employees are subject to the regulatory framework of the public service itself, but also to the legislation applicable to the specific thematic areas in which they carry out their role; applicable legislation also determines limitations, responsibilities and penalties, if any. The salaries of public employees are negotiated and agreed annually by the staff representatives and the public authority competent in that matter.

The Spanish Public Administration has other public law entities called State Agencies, regulated by law, created by the Government to carry out certain public policies with higher levels of functional, organizational and managerial autonomy, with review of results and accountability through the evaluation of their activity by the competent Ministry. Their creation requires its own Law, and the approval of its organizational statutory system by the Council of Ministers.

Public state agencies have more flexibility in their structure, though also they are mostly made up of public employees, but their greater level of autonomy allows them to get results in conditions of greater effectiveness and efficiency. (Law 28/2006 of 18 July of State Agencies for the improvement of public services).

Arising from the field of CORA, in October 2016 a new law (Law 40/2015 of October 1, 2015 on the Legal Regime of the Public Sector) will come into force, that will update the legislative frameworks both of public employees and the public administrations themselves, including public state bodies such as the Agencies with a multiple objective: greater transparency and more agile operation, streamlining and simplifying the public sector, and greater cooperation and coordination between different public administrations, without doubt one of the biggest challenges for public policies in Spain.

Figure 1.11 Administrative division of Spain I (Autonomous Communities)



Figure 1.12 Administrative division of Spain II (Provinces and Capitals)



Source: INTEF. Ministry of Education, Culture and Sport.



## Chapter 2. The Spanish Education System

The legislative framework that governs and guides the Spanish educational system consists of the Spanish Constitution of 1978 and the laws that develop the principles and rights enshrined in it: Constitutional Law 8/1985 of 3 July, regulating the right to education, Constitutional Law 5/2002 of 19 June, on Qualifications and Vocational Training, and the Constitutional Law 2/2006 of 3 May, on Education amended by Constitutional Law 8/2013, of December 9, for the Improvement of Quality in Education.

### Recent reforms

The Constitutional Law of Education (LOE) 2006, and the Constitutional Law for the Improvement of Educational Quality (LOMCE) 2013 that amends it, are currently the basic rules governing the Spanish education system. Both laws understand education as ongoing learning that develops over the course of a lifetime. This learning is articulated through the principle of flexibility to adapt education to the diversity of skills, interests, expectations and needs of students. It also aims to promote and recognize individual effort and its motivation, as well as the effort shared with families, teachers, schools, institutions and the whole of society.

On the other hand, the **participation of the educational community** is understood as one of the fundamental principles of the system, in the organization, governance and operation of schools. The LOMCE gives special importance to the **freedom of study**, covered in the Spanish Constitution, which recognizes the right of parents and legal guardians to choose the kind of education and the school for their children. Another aspect that this rule emphasizes is the consideration of the **teaching function** as an essential factor of educational quality, and thus it gives social recognition and support to teachers in their work.

This reform assumes the need to combine **quality and equity** in educational provision, understanding that schooling on its own is not enough to meet the right to education, but that quality is a constituent element of that right. The characteristics that define it, within the European context, and the political priorities are:

- The **universalization of education and inclusive education**: School enrollment rates have reached almost 100% from the age of 3 years and it has an equity index higher than the OECD average.
- The **downward trend in the rate of early leaving of education and training** (20.0% in 2015), although it is still a long way from the current European average value (11.1% in 2014) and the European target of 10% set for 2020 (Spanish target 15%).
- The **principles** of the reform: Increased autonomy of schools, reinforcing the management capacity of the school principals, final external evaluations, streamlining of educational provision and making more flexible pathways. In addition, the transmission and implementation of values that favour personal freedom, responsibility, democratic citizenship, solidarity, tolerance, equality, respect and justice, as well as helping to overcome any kind of discrimination.
- The **main new features** being introduced:
  - Final educational and diagnostic external evaluations, comparable to those made at the international level and focused on the level of competence acquisition.
  - Reinforcement of core subjects that contribute to the acquisition of competences fundamental or key to academic development at all educational stages of learning.
  - In Primary Education the organization into years rather than sub-stages. Moreover Arts Education goes from being compulsory to optional and the Second Foreign Language is introduced as a specific subject, both depending on the regulation and programming of educational provision established by each education authority and, where appropriate, on the provision of schools.

- The programme for improvement of learning and performance in Compulsory Secondary Education (ESO), Basic Vocational Training, anticipation of the routes to Baccalaureate and Vocational Training and the transformation of the current 4th year of ESO to a preparatory course and with two differentiated pathways: a) Option of academic teaching for starting Baccalaureate, b) Option of applied teaching for starting Vocational Training.
- The bridges between and within all education paths, so that no student decision is irreversible.
- The incorporation of civic and constitutional education to all subjects of basic education, so that the acquisition of social and civic skills are included in the daily dynamics of the processes of teaching and learning.
- In Baccalaureate, reducing its modalities to three: a) Sciences, b) Humanities and Social Sciences, and c) Arts.
- The **areas in which special emphasis will be placed** with a view to transforming the Spanish educational system: the information and communications technologies, the promotion of multilingualism and the modernization of Vocational Training.

Since the adoption of the Spanish Constitution of 1978, the Spanish education system has undergone a process of transformation through which, gradually, the State Administration has transferred functions, services and resources to the different Autonomous Communities. Thus, between 1981 and 2000 all the Communities have assumed the functions, services and resources both for non-university and university education.

This decentralized model distributes powers between the State, the Autonomous Communities and schools. The State has reserved the exclusive exercise of the powers that safeguard the homogeneity, unity and guarantee of conditions of basic equality in the exercising of their fundamental educational rights as laid down by the Constitution. They are, for the most part, regulatory powers over the basic elements of the system, but there are also other executive powers.

The Autonomous Communities have regulatory powers over development of state standards and regulation of non-core elements, as well as administrative-executive powers for management of the system in their own territory, with the exception of those that are reserved for the State.

The legislation does not give local councils the status of education authorities, but recognizes their ability to cooperate with State and Regional authorities in the development of educational policy.

To achieve the goals of education, the education system has, in addition to the aforementioned Administrations, the following instruments mentioned in the law: the State Board of Education, as an participatory body of the educational community in the general programming of education and consultation for the Government; the Sectoral Conference on Education, which is a body for the cooperation between the State and the Autonomous Communities; sectoral negotiation boards for public and subsidised education; the Educational Information system and the state system of scholarships and study grants.

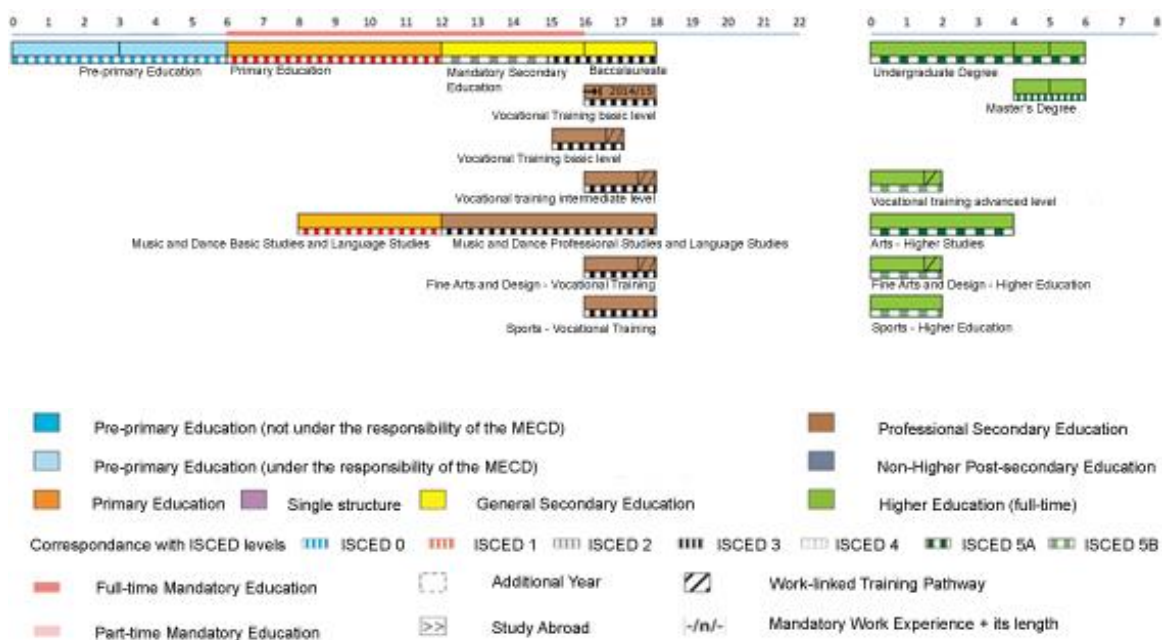
## **2.1. The organization of the education system**

The Spanish education system includes all educational authorities, education professionals and other public and private agents, who carry out functions of regulation, funding or providing services for the exercise of the right to education in Spain, and the title holders of this right, as well as the set of relationships, structures, measures and actions that are implemented.

It is in a process of reform since the Constitutional Law 8/2013, of December 9, for the Improvement of Educational Quality (LOMCE) which was passed in 2013 and which amends the Constitutional Law of Education (LOE) in force since 2006. This reform assumes the need to

combine quality and equity in educational provision, understanding that schooling is not enough on its own to satisfy the right to education, but that quality is an integral element of that right.

**Figure 2.1 Structure of the Spanish Education System 2014-2015**



Source: Eurydice.

The Spanish educational system offers the following studies, which will be implemented as established by the LOMCE from 2014/15 until the end of the 2016/17 year (see Figure 2.1 and Appendix I where the LOE and LOMCE system are shown as a graph).

**Pre-primary Education** is an educational stage which ranges from birth to 6 years of age, is voluntary and is organized into two cycles/sub-stages. The first sub-stage of Pre-primary Education ranges from birth to 3 years. In general, the minimum age is between 3 and 4 months of age, according to the Autonomous Community in question. The second sub-stage of Pre-primary Education is from 3 years to 6 years. In both sub-stages the class groups are usually organised according to the birth year. The educational content of this stage are arranged in areas corresponding to scopes of child development.

Although Pre-primary education is not a compulsory educational stage, the second sub-stage is free in all schools supported by public funds (public schools and subsidised private schools). These public schools are called Pre-primary schools and those which also provide primary education are called Pre-primary and Primary Education Schools. The LOMCE 2013 did not introduce any changes to the provisions of the LOE 2006.

Compulsory education is free in schools supported with public funds. It includes ten years of schooling and is divided into two stages: Primary and Compulsory Secondary Education.

**Primary Education** is taught in Primary Schools. It is made up of six academic school years, which are usually taken by pupils between 6 and 12 years and it is compulsory and free. This stage is subdivided into six academic school years and organized into areas. The areas are organized into three blocks of subjects: core, specific and free regional configuration.

The class groups are generally made up according to year of birth (Table 2.1):

**Table 2.1 Distribution of Primary Education students by age and academic year.**

Age	Academic year
6-7 years old	1st year
7-8 years old	2nd year
8-9 years old	3rd year
9-10 years old	4th year
10-11 years old	5th year
11-12 years old	6th year

Source: Eurydice Spain-REDIE (CNIIE, MECED) from current regulation.

In this educational stage special consideration is given to individualized attention of the students; in order to achieve academic success different mechanisms of educational reinforcement are considered, such as support in the mainstream group, the establishment of flexible groups, curriculum adaptations or, if students have disabilities, alternative flexibility measures and methodological alternatives in the school.

**Compulsory Secondary Education (ESO)**, which is provided in Secondary Schools between the ages of 12 and 16 years. At the end of this stage students receive the first official certificate, the Certificate in Compulsory Secondary Education, which allows them access to the second stage of Secondary Education (Baccalaureate or Intermediate Training Stages) or to employment.

The stage of Compulsory Secondary Education is organized into subjects and is made up of two sub-stages: the first is made up of three school years and the second of one. The subjects, as in Primary, are organized into three blocks of subjects: core, specific and free regional configuration.

In the four academic years, the 1st, 2nd, 3rd and 4th course years, class groups are generally made up according to the year of birth. Students can remain enrolled in the mainstream system until the full academic year in which they turn 18.

The educational provision established by LOMCE in Compulsory Secondary Education extends this age limit up to 19 years if this second repetition takes place in the 3rd or 4th year, so that students starting Compulsory Secondary Education with a repetition in Primary education are not forced to leave basic education without getting a qualification. Under exceptional circumstances students may repeat the 4th year twice if they have not repeated in any previous year. For all these reasons, students several years apart may be enrolled in the same group; however, in the Spanish educational system, when setting up groups that bring students of different ages together, another variable is very much taken into account, and that is the level of curricular competence. In order for each student to achieve academic success, more flexible trajectories can be made possible by developing the Programmes to Improve Learning and Performance for students with learning difficulties.

To do the fourth year of Compulsory Secondary Education, the parents, legal guardians, or where appropriate the students, will be able to choose one of the following two options: The option of academic teaching for students who want to continue Baccalaureate studies, or the option of applied lessons for students who want to continue Vocational Training studies.

**The second stage of Secondary Education** is also taught in Secondary Schools. It lasts two academic years, generally between 16 and 18 years old. It provides students with two possibilities, **the Baccalaureate** (academic branch) and **Intermediate Vocational Training** (vocational branch). The latter is also provided in integrated schools for vocational training and the national reference centres.

The *Baccalaureate* is an educational stage usually studied from 16 to 18, organized into three modalities, over two academic years, 1st and 2nd years, and is not compulsory. Students can remain enrolled in the mainstream system for four years. Students can repeat each year of



Baccalaureate once at the most. As an exception, and with a prior favourable report from the teaching team, students can repeat one of the years a second time. For this reason, students of different ages may be enrolled in the same group.

The teaching of *Vocational Training* is structured into three levels of two years each: Basic, Intermediate, and Higher Vocational Training, all having modular training of varying duration. Vocational Training qualifications are referred, in general, to the National Index of Vocational Qualifications, according to the European Qualifications Framework. In order to facilitate the educational progress of students, there are communication pathways between the three levels and, in turn, the other more academic teachings. Usually they can take these lessons from 15 years of age at their basic level and with a stay of two years at any level. The Basic Vocational Training stages are compulsory; Intermediate and Higher Vocational Training are post-compulsory education.

The LOMCE introduces significant changes in the educational provision of Baccalaureate and especially Vocational Training. Among the reforms of vocational training are the introduction in Intermediate Vocational Training of subjects for the acquisition of competences for ongoing learning (languages, mathematics) and voluntary subjects to facilitate the transition of students to Higher Vocational Training, and the development in the education system of Dual Vocational Training by the educational authorities. More detailed information on this new modality of teaching can be seen in Appendix II.

**Higher education** includes university studies, higher arts studies, Higher Vocational Training, vocational Arts and Design studies, and Higher sports education studies (LOE Art 3.5). University studies, taught in Universities, lead to the qualifications of Bachelor Degree, Masters and Doctorate. Higher Vocational Training is taught in the same centres as the Intermediate level.

**Adult Education** includes different studies provided by educational and labour authorities, taught in centres of very diverse character. The classroom-based courses that lead to official qualifications of the Spanish educational system are provided in mainstream schools that teach secondary education, or those that are specifically for adults. It is directed to people over 18 and exceptionally to those over 16 years who have an employment contract and cannot attend school in the mainstream system, or those who are high performance athletes. These studies are taught in specific schools called Adult Education Centres. Depending on the demand, when adult education is taught in non-specific mainstream schools, specially equipped specific classrooms are created in those schools, called Adult Classrooms.

In addition to these studies, the Spanish educational system offers **Special Education Studies**:

- Language Education, taught in the Official Language Schools. Students may enroll from the age of 16.
- Arts Education, comprising elementary Music and Dance Studies, vocational arts studies and higher arts studies. These are taught in different specific centres, in line with each type and level of education.
- Sports Studies, organized into Intermediate and Higher Training Stages and generally taught in specific centres.

Appendix III shows in more detail the organization of Obligatory Secondary Education and Baccalaureate.

## 2.2. The aims of the education system

As mentioned in the introduction to this chapter, the legislative framework that governs and guides the Spanish education system is defined by the Spanish Constitution of 1978 and a series of constitutional laws that implement it.

The **Spanish Constitution** states in Article 27 the principles governing the education system:

- Everyone has the right to education. Freedom of study is recognized.
- Education shall be aimed at the full development of human personality in respect to the democratic principles of coexistence and fundamental rights and freedoms.
- The public authorities guarantee the right that helps parents ensure that their children receive religious and moral education in accordance with their own convictions.
- Basic education is compulsory and free.
- The public authorities guarantee the right of everyone to education, through general educational programming, with the effective participation of all sectors concerned and the creation of schools.
- Recognising the freedom of individuals and corporate bodies to create schools, while respecting the constitutional principles.
- Teachers, parents and, where appropriate, students will intervene in the review and management of all schools supported by the Administration with public funds, under the terms established by law.
- The public authorities shall inspect and standardize the educational system to ensure compliance with the law.
- The public authorities will help schools to meet the requirements established by law.
- The autonomy of the universities is recognized, under the terms established by law.

Non-university studies are regulated by the following legislations:

**The Constitutional Law of the Right to Education (LODE)** of 1985, whose main objectives are:

- To guarantee the right to education and freedom of education of all residents in Spain.
- To encourage the participation of society in education.
- To streamline the provision of publicly funded school places.
- To guarantee the right to access higher education levels according to skills and vocation, without discrimination due to economic level, social status or place of residence of students.

**The Constitutional Law of Qualifications and Vocational Training (LOCFP)**, of 2002, is aimed at the management of an integrated system of Vocational Training, qualifications and accreditation that responds to the social and economic demands through different training modalities. Its main objectives are:

- To guarantee equal access for all citizens to the different modalities of Vocational Training.
- To encourage participation and cooperation in the educational and vocational qualification policies of the social agencies and the different public administrations.
- To adapt training and qualifications to EU criteria, particularly the European Qualifications Framework, based on the objectives of the single market and free movement of workers.
- To promote public and private investment in the qualification of working people.
- To offer quality training.
- To evaluate and officially accredit vocational qualifications, regardless of how they are acquired.

**The Constitutional Law of Education (LOE)** of 2006, and **the Constitutional Law for the Improvement of Educational Quality (LOMCE)** of 2013 that amends it, are currently the basic rules governing the Spanish education system. **The main objectives** of the educational reform are:

- To improve educational outcomes according to international criteria (rate of outstanding students and rate of graduates in Compulsory Secondary Education).

- To reduce the early leaving rate in education.
- To improve employability and encourage entrepreneurial spirit in students.
- To prepare students for citizenship and for active participation in economic, social and cultural life, with a critical and responsible attitude and the ability to adapt to the changing situations in the information society.

### 2.3 The distribution of responsibilities in the education system

In Spain there are different levels of management of education: state level and regional level; the local or municipal level has no powers of management and direct governance of schools. Governance of education in Spain is heavily influenced by the decentralized state model, so that the structure that has been adopted is modeled on the distribution of powers established in the Spanish Constitution (CE Titles IV, VIII), which allocates responsibilities between all educational Authorities: General State Administration (Ministry of Education, Culture and Sport), the Administrations of the Autonomous Communities (Boards or Departments of Education) and to a lesser extent, local authorities. Chart 2.1 shows the institutional levels of responsibility in relation to the function assumed by each body.

**Chart 2.1 Share of competences in education in Spain**

<b>BODY FOR DECISION</b>	<b>FUNCTION</b>
<b>Ministry of Education, Culture and Sport (MECD)</b>	<ul style="list-style-type: none"> <li>• The general organization of the Spanish educational system.</li> <li>• The regulation of the conditions for obtaining, issuing and recognition of academic and professional and basic rules for the development of the right to education titles.</li> <li>• The establishment of the General Programming teaching.</li> <li>• The evaluation and innovation of the lessons that make up the Spanish educational system.</li> <li>• High educational inspection.</li> <li>• The design, planning and policy direction of scholarships and study grants.</li> <li>• The promotion of policies of equality, non-discrimination and universal accessibility in the scope of its powers.</li> <li>• The policy direction of teachers and the development of the bases of the legal regime of public teaching.</li> <li>• The exercise of the functions of National Authority of the European Programme for Education, Training, Youth and Sport (Erasmus +). of the European Commission.</li> </ul>
<b>Ministries or Departments of Education of the Autonomous Communities</b>	<ul style="list-style-type: none"> <li>• Take regulation that develops state standards and elements or basic aspects of the education system.</li> <li>• Assume the executive-administrative powers of management of the education system in its own territory.</li> <li>• To promote and enhance the autonomy of schools.</li> <li>• Evaluate the results of the centers and implement action plans.</li> </ul>
<b>Education Councils</b>	The central government and the autonomous communities in the municipalities delegate the exercise of functions in areas that directly affect their interests.
<b>Education Centres</b>	They have autonomy to elaborate, approve and enforce an educational project and a management project, as well as, the organizational and functioning rules of the centre; withing the framework established by the estatal and autonomic legislation.

Source: Elaborated by Eurydice Spain-REDIE (CNIIE, MECD).

## **Distribution of responsibilities in the school curriculum**

According to LOMCE, **curriculum** means the regulation of elements that determine the processes of teaching and learning for each of the studies. The curriculum consists of the following elements:

- Objectives of each study and educational stage.
- Competences.
- Contents.
- Teaching methodology.
- Assessable learning standards.
- Assessment criteria.

Corresponding to the Government is the design of the core curriculum, in relation to the objectives, competences, content, assessment criteria, standards and outcomes of assessable learning, aimed at ensuring a common education and the official nature and validity of qualifications referred to by this Constitutional Law throughout the national territory.

The Government is also responsible for the following:

- Determining common contents, assessable learning standards and minimum teaching time of the block of core subjects.
- Determining assessable learning standards relating to the contents of the block of specific subjects.
- Determining the criteria for assessing the achievement of the objectives of studies and educational stages and the degree of acquisition of corresponding competences, as well as the general characteristics of tests, in relation to the final evaluations of Primary Education, Compulsory Secondary Education and Baccalaureate.

The core curriculum will be established between the Ministry and the Boards or Departments of Education in each Autonomous Community. The Ministry sets 55% of the core curriculum for the Autonomous Communities with a joint-official language and 65% for the rest.

The royal decrees that regulate the core curriculum of Primary Education, Compulsory Secondary Education and Baccalaureate group subjects into three blocks: core, specific, and free regional configuration.

This distribution does not follow the importance or instrumental or fundamental nature of the subjects, but rather the distribution of powers between the State and the Autonomous Communities, according to the Spanish Constitution. So, for all students common contents are guaranteed in the core curriculum of all those subjects that are included in the block of core subjects. Within the block of specific subjects education authorities are allowed to establish their own curriculum content of the materials, and to define their provision. The regional block of subjects of free configuration represents the highest level of autonomy, in which education authorities may offer subjects of their own design.

Sequencing was considered jointly, so that there is continuity in the core curriculum of those subjects taught throughout the three stages.

New approaches in learning and assessment are proposed, particularly with regard to key competences considered a priority for the development of students and their ability to manage in a world of information and technology, but without forgetting the rest of the competences of ongoing learning.

The elements that make up the curriculum determine the processes of teaching and learning. These elements are:

- Objectives: relating to the achievements that the students must reach by the end of the educational process, as a result of the experiences of teaching and learning that are intentionally planned for this purpose.

- Contents: set of knowledge arranged into subjects. Abilities, skills and attitudes that contribute to achieving the objectives of each study and stage of education and the acquisition of competences. The contents are classified into subjects, fields, areas and modules according to the studies, educational stages or programmes involving students.
- Assessment criteria: these are the specific benchmark for assessing student learning. They describe what we want to assess and what students must achieve, both in knowledge as well as competences; they respond to what students are expected to achieve in each subject.
- Standards of assessable learning: these specify what students should know, understand and know what to do in each subject. They are specifications of the assessment criteria for defining learning outcomes, and should be observable, measurable and assessable and allow the grading of the performance or achievement reached. Their design should contribute to and facilitate the design of standardized and comparable tests.
- Teaching Method: the set of strategies, procedures and actions organized and planned by teachers to facilitate student learning, both consciously and reflectively, in order to achieve the planned objectives.

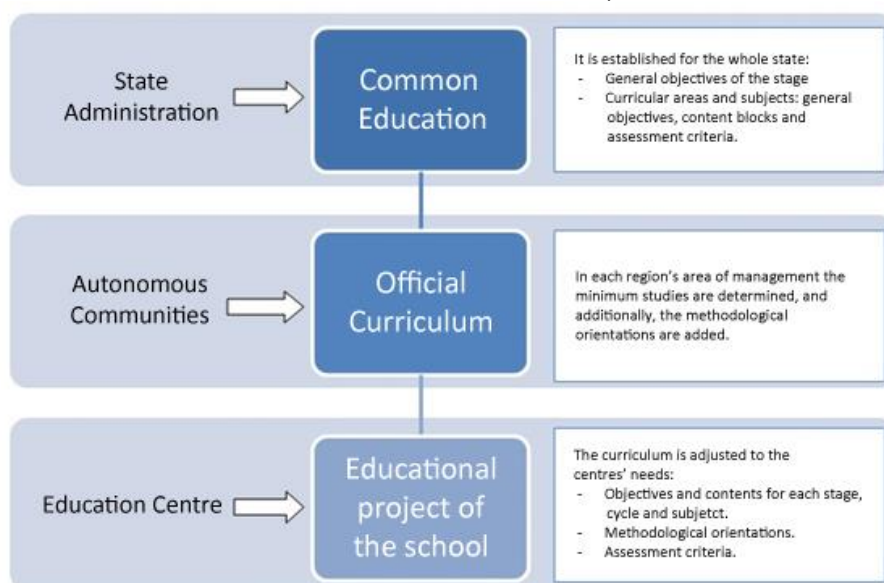
Competences: a set of concepts, skills and values that students put into practice by applying the content of each study and educational stage in an integrated way. Capabilities aimed at achieving the proper implementation of activities and the efficient resolution of complex problems.

The guidelines of the European Union insist on the need for the acquisition by citizens of key competences as essential to enabling individuals to reach their full personal, social and professional development that meets the demands of a globalized world, and thus make economic development, linked to knowledge, possible. Key competences in the Spanish educational system, as listed and described in *Order ECD / 65/2015 of 21 January, which describes the relationships between the competences, contents and evaluation criteria of Primary Education, Compulsory Secondary Education and Baccalaureate*, are as follows:

- Competence in linguistic communication
- Mathematical competence and core competences in science and technology
- Digital competence
- Learning-to-learn competence
- Sense of initiative and entrepreneurship
- Cultural awareness and expressions
- Social and civic competences

The LOMCE introduces modifications in the administration and management of the Spanish education system with respect to the LOE (as seen in Charts 2.2 and 2.3): in the curriculum and the distribution of powers, in the participation in the operation and governance of the public and subsidised private schools, in the autonomy of schools, in the collegiate governing bodies and teaching coordination bodies, in the management of public schools and the evaluation of the education system.

**Chart 2.2 Share of education competences in the design of the basic curriculum for Primary Education, Compulsory Secondary Education and Baccalaureate (LOE up to December 2013)**



Source: Elaborated by Eurydice Spain-REDIE (CNIIE, MECD).

**Chart 2.3 Summary of the share of responsibilities in Education in Spain (LOMCE since January 2014)**

BODY RESPONSIBLE	FUNCTION
<b>Ministry of Education, Culture and Sport (MECD)</b>	<ul style="list-style-type: none"> <li>• Set the common content and assessable learning standards of the core subjects.</li> <li>• Set the minimum time corresponding to the core subjects, which will not be less than 50% of total teaching time set by each education authority as a whole. Possible extensions of time which can be established on the general timetable in schools are not taken into account in this calculation.</li> <li>• Set assessable learning standards for specific subjects.</li> <li>• Design the final assessment of primary education: assessment criteria, degree of acquisition of competences and general characteristics of the tests.</li> <li>• Design and implement the final assessment of compulsory secondary education and baccalaureates: assessment criteria, degree of acquisition of competences and general characteristics of the tests and content of each</li> <li>• Standardize qualifications corresponding to the regulated studies.</li> <li>• Establish a joint curriculum of studies of Spanish education system and other education systems.</li> <li>• Promote actions to enhance the quality of schools.</li> </ul>
<b>Ministries or Departments of Education of the Autonomous Communities</b>	<ul style="list-style-type: none"> <li>• Supplementing the contents of the core subjects.</li> <li>• Establish the contents of specific subjects and free subjects.</li> <li>• Conduct methodical recommendations to the schools within its jurisdiction.</li> <li>• Set school hours for all subjects except core subjects, of which they will only set the maximum time.</li> <li>• Complementing the evaluation criteria of stage assessment.</li> <li>• Establish assessment criteria and learning standards of the regional free choice subjects in the stage assessment.</li> <li>• To issue the qualifications of regulated studies.</li> <li>• Promote actions to enhance the quality of schools.</li> </ul>
<b>Centres</b>	<ul style="list-style-type: none"> <li>• Determine the timetable load of all subjects depending on the offer.</li> <li>• Design and implement own teaching and learning methods.</li> <li>• Set the workload of the subjects.</li> </ul>

Source: Elaboration Eurydice Spain-REDIE (CNIIE, MECD).

## **A. The Ministry of Education, Culture and Sport (central level)**

The Ministry of Education, Culture and Sport (MECD) is the General State Administration body responsible for proposing and implementing the general guidelines of the Government on Education policy, Vocational Training and Universities. The education powers of the MECD safeguard the homogeneity and unity of the education system, and guarantee the conditions of basic equality of all Spanish people in the exercise of their fundamental education rights, as determined by the Constitution.

In terms of its organizational structure, the Ministry of Education, Culture and Sports has a Secretary of Education, Vocational Training and Universities, which the General Secretary of Universities is accountable to. The Secretary of State has two General Directorates: the General Directorate for Evaluation and Territorial Cooperation, with six Subgeneral Directorates and the General Directorates of Vocational Training, with three Subgeneral Directorates. (Modification of the basic organizational structure of the Ministry of Education, Culture and Sport. Royal Decree 1066/2015, of 27 November (BOE 01/12/2015).

Both the Minister and the Secretary of State have their own Cabinets. Also accountable to the Minister is a more technical unit which has significant horizontal powers serving the three main units of the Ministry: Education, Culture and Sport, called Subsecretariat of Education, Culture and Sport, made up of an constitutional unit with the rank of General Directorate, called General Technical Secretariat, to which five more constitutional units are accountable. The rest of the units have the rank of Subgeneral Directorates.

Structure of the Subsecretariat for Education, Culture and Sport:

- Budget Office
- General Human Resources Branch
- Chief Administrative Office
- Subgeneral Directorate for Information Technology and Communications
- Subgeneral Directorate for International Cooperation
- Subgeneral Inspectorate of Department Services
- State Legal Office
- Auditor of the State Administration
- Citizens Advice Bureau

General Technical Secretariat:

- General Technical Vice Secretary
- Subgeneral Directorate of Resources and Relations with Courts
- Subgeneral Directorate of Statistics and Studies
- Subgeneral Directorate of Documentation and Publications
- Subgeneral Directorate of the Protectorate of Non-profit organisation

As for Collegiate Advisory and/or participatory Bodies in the area of non-University Education of the Ministry of Education, there are:

- State Education Council
- General Vocational Training Council
- Higher Council for Arts Education
- State Observatory of Coexistence in Schools

In the first of these, the President is currently a teaching professional with a university degree and PhD (ISCED 8) and the entire educational community is represented: families, teachers and students, as well as representatives of Institutions of Recognised Prestige in the field of Education and the Presidents of each of the autonomic School Councils. The other three bodies are chaired by the Minister him/herself. The General Council for Vocational Training is mixed as it brings

together representatives of Education and Employment, with the presidency rotating annually between ministers of those areas.

The MECED has exclusive powers over the qualifications obtained by students in each of the levels of studies leading to an academic qualification; this power consists of: regulation of the conditions for obtaining, issuing and standardization of academic and vocational qualifications (EC Title VIII, Chapter 3, Article 149.1.30); and also has exclusive powers over legislation and guarantee of the Fundamental Right to Education through the "basic legislation" and general programming of education (EC Title I, Ch. 2, Art. 27). Such legislation and programming affects the overall organization of the education system and the definition of all studies from a curricular point of view.

The basic educational legislation is mandatory in all schools whatever their level and type of studies, whether in the General Education System, including adult studies, or Special Education System. To ensure compliance with legislation and standardization of the education system, the Higher State Inspectorate also has exclusive state powers, and is constitutionally accountable to the Secretary of State for Public Administrations (Ministry of Finance and Public Administration) and functionally accountable to the Ministry of Education, Culture and Sport. The person in charge of it has status of civil servant working for the Administration.

In order to ensure coordination, the Minister chairs the Education Sector Conference, with its own statutes and which involves the heads of regional education, i.e: the Ministers of Education of the Autonomous Communities. The Conference is structured around Committees: the General Education Committee, chaired by the Secretary of State for Education, Vocational Training and Universities involving the General Directors of regional Education and other committees whose names allude to the area they deal with: Personnel, Statistics, Vocational Training and others, being chaired by the General Directorate responsible for that area of the Ministry of Education, Culture and Sport. These committees can be advised by Commissions or Technical Groups, assisted by experts in thematic fields of all the Autonomous Communities, which are always responsible for management of their regional territory.

The General Educational Programming consists of:

- The proposal and implementation of Government policy in education, vocational training and universities.
- The planning, evaluation and innovation of the studies that make up the Spanish education system.
- Conducting vocational qualification and educational innovation programmes.
- The development and dissemination of educational guidance in the field of special education.
- The promotion of Vocational Training and core academic organization of their respective studies.
- The design, planning and policy direction of scholarships and study grants
- The promotion of equal opportunities in access to education and promotion of policies of equality, non-discrimination and universal accessibility in the field of education.
- The policy direction of teaching staff and the development of the bases of the legal system of public education.
- The promotion and coordination of relations with the Autonomous Communities and local authorities in education.
- The development of the proposed general provisions on matters under its jurisdiction, as well as relations and consultations with the Autonomous Communities and interested legal operators during processing.
- The exercise of the functions of National Authority of Lifelong Learning Programme of the European Commission.



## **Staff in the service of the educational authorities. Administrators and Regional Education Policy Makers**

At the management level, in the Ministry of Education and the education authorities of the autonomous communities, appointments are made directly from the level of Subgeneral Directorate, though at this level it is mandatory to have previous experience as a civil servant and for a public tender to be announced about the job. The set of technical positions are filled through public open procedures or by direct contracting in cases determined by the relevant legislation. In each constitutional unit of government at all levels, the workforce of public employees appears in the List of Job Positions, both for civil servants and for other occupational staff, with the nominal relationship of each position and the classification of filled job positions and their total salarial cost (constitutional Law 30/1984 of 2 August, on Reform Measures for Public Administration and Law 40/2015 of October 1, on Legal System of the Public Sector).

Additionally, in the administrative structures of the educational authorities, there are technical staff of different levels, functions, and salaries organized hierarchically into categories and scales provided for in the legislation, as well as teachers (Technical Teaching Advisors) with advisory and analysis functions, with three distinct categories according to their greater or lesser time commitment or their working day. This teaching staff, coming directly from schools, is selected and appointed by direct appointment in the different thematic areas, linked to their original qualification and the studies they have taught so far.

### **B. The education authorities in the Autonomous Communities (regional level)**

Governance at regional level is carried out from the regional Ministries of Education. As happens at the state level, each government team decides the responsibilities that accompany Education, such as University, Culture, Sport, Science, Technology and Innovation or Employment.

Those in charge are the Regional Ministers who together form the Governing Team, which includes the Autonomous Community Presidents at the head. The entire structure of governance of education at regional level is called educational authority. According to the Constitution (EC Title VIII, Ch. 3, Art. 143-149) they have exclusive powers over education in their territory, and develop core educational legislation of the State in a proportion of 65% in the Autonomous Communities with their own language and 55% in the Autonomous Communities that have a joint-official language. As for their internal organizational structure, they generally follow the administrative units of the central government of the General State Administration, as well as their advisory and participatory bodies.

The education responsibilities of the Autonomous Communities are:

- The Technical Inspectorate of Education.
- Administrative ownership of public schools in all studies, both in the general system and the special system.
- The powers relating to the creation and/or authorization and operation of both public and private schools.
- The development, approval and implementation of reform projects, equipment and new buildings.
- The management of teaching and non-teaching staff.
- The design, approval and development of plans of educational experimentation and research.
- The development of the provisions of the State's education programming and regulation of its levels, modalities, degrees and specialities.
- The processing and granting of subsidies to private schools, where appropriate.
- The management of scholarships and study grants.
- The regulation of the composition and functions of the School Council in the Autonomous Communities.

As for the role of supervision and inspection in schools, this is the responsibility of the Educational Inspectorate, with an Inspector assigned to each school. The inspectors make up the Educational Inspection Service in each regional Ministry of Education and establish their geographical areas of service with territorial criteria, with Head Office of Inspection responsible for Educational Inspection.

Inspectors do not teach in schools; they are professional teaching civil servants, so their initial training is similar to that of other education civil servants. Access to the education inspectorate of the Autonomous Communities is through public examinations/tenders. The requirements applicants must meet to be able to participate in public examinations are the following:

- Possess a doctorate degree, graduate or equivalent undergraduate degrees prior to the implementation of the Bologna structure.
- Belong to one of the bodies that make up the teaching civil service.
- Proof of service as a professional civil servant and teaching experience of six years.
- Proof of knowledge of the coofficial language of the autonomous community.

In Spain the Municipalities and Local Authorities have no direct powers in education. The Constitutional Law of Education (LOE), 2006, determines that the autonomous communities can agree the delegation of powers over management of certain educational services in the municipalities, or groups of municipalities, in order to promote greater effectiveness, coordination and social control in the use of the resources. The Constitutional Law for the Improvement of Educational Quality (LOMCE) of 2013, which amends the LOE, ensures the appropriateness of this delegation.

In the municipalities there are Departments of Education which are the units responsible at a local level. In each Autonomous Community there is a direct relationship and coordination with the heads of local councils, the mayors, for maximum effectiveness and efficiency of public actions on the schools in their territories.

The municipalities have the ownership of the Pre-primary and Primary Education schools and provide basic services of water, gas, light, electricity and cleaning. Also, they assume the responsibilities related to the creation, construction, maintenance and supervision of buildings used for Pre-primary and Primary Education and Special Education, in cooperation with the relevant education authorities to obtain the sites necessary for the construction of new schools. They are also responsible for supervising the enforcement of compulsory education.

In relation to the size of municipalities and their school population, local authorities have the ability to create school councils at a municipal level. As for the participation of municipalities in education, they are represented in the School Councils of the Autonomous Communities and in the school boards of non-university teaching centres. Municipal authorities can make use of schools accountable to the Autonomous Communities for educational, cultural, sporting or social activities outside school hours. Such use is subject to the requirements arising from the programming of activities of these schools.

In 2004 the MECED signed the first collaboration agreement with the Spanish Federation of Municipalities and Provinces, promoting and facilitating the exchange of information and cooperation between the two institutions. Its objectives were to contribute to improving the quality of education and achieve full integration of educational activities in local life. In 2010, the second agreement was signed, recognizing this approach as an excellent system for picking up and addressing community demands made by schools. It also placed value on the many educational programmes that go beyond these legal requirements and illustrate the local commitment to education. The new areas of collaboration of the agreement relate to:

- The promotion of mutual processes of information on the public education policies carried out, in order to enhance and improve educational management of local administrations.

- The development of research and studies on education policies in order to develop indicators and recommendations for the development and dissemination of educational initiatives at a local level.
- Incentive of training and exchange of experiences between municipal policy makers of initiatives of common interest to the MECED and local authorities, contributing to decision making.
- The provision of training to those responsible for municipal education management.
- The edition of publications and studies that promote knowledge and dissemination of issues related to local educational management.

This framework agreement is specified in annual operational plans intended to carry out training activities of interest to the municipalities. These annual operational plans have very small economic resources and usually focus on problem issues such as early leaving of education and training and bullying. Each regional Administration develops its own agreement with the Federation of Municipalities and Provinces of their own territory, following the same goals.

#### **D. Educational Administration of centres (school level)**

The process of decentralization of educational powers has reached the schools themselves. The Constitutional Law of the Right to Education (LODE) of 1985 explicitly addressed the principle of autonomy of schools, noting the freedom of study and the freedom to create schools and give them their own educational project, and with it, the LODE developed, as a Constitutional Law, precepts contained in art. 27 of the Constitution that establishes the right to education among the Fundamental Rights. The autonomy that they currently have is aimed at more rational and appropriate use of the allocated resources and the adjustment of pedagogical activities to the specific needs of students and the characteristics of the school environment.

LOE 2006, and LOMCE that modified it in 2013, provide the schools with the autonomy to develop, adopt and implement an educational project and a management project, as well as the rules of organization and operation of the school, within the framework established by state and regional regulations. Thus, the educational authorities encourage their economic, material and human resources to fit to their work and organization plans, once they are properly evaluated and assessed.

The management autonomy allows schools to adopt projects and pilot programs, work plans, methods of organization, rules of coexistence and extend the school calendar or school hours in areas or subjects, without needing contributions from families nor demands for the educational authorities. Only if this greater autonomy affects academic or vocational qualifications must they be expressly authorized by the MECED.

There are three areas in which schools enjoy a wide margin for decision-making: pedagogical and curricular, organizational, and resource management.

##### Pedagogical and curricular organization

Schools have powers over the design of the core curriculum for Primary, Compulsory Secondary and Baccalaureate education:

- Complementing the contents of all subjects according to the educational provision.
- Designing and implementing their own pedagogical and teaching methods.
- Determining the work schedule of subjects.

The School Educational Project reflects the values, objectives and priorities for action established by the School Board. The subsidised private schools have a duty to make it public, because families should know before the admission processes to the school where they wish to educate their children. The School Educational Project includes:

- Curricula established by the educational authority set and approved by the teaching faculty.

- Treatment in the areas of education in values.
- The way of addressing student diversity, tutorial action and the coexistence plan, taking into account the characteristics of the social and cultural environment of the school.

The education authorities have a responsibility to promote coordination between the educational projects of Primary and Compulsory Secondary Education Schools, to encourage the gradual and positive incorporation of students in the new stage.

In addition, in public schools which provide studies of Compulsory Secondary and Baccalaureate Education, the responsibility to the teaching of different subjects by teachers corresponds to the Teaching Departments. Heads of Department have to prepare an annual Teaching Programme containing the specialized pedagogical and curricular organization by subjects and educational stages at the beginning of each school year. The promotion of educational quality, through the reinforcement and expansion of the autonomy of schools, is a priority in the reform that was implemented from 2014/15. One of the actions the educational authorities have to promote that will allow this increased autonomy is the curricular specialization of Secondary Education institutes and schools supported with public funds in order to programme an educational provision tailored to their needs. Thus their educational project must incorporate specific aspects that define their unique character.

#### Organizational management

At the beginning of each year schools set out their Annual General Programme, which includes such standards and projects, the curriculum and all approved and agreed plans of action. A report is also prepared annually at the end of the year which brings together and evaluates the activities and operation of the school. Both documents must be approved by the school's own School Board.

The education authorities regulate the possibility that schools set out all organizational aspects in the internal regulations as part of the school project. Its development generally corresponds to the management team. The internal regulations set out the basic rules of coexistence, the participation of students in the School Board, the organization and procedures for the proper use of spaces, resources and facilities; channels of communication between the school's governing and coordination bodies, and the rights and duties of students.

#### **School autonomy**

The increase of autonomy of schools in order to improve their results is a repeated recommendation of the OECD, necessarily linked to the demand for greater transparency in accountability. Despite the formal reiteration of the LOE on the importance of autonomy, international surveys continue to single this factor out as a deficiency of the system. Each school needs to be able to identify the strengths and needs of their environment, in order to be able to make decisions about how to improve their educational and methodological provision in that field directly, where appropriate, with the strategy of the education authority. This responsibility will entail the requirement to demonstrate that public resources have been used efficiently and that they have led to a real improvement in the results. The autonomy of schools is an open door to addressing the diversity of the students, which maintains the cohesion and unity of the system and opens up new possibilities for cooperation between schools and the creation of support networks and shared learning.

The LOMCE also helps to reinforce the management capabilities of school heads, giving them, as representatives of the education authorities in the school and those responsible for the educational project, the opportunity to exert greater educational and management leadership. On the other hand, it enhances the management function through a system of prior certification for the post of principal, and establishes a protocol to account for the decisions, quality actions and the results obtained in implementing them. Few areas of the administration have the complexity and size of

the network of public education schools, and bearing in mind the difficulty and the effort involved for those in charge, improving their management is an unavoidable challenge for the system.

## **2.4. Market mechanisms in the education system**

In Spain the processes of supply and demand in education are linked to the free choice of school by families. The admissions processes and choice of school of students in the different educational levels are described below.

### **Regulating the admission of students and choice of school by families**

In the school year 2014/15 the Spanish education system started the implementation of the reforms established by the new LOMCE 2013, amending LOE 2006. However, the student admissions process and choice of school by the families will not be affected by the education reform. The LOE establishes that education authorities must regulate the admission of students in publicly funded schools, in a way that guarantees the right to education, equal access and freedom of choice of school. The aim is to address the appropriate and balanced distribution of students, without discrimination on grounds of birth, race, sex, religion, opinion or any other personal or social condition or circumstance.

Parents or guardians may choose any school they want for their children, whether it be publicly or privately owned. There is only one access requirement, the year of birth, but independent private schools have the autonomy to determine their own admissions procedures.

The education authorities constitute bodies or committees for schooling or evaluation to resolve the allocation of places. They also establish the corresponding ways for families to make complaints against decisions taken in these processes.

### **Organization of private education in Spain**

The Spanish Constitution of 1978 recognizes natural and legal persons the freedom to create schools, while respecting constitutional principles. In Spain, public and private owned schools coexist.

The Constitutional Law on the Right to Education (LODE), 1985, and the Constitutional Law of Education (LOE) 2006, recently amended by the Constitutional Law for the Improvement of Educational Quality (LOMCE), 2013, are the general legislative framework regulating education in Spain, both in the public and private sectors.

Private schools may offer any of the non-university educational levels and stages, provided they meet the requirements. There are two types of schools, depending on their source of funding:

- **Subsidised private schools**, which are private schools publicly funded through so-called educational agreements, providing they meet the requirements of the education laws. As in public schools, private spending for education by families can be considered as a supplement to public spending.
- **Independent private schools**, which are mainly funded by the fees paid by the students' families, though they can also obtain revenue from subsidies or private institutions (cooperatives, foundations, capital of religious orders, etc.).

For their opening and operation they must obtain authorization from the corresponding education authority, which is granted whenever they meet the same conditions as all schools, regardless of ownership and source of funding, in order to ensure quality education. These requirements are set by the MECED and the regional education authorities are in charge of developing and executing them.

During 2014/15 there were 27,987 non-university education centres in Spain. Of these, 68.0% were publicly owned and 32.0% privately owned. Of the private schools, 57,85% had all or part

of their studies subsidized, including Pre-primary Education, i.e: they were subsidized private schools (18,39% of all schools). Only 42.15% of private schools had all of their studies privately funded (13.40% of total schools).

### **Educational agreements**

The education authorities of the Autonomous Communities do not allocate public funds only to public education, but also hand out subsidies for private schools through so-called educational agreements. The LODE 1985, the LOE 2006 and 2013 LOMCE establish the system of educational agreements as a procedure for publicly funding schools that meet certain conditions, mainly at the levels of compulsory education. The purpose of educational agreements is twofold:

- a) To facilitate the freedom of families to choose a school other than those set up by the public authorities.
- b) To ensure free education at the compulsory levels where there are not enough public school places.

The **amount** of public funds allocated to educational agreements are set each year in the General State Budget, which sets the economic amount applicable to each school unit at the different educational levels. This amount includes the salaries of teaching and non-teaching staff and maintenance of facilities. The Education Authorities may increase the amounts for schools which admit students with specific educational needs over that established in general or for the area where they are located.

For private schools to receive funding from the public authorities they must meet certain **requirements**: provide free education; have the School Council as the main body for their management and inspection; apply the same student admission criteria as public schools; hire teachers through a supervised process; have an average pupil/teacher ratio that does not exceed that determined by the education authorities; and meet the minimum requirements to ensure the quality of education.

Subsidized private schools have the right to define their own character, provided that the education respects the freedom of conscience. The religious practices must be voluntary. They can also organize extracurricular supplementary voluntary activities and services without discrimination toward any member of the school community, as long as they are non-profit and outside school hours. Revenues from such activities must be approved by the education authority.

### **School and student data**

During 2014-15, there were 27,987 non-university General Education centres (see Table 2.2). Of these, 19,028 are public and 8,959 private. Between 2010-11 and 2014-15 the total number of schools increased by 5.1%, with private schools (+ 8.5%) increasing more than public schools (+ 3.5%). Within private schools, those with subsidised education have hardly seen a variation between 2010-11 and 2013-14, while those without subsidised education have increased by 18.9%, mainly due to the expansion of Pre-primary Education schools throughout the Spanish territory. By type of centre, primary schools are the most numerous with a total of 10,312. (For further information, see the table in Appendix IV, Table A which brings together detailed data on schools according to their studies, ownership and evolution from 2010-11 to 2014-15).

**Table 2.2 Classification of schools (non-university General System) by type of school. Development of years 2010-11 to 2014-15**

	2010-11	2011-12	2012-13	2013-14	2014-15 (1)	Variation (2014-15 and 2010-11)
<b>All schools</b>	26.639	27.055	27.478	27.663	27.987	5,1%
<b>Public schools</b>	18.381	18.602	18.740	18.812	19.028	3,5%
<b>Private schools</b>	8.258	8.453	8.738	8.851	8.959	8,5%
<b>Subsidized private schools</b>	4.999	5.077	5.055	4.976	-	-0,55
<b>Independent private schools</b>	3.259	3.376	3.683	3.875	-	18,9%

1) Advanced Data

Source: General Statistics and Studies Branch of the Ministry of Education, Culture and Sport.

The number of students enrolled in Spain during the 2014-2015 year for non-university General Education amounts to 8,090,017 students. 68.1% of students are enrolled in public schools, 5,507,913 students in absolute terms, and the remaining 31.9% in private schools, 2,582,104 students. The total increase in students between 2010-11 and 2014-15 is +4.0%; in public education the increase (+ 4.3%) was greater than that of private education (+ 3.1%), and within the latter, between 2010-11 and 2013-14 students in subsidised education increased by 3.3% and those in independent education practically remain unchanged (+ 0.1%). (For further information, see Tables B and C of Appendix IV which shows the detailed data of students enrolled in General Education by type of school and type of education from 2010-11 to 2014-15).

If the above data are analysed in more detail (Appendix IV Table B), what stands out in the second sub-stage of Pre-primary Education is the decrease of 44,594 students (-3.1%) due to the decline in the number of births starting in 2009, since enrollment has been almost full for years. On the other hand, there is an increase of 8,371 students (+ 1.9%) in the first sub-stage of Pre-primary Education due to the continued increase in enrollment rates between 0 and 2 years in Spain.

Growth is maintained for Primary Education, with 149,962 more students (+ 5.4%), resulting from higher birth rates in the associated generations.

The students of Compulsory Secondary Education increased by 53,317 (+ 3.0%), in line with increasing population in ages associated with this level. This growth is influenced by the increase in births occurring between 1999 and 2009.

The increase in enrollment in post-compulsory education which started several years ago continues, although the size of the associated population does not suffer significant changes. In the classroom-based vocational training studies, the Intermediate Grade increases by 42,127 students (+ 14.5%) and Higher Grade by 54,231 students (+ 20.4%). Although it is the distance learning system of Vocational Training which shows greater relative increases, with 156.3% in Intermediate (+12,988 students) and 86.7 %% in Higher Grade (+16,198 students). The Baccalaureate shows a more modest increase, both in their classroom-based studies, 13,881 more students (+2.2%) as well as in the distance learning system with 4,134 more students (8.5%). Table 2.3 shows a sum up of the abovementioned data.

**Table 2.3 Students enrolled in all of the General System studies by type of school. Development of years 2010-11 to 2014-15**

	2010-11	2011-12	2012-13	2013-14	2014-15 (1)	Variation (2014-15 and 2010-11)
All schools	7.782.182	7.923.293	8.019.447	8.075.841	8.090.017	4,0%
Public schools	5.278.828	5.394.203	5.464.246	5.506.882	5.507.913	4,3%
Private schools	2.503.354	2.529.090	2.555.201	2.568.959	2.582.104	3,1%
Subsidized private schools	1.994.956	2.024.579	2.048.931	2060054	-	3,3%
Independent private schools	508.398	504.511	506.270	508905	-	0,1%

1) Advanced Data

Source: Statistics of non university education. General Statistics and Studies Branch of the Ministry of Education, Culture and Sport.

### Admission Process in Pre-primary Education

In the absence of sufficient places in publicly funded schools providing the first sub-stage of this stage, the education authorities set a scale which takes into account the priority criteria established by the LOE, the same for the whole State: whether there are any siblings enrolled at the school or parents or legal guardians working there, proximity of the home or workplace of a parent, annual household income, taking into account the specificities of calculating this for large families, and any case of disability of the student or a parent or sibling. In some Autonomous Communities other criteria are added, such as employment status of parents or social and family circumstances. Local authorities can also set criteria for schools under their ownership.

In the second stage, if there are not enough places to meet demand in the public and subsidised private schools, priority admission criteria apply, established by the LOE and outlined above. In addition, the Autonomous Communities and the schools themselves may set additional criteria.

Students with specific educational needs are enrolled in mainstream schools, and have to meet the general admission requirements, with exceptions determined by each Autonomous Community. They can enroll in specific special education schools if the following situations associated with their educational needs are met, i.e.: special educational needs associated with a disability that can not be met in a mainstream school, highly significant adaptation needs, the impossibility of integration into a mainstream school, and a report from the specialized guidance service confirming their enrollment.

### Admission process for Primary, Compulsory Secondary Education and Baccalaureate

Primary education is one of the two educational stages that are part of basic, compulsory and free education. For this reason, all children aged between 6 and 12 years have the right and obligation to be enrolled in school.

Compulsory Secondary Education (ESO) is the other stage of education which is part of basic education, where all children aged between 12 and 16 years are required to be enrolled in school. Access to the ESO occurs automatically at the end of Primary education. Every publicly funded Primary Education school is affiliated to a Secondary Education Institute (IES), and also in the case of subsidised private schools if the owners so wish, so that their students can access secondary without having to take part in a new admission process. When student demand exceeds supply of places priority is given to students coming from those schools affiliated to it.

Access to Baccalaureate is at the end of Compulsory Secondary Education, after obtaining the Certificate in Compulsory Secondary Education. It can also be accessed directly after completing the Intermediate Vocational Training Stages or Intermediate Sports Studies after obtaining the qualification of Technician or Sports Technician. Also, the qualification of Technician of Visual Arts and Design allows direct access to the modality of Bachelor of Arts.



For both public schools and subsidised private schools, if there are not enough places to meet demand, a series of priority admission criteria are applied, which are the same for the whole State: annual household income and the legal status of large family, proximity of home or workplace of a parent, enrollment of siblings or parents or legal guardians working in the school and the disability of a student or a parent or sibling. Also, the LOMCE states that pupils have priority in the area of school enrollment corresponding to the home or workplace of one of the parents or guardians, those students whose enrollment in public and subsidised private schools is motivated by the relocation of the family unit, due to the forced relocation of either parent or by the change of residence resulting from acts of gender violence, have priority in the area of enrollment corresponding to the home or workplace of one of the parents or guardians.

Independent private schools have autonomy to set their own admissions procedures. In addition, the Autonomous Communities and the schools themselves can set additional criteria.

## **2.5. The external evaluation of the education system**

External evaluation is internationally considered as a type of individual and collective policy in education and training that, based on results, makes it possible to implement actions, allowing mistakes to be corrected and to learn from the experience. This educational dimension of the evaluation is the basic mechanism by which external evaluation contributes to improving student results, the activity of teachers and teaching processes<sup>1</sup>.

### **National evaluation studies**

#### Evaluation of the third and sixth year of Primary Education

Article 20.3 of the Constitutional Law on Education 2/2006 of May 3, (LOE), as amended by Constitutional Law 8/2013, of December 9, for the Improvement of Educational Quality (LOMCE) states that "schools will conduct an individualized assessment of all students at the end of the third year of Primary education". This evaluation will take place as arranged by educational authorities and "will test the degree of mastery of skills, capabilities and abilities in literacy, numeracy and problem solving in relation to the degree of acquisition of competence in linguistic communication and mathematical competence".

Meanwhile, Article 21 of the law states that "At the end of the sixth year of Primary education an individualized assessment of all students will be carried out, in which the degree of acquisition of competence in linguistic communication, mathematical competence and basic competences in science and technology will be tested, as well as the achievement of objectives of the stage". Furthermore, "The Government, after consultation with the autonomous communities, will set the assessment criteria and the general characteristics of the tests for the entire Spanish education system in order to ensure common assessment criteria and characteristics for the whole territory."

The Constitutional Law on Education 2/2006 of May 3, (LOE), as amended by Constitutional Law 8/2013, of December 9, for the Improvement of Educational Quality (LOMCE), considers in Article 144.2 that education authorities may set other formative and internal assessments for diagnostic purposes. In this regard, most of the autonomous communities have carried out different diagnostic evaluations in the stages of Primary and Compulsory Secondary Education. These tests have different characteristics, depending on each autonomous community. In most assessments they have focused on analyzing the students' degree of acquisition of the main basic competences of the curriculum.

### **Spain's participation in international evaluation studies**

Participation in international studies of educational evaluation is of unquestionable interest for countries. On the one hand, it allows them to compare their educational performance with that of other countries that can serve them as a reference point. And secondly, it provides food for

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<sup>1</sup> The topic of external evaluation of the education system is further developed in section 5.5 of the present report.

thought about the educational objectives that have been proposed, the measures that have been introduced and the results they have achieved.

Spain actively participates in numerous international evaluation studies promoted by the OECD, the IEA (International Association for the Assessment of Educational Achievement) and the European Commission. Among these projects we can highlight:

1. INES (International Project for Indicators of education systems), of the Organisation for Economic Co-operation and Development (OECD), in which Spain has participated since its creation in 1992.
2. PISA (Program for International Student Assessment) of the OECD. Spain has participated in all PISA stages and has produced national reports based on the Spanish results in this evaluation program.
3. PISA for Schools of the OECD. Spain is participating in the initial development of this evaluation model, along with countries like the United States, Canada and the UK, whose main difference with the previously mentioned model is that it is designed to provide descriptive information for schools, and not to provide aggregate results at a national or system level, and analysis of the skills and practical application of the knowledge of students aged 15 in literacy, mathematics and sciences (comparable to current PISA scales).
4. TIMSS (Trends in International Mathematics and Sciences Study), of the International Association for the Assessment of Educational Achievement (IEA). Assesses progress in mathematics and sciences in 4th year of primary education and 2nd of Compulsory Secondary Education under a common theoretical framework. In 2011 and 2015 Spain participated in the test for Primary education.
5. PIRLS (Progress in International of Reading Literacy Study), of the IEA. Spain has participated in the 2006 and 2011 tests in 4th year of Primary Education.
6. TALIS (Teaching and Learning International Study), of the OECD. Analyzes the learning environment and working conditions of teachers in Compulsory Secondary Education. The latest edition of this study took place in 2013.
7. ESLC (European Survey on Language Competency) of the European Union, 2011. The international and the Spanish report have been published, which provide comparable information on the foreign language competences of European students at the end of Compulsory Secondary Education.
8. PIAAC (Programme for International Assessment of Adult Competences), of the OECD. The first edition of this study, in which 26 countries participated, was carried out in 2013, and its results have already been published.
9. TEDS-M (Study on initial teacher training for Maths), of the IEA, conducted between 2007 and 2009.

### **The performance of the school system**

In order to have an overview of education in Spain, compare it with other countries and facilitate decision-making, the Ministry of Education, Culture and Sport, through the National Institute for Educational Assessment (INEE) and General Department of Statistics and Studies, drew up the State System of Education Indicators (Chart 2.4), whose first edition was published in 2000. Since that time, there have been eleven editions: 2000, 2002, 2004, 2006, 2007, 2009, 2010, 2011, 2012, 2014 and 2015.

**Chart 2.4 State System of Education Indicators**

Dimensions	Indicators
<b>Enrollment and school environment</b>	Enrollment and population
	Enrollment rates in the theoretical age of non-compulsory levels
	Foreign students
	Students by group and teacher
	Professional Training
	Participation in ongoing learning
<b>Funding for Education</b>	Total spending on education
	Spending per student
<b>Education Results</b>	Basic competences in Primary education
	Basic competences in Compulsory Secondary Education
	Key competences at 15 years old (PISA)
	Adequacy of the age of students
	Early leaving of education and training
	Graduation rates
	Level of education of the adult population
	Activity rate and unemployment by level of education
	Income differences by level of education
Level of competences of the adult population (PIACC)	

**Source:** State System of Education Indicators National Institute for Educational Assessment (INEE). (<http://www.mecd.gob.es/inee/sistema-indicadores/Edicion-2015.html>).

The main outcome indicators, which are part of the State System of Education Indicators, are as follows:

***Suitability of compulsory education at student ages:*** Percentage of students who are enrolled in the year theoretically corresponding to their age.

The suitability rate is an important measure of the results of the educational system, as it shows students in the year corresponding to their age. In this indicator five theoretical ages have been chosen: 8 and 10 years, corresponding to Primary education, and 12, 14 and 15 years, corresponding to Compulsory Secondary Education.

Suitability rates of students decrease as age increases, as shown in Figure 2.2. In Spain, in 2012-13, 93.6% of students aged 8 are enrolled in third year of primary education, theoretical year for this age, and at 10 years old the rate of students in fifth year of this stage is 89.4%. As for the ages that correspond to Compulsory Secondary Education, 84.4% of students aged 12 are in first year of this educational stage; 70.6% of students aged 14 are in third, and 62.5% of those aged 15 are enrolled in fourth.

**Figure 2.2 Evolution of rates of aptitude in three ages 8, 10, 12, 14 and 15 age groups**

Source: State System of Education Indicators. MECD 2015 edition.

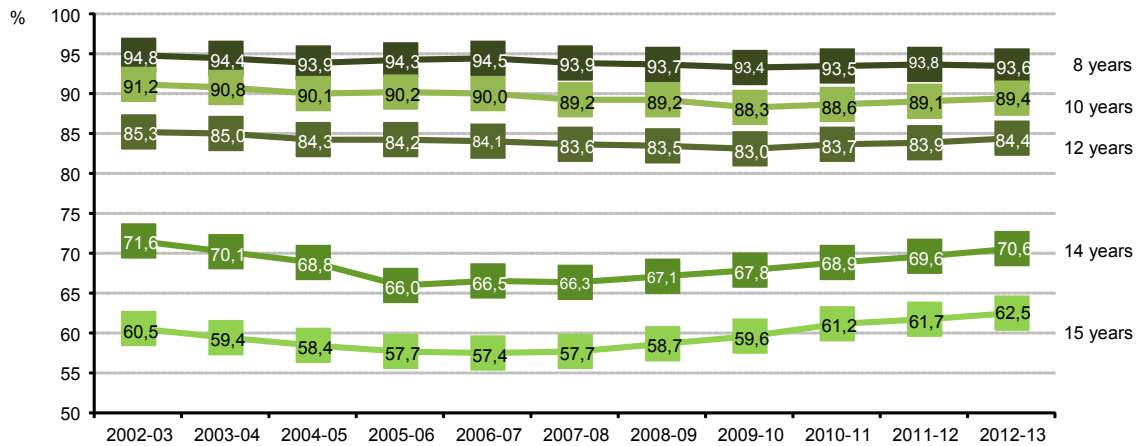


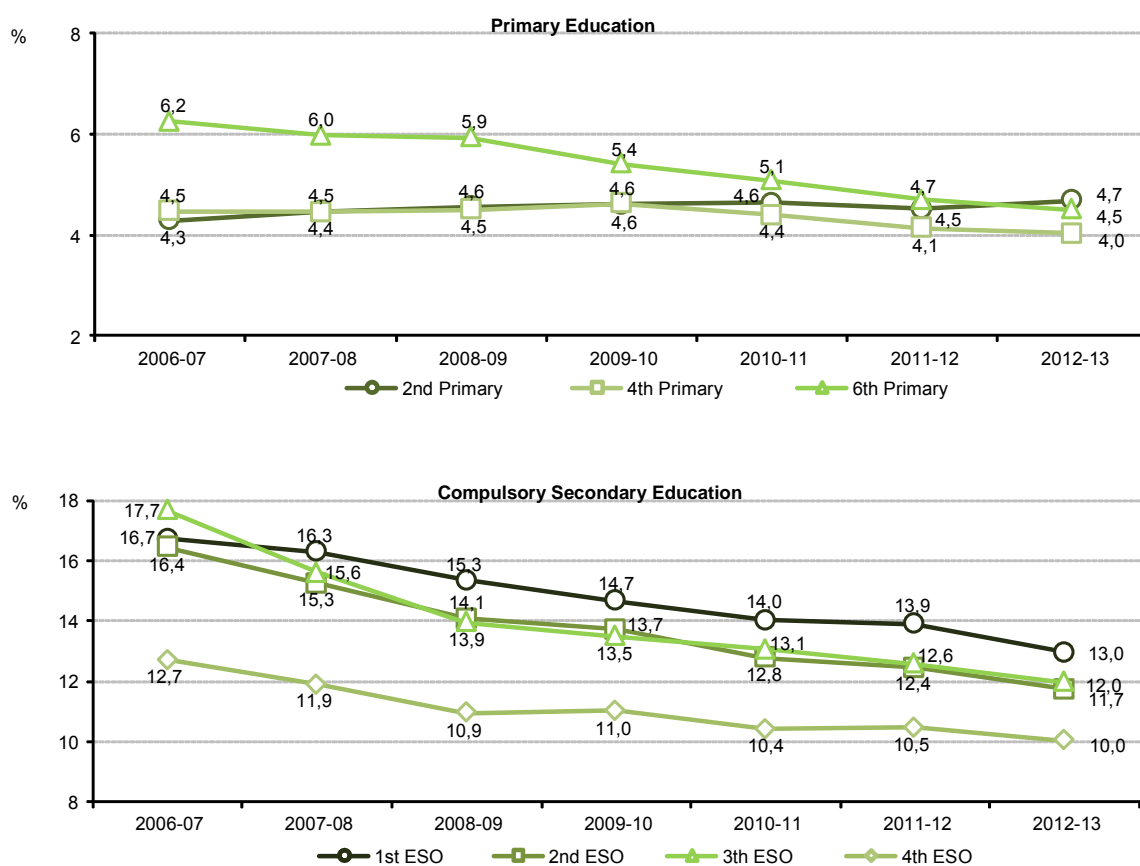
Figure 2.2 shows the evolution of suitability rates along the time series 2002-03 to 2012-13. Stability is seen in the two theoretical ages corresponding to Primary education (8 and 10 years). Similarly, the rate of suitability at age 12 remains relatively stable during this period. On the other hand, suitability rates for students of 14 and 15 descend gradually from the year 2002-03 to 2005-06 and 2006-07, when rates start to rise again. Yet in every age suitability rates of 2012-13 are still lower than at the beginning of the series, except for 15 years.

**Repeater Students:** Percentage of students who repeat a year in compulsory education.

Students who do not reach the objectives for stages or years of compulsory education goals can stay in it another year, according to the current legislation in the years considered. The percentage of repeater students has been calculated for even years of Primary Education (second, fourth and sixth year) and for each of the years of Compulsory Secondary Education, relating percentage of repeater students to the percentage of enrollment of the previous academic year.

In the year 2012-13, the highest percentage of repeater students in compulsory education is in the first year of Compulsory Secondary Education. In Primary education, the percentage of repeater students is 4.7% in the second year, 4.0% in the fourth year and 4.5% in the sixth year. In Compulsory Secondary Education percentages also vary depending on the year and so 13.0% of students repeat in the first year and 11.7% the second year, while 12.0% do in third year; and 10.0% in fourth. This can be seen in the following figure:

**Figure 2.3 Evolution of the percentage of repeater students in Primary Education and Compulsory Secondary Education**



Source: State System of Education Indicators. MECD 2015 edition.

Figure 2.3 shows the evolution of the percentage of repeater students between 2006-07 and 2012-13. In Primary education the percentage of repetition in second year has increased by 0.4 points, while in fourth and sixth year it has decreased by 0.5 and 1.7 percentage points respectively. In the four years of Compulsory Secondary Education percentages have declined in the period analyzed. In the first year repetition rate decreased by 3.7 points, in second by 4.7 points, in the third is the highest decrease by 6.0 points, and finally the variation is 2.7 points in fourth year of Compulsory Secondary Education.

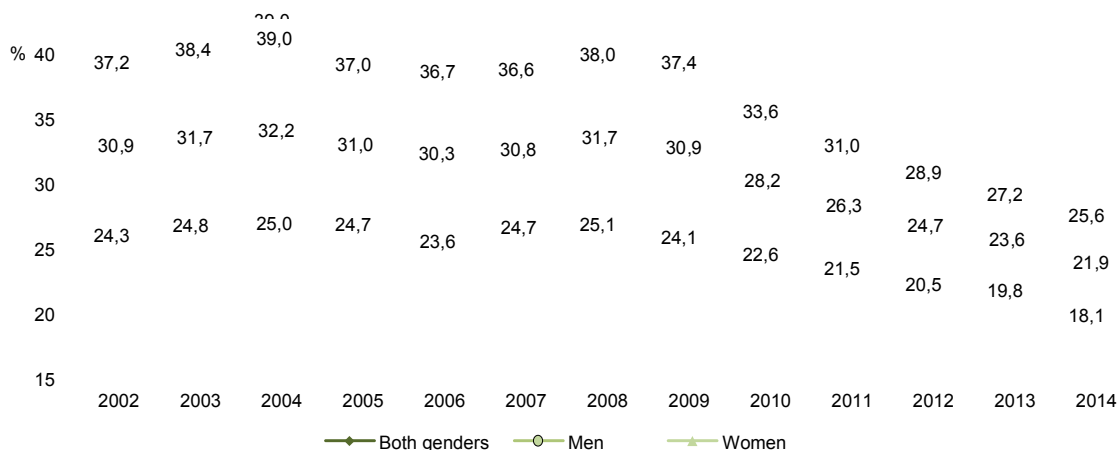
**Early leaving of education and training:** The percentage of people aged 18 to 24 who have the first stage of Secondary Education or previous educational levels (ISCED 0, 1 and 2) as their highest level of education, and are not in any education or training.

One of the priorities of the Europe 2020 Strategy is to bring the rate of early leavers from education and training to below 10%. Spain, due to its high rate, has proposed reducing it to below 15%. It has been shown that the effects of early leaving have clear consequences and costs for individuals and for society, both from the point of view of the labour market and welfare in general.

The rate of early leaving from education and training in 2015 was 20.0%, falling 1.9 points from the previous year. Between 2003 and 2008, the evolution of early leaving has fluctuated; however, from 2009 to 2015 a downward trend can be seen, with a reduction of 10.9 points.

The socioeconomic environment of young people is key to early leaving. Some studies suggest that the disposable household income plays a fundamental role in the continuity of studies, since in families with lower incomes the early leaving rate is more than triple that in families with higher incomes. The educational level of parents is also an important factor in the early leaving, especially that of the mother. Figure 2.4 shows the evolution of early leaving during the period 2002-2014.

**Figure 2.4 Evolution of early leaving from education and training**

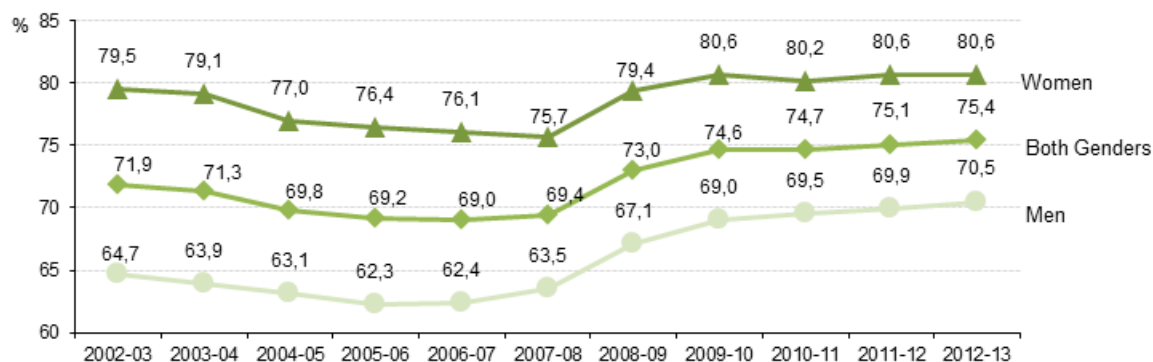


Source: State System of Education Indicators. MECD 2015 edition. Data 2015: General Statistics and Studies Branch.

**Gross graduation rate in Secondary education:** The relationship between the number of graduates in each of the secondary studies considered relative to the total population of the "theoretical age" of the start of the last year of these studies.

From the educational authorities a great effort is being made to improve graduation rates of Compulsory Secondary Education in recent years, something which influences, among other aspects, the reduction of early leaving of education and training. During 2012-13, the gross rate of graduates in Compulsory Secondary Education was 75.4% in the population aged 15. From the 2002-03 to 2012-13, the evolution of graduation rates can be divided into two periods. In the first, 2002-03 to 2006-07, the rate fell from 71.9% to 69.0%, while in the second period, from 2007-08 to 2012-13, this rate increases to 75.4%. Throughout the period analyzed, the number of women graduates is higher than men, although the gap has been decreasing throughout the period, varying from 14.8 points in 2002-03 to 10.1 points during 2012-13, as shown in the following Figure 2.5:

**Figure 2.5 Evolution of graduation rates in Compulsory Secondary Education**

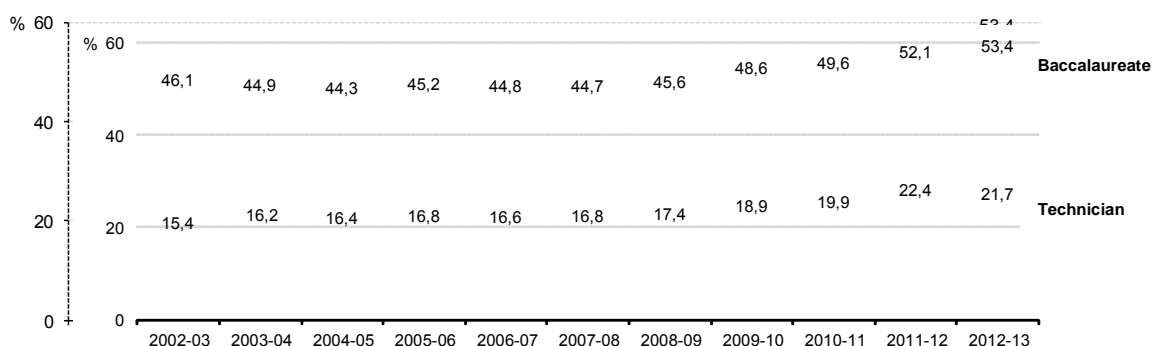


Source: State System of Education Indicators. MECD 2015 edition.

Developed societies need people with good qualifications, so the educational system must promote continuity after compulsory education. This indicator also studies the graduation rates of second stage Secondary Education, taking into account two types of education: Baccalaureate and Intermediate Vocational Training, which award the qualifications of Baccalaureate and Technician respectively. For both, 18 is the theoretical age of completion.

In Spain, data for 2012-13 show a great difference between the number of Baccalaureate graduates (53.4%) and graduates of Intermediate Training Stages (21.7%). The evolution of the rate of Baccalaureate graduates between 2002-03 and 2012-13 is generally stable with small fluctuations until 2007-08 and a growth trend since 2008-09. The rate of Baccalaureate graduates has increased by 7.3 points over the period analyzed. The evolution of graduates in Intermediate Training Stages has experienced almost continuous growth, with an increase of 6.3 points between 2002-03 and 2012-13, having been reduced in the last year by 0.3 points. Figure 2.6 shows the evolution of the graduation rates in both degrees, Baccalaureate and Technician, during 2002-2003 and 2012-2013.

**Figure 2.6 Evolution of the graduation rates in second stage Secondary Education**



Source: State System of Education Indicators. MECD 2015 edition.

### **Results in key competence assessments at 15 years old**

One of the relevant indicators of the state system is related to the results in the key competences assessed by PISA (Program for International Student Assessment). This international comparative study of the OECD assesses to what extent students are able to use the knowledge and skills they have learned and practiced in school when they find themselves in situations where such knowledge may be relevant. It takes place every three years and assesses students aged 15 from three main fields: Literacy, Mathematics and Sciences.

As seen in Table 2.4, in 2012 Spain obtained 488 points in Literacy, meaning a difference of one point with respect to the EU (489) and 8 points compared to the OECD (496). There are no significant differences between the results obtained by Spain and the OECD and the EU. So, 18% of Spanish students are at the lower levels (<1b, 1b and 1a), one point above the 17% of the OECD average and two points below the 20% of the EU. On the other hand, 6% of students obtained results at level 5 and 6, compared with 8% of the OECD and 7% in the EU.

In 2012, Spain obtained 484 points in Mathematics, five points below the EU average score (489) and 10 points below that of the OECD (494). As for the distribution of performance levels in mathematics in Spain, there are no significant differences between the results obtained by Spain and those of the OECD and the EU in the lower performance levels (<1 and 1), so that 24 % of Spanish students are at the lower levels (<1 and 1), one point above the 23% OECD average and equalling the EU. In contrast, at the higher levels of performance differences are more pronounced, as 8% of students obtained results at Level 5 and 6, compared with 12% of the OECD and 11% of the EU.

The average score of Spain in Sciences in PISA 2012 was 496 points, five below the OECD 501. As for the distribution of performance levels in Sciences, unlike the case in the literacy and numeracy skills, Spain has a smaller proportion (16%) of students at lower levels (<1 and 1) than the OECD and EU (18%). However, the disadvantage is maintained at higher levels (5 and 6), where only 4% of Spanish students reached these levels, compared with 8% of OECD and the EU 7%.

**Table 2.4 Average performance students aged 15 year olds in Literacy, Mathematics and Science according to different variables. PISA 2012**

		Literacy		Mathematics		Science	
		Spain	OECD	Spain	OECD	Spain	OECD
<b>Overall score</b>		488	496	484	494	496	501
<b>Student gender</b>	Boys	474	478	492	499	500	502
	Girls	503	515	476	489	493	500
<b>Ownership of the school</b>	Public	476	491	471	489	485	496
	Private	512	525	510	517	519	526
<b>Number of books at home</b>	0-10 books	406	432	409	433	427	437
	11-25 books	448	465	438	460	454	468
	26-100 books	487	498	481	494	494	502
	101-200 books	516	522	508	518	519	526
	More than 200 books	532	546	533	545	542	552
<b>Parents studies</b>	Low	457	446	450	440	464	446
	Intermediate	488	488	482	485	496	492
	High	509	519	507	517	517	524
<b>Occupation of the parents by qualification</b>	Low	457	461	450	458	466	465
	Intermediate - low	485	489	480	485	494	492
	Intermediate - high	509	513	507	509	518	517
	High	530	541	529	540	536	546
<b>Results by number of repetitions</b>	2	382	375	380	375	404	387
	1	439	440	433	438	453	450
	None	522	509	519	506	526	512
<b>Immigrant status</b>	Immigrant	447	473	439	468	456	466
	Native Spanish	495	502	492	500	504	508

Source: State System of Education Indicators. MECD 2014 edition.

### Evolution of the results of the Spanish education system in PISA 2000 to 2012

The results of Spain remain stable over time in the three subjects assessed. There have been no significant changes in the results of Spain in Mathematics between 2003 and 2012, editions in which mathematics has been the focus of special attention from the PISA assessment. The decline between 2003-2012 was one point (from 485-484), which is not a significant change. The difference compared to the OECD average, which was 15 points in 2003, has fallen 10 points in 2012.

In mathematics and literacy, the average scores obtained in PISA 2012 are not significantly different from the editions in which these subjects were assessed for the first time with greater precision. In sciences the Spanish students improved their performance compared to 2006. Overall, it should be noted that the distance between the Spanish results and the OECD average has been reduced.

In 2012 the score of Spanish students in sciences improved significantly, being eight points higher than in 2006 (from 488 to 496 points). This improvement in science results is partly due to the decrease in the proportion of students with very low levels of performance by 4% (from 20% in 2006 to 16% in 2012).

Between 2003 and 2012, the proportion of immigrant students tripled, from 3.4% to 9.9%, and the difference (36 points) remains in mathematics performance between immigrant and native



Spanish students during that period. Table 2.5 reflects the evolution of the results on the overall PISA editions (2000-2012) in Spain and the OECD.

As for equity indicators in terms of performance, the performance gap between more advantaged and more disadvantaged students in the same school grew between 2003 and 2012, from 18 to 27 points.

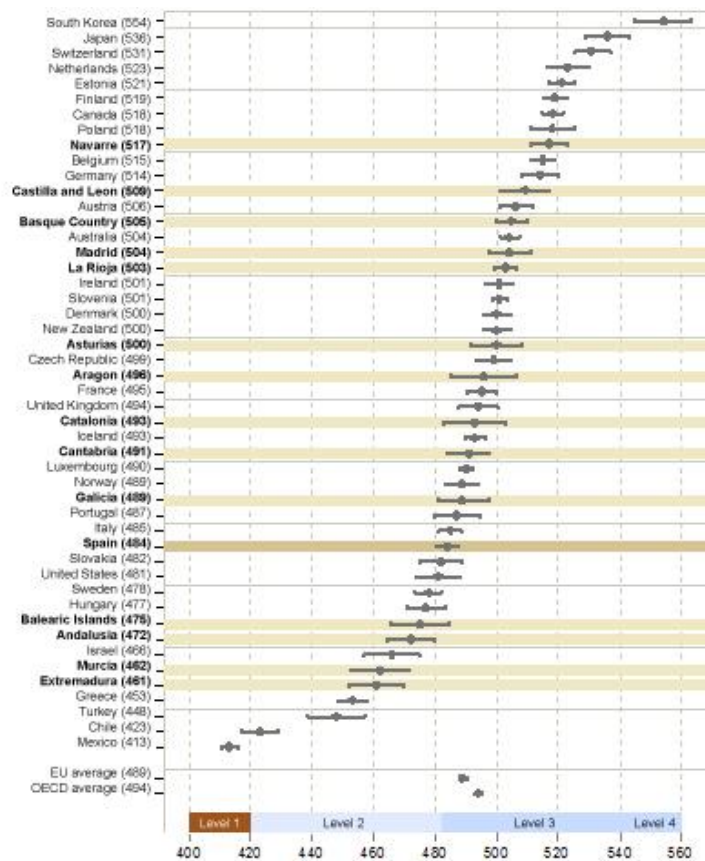
**Table 2.5 Development of overall results in the three PISA competences**

		2000	2003	2006	2009	2012
<b>Spain</b>	Mathematics		485			484
	Literacy	493			481	488
	Science			488		496
<b>OECD</b>	Mathematics		500			494
	Literacy	500			494	497
	Science			498		501
<b>Average Difference OECD/Spain</b>	Mathematics		15			10
	Literacy	7			13	9
	Science			10		5

Source: INE (2013). PISA 2012. Spanish Report. Madrid: Ministry of Education, Culture and Sport.

Figure 2.7 shows the average performance of students aged 15 in the mathematical competence of each country and the Autonomous Communities that expanded the sample in PISA 2012. The results include, in addition to the average score for each country, the corresponding levels of performance and confidence intervals estimated from its standard error that, with a 95% confidence, includes the population average.

**Figure 2.7 Average scores in Mathematics by countries and Autonomous Communities with a confidence interval of 95% for the population average**



Source: INEE (2013). PISA 2012. Spanish Report. Madrid: Ministry of Education, Culture and Sport.

The average score of most OECD countries is in the interval corresponding to Level 3 of the mathematics scale which includes scores between 482 and 545 points. Spain gets an average score of 484 points in maths, 10 points below the OECD average (494) and 5 points below the EU average (489), the difference being statistically significant with the OECD, but not with the EU. Among the Spanish Autonomous Communities that have expanded the sample in PISA 2012, the highest scores in mathematics correspond to Navarre (517), Castilla and Leon (509), Basque Country (505), the Community of Madrid (504) and La Rioja (503), significantly higher than the average of all OECD countries (494).

### **Equity of the Spanish Education system in PISA 2012**

Most of the variation of results in Spain is associated with the characteristics of the students themselves and not with the characteristics of the schools. The country has a more homogeneous educational system in this sense than the whole of the OECD, as students with different learning rates may coincide in its schools, something which does not happen with the same intensity in the other countries.

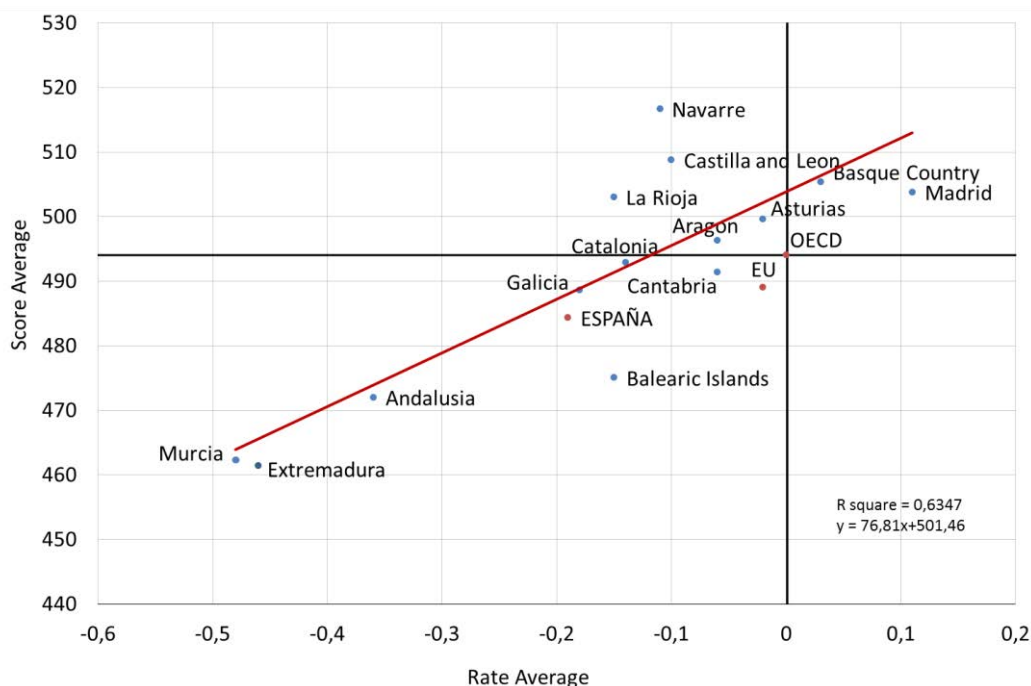
Factors related to the background socioeconomic characteristics of schools in Spain account for only 17.1% of the variance of educational results, while in the whole of the OECD this percentage stands at 36.8%. As the OECD points out, countries with lower variability of results due to the characteristics of the schools are more equitable. In this regard, the Spanish education system is comparable to those of the traditionally more equitable countries.

Another indicator of the equity of an educational system is the degree of relationship between the social, economic and cultural level of the students and their academic performance. An educational system is considered equitable and egalitarian when the effect of socioeconomic and cultural environment is moderate. The Socio-Economic and Cultural index of families (ISEC) explains 15.8% of the difference in results between some students and others, a percentage somewhat higher than the whole of the OECD countries (14.6%) and which has increased relative to other editions. A higher percentage of association between this index and student performance implies less equity, since it means that students from disadvantaged backgrounds have a somewhat lower result on average. This shows that, despite the influence of 15.8 of the socioeconomic and cultural level of families on academic performance, there are many other school and social factors and, above all, factors related to the students themselves that also contribute to the achievement of good educational results.

Finally, it is worth pointing out that students in Spain with low social, economic and cultural levels get slightly higher scores than the OECD and EU averages corresponding to the same levels of ISEC. On the other hand, in the intermediate and high section of ISEC the Spanish scores are lower.

Figure 2.8 shows the relationship between the mathematics scores of the Autonomous Communities, Spain and the OECD with the corresponding ISEC. For most Spanish regions the result in mathematics is very close to what was expected based on their ISEC, especially in the case of Galicia, Catalonia and the Basque Country. The Autonomous Communities that fit this prediction the worst are Navarre (516.7 points), Castilla and Leon (508.8 points), La Rioja (503.1 points) and the Balearic Islands (475.1).

**Figure 2.8 Relationship between scores in Mathematics of the Autonomous Communities and their ISEC. PISA 2012**



Source: INEE (2013). PISA 2012. Spanish Report. Madrid: Ministry of Education, Culture and Sport.

## 2.6 Equity policy in the education system

### Students with specific educational needs

According to the Constitutional Law of Education (LOE) of 2006, as amended by the Constitutional Law for the Improvement of Educational Quality (LOMCE) 2013, students with special educational needs are those that show:

- Special educational needs associated with physical, mental or sensory disability, or severe behavioural disorder.
- Specific learning difficulties.
- Attention Deficit and Hyperactivity Disorder (ADHD).
- High intellectual capacity.
- Needs derived from the late entry into the education system.

The LOE and LOMCE state that individuals or groups and territorial areas which are in disadvantageous situations due to social, economic, cultural, geographical, ethnic or other types of factors must be targeted by compensatory efforts since, due to these factors, students can fall behind significantly in the curriculum and/or have difficulties in adapting to the school.

Efforts aimed at disadvantaged students are implemented in all the Autonomous Communities and regulated through the curriculum management in the stages of Primary and Secondary Education. In addition, some education authorities develop specific legislation in this area, either at a general level and/or in relation to a particular group.

The response offered to these students is to provide the necessary support so that they can continue in their learning. In many cases these students need elements of the curriculum to be adapted to their needs and/or access to content to be provided through technical assistance.

As for the students with special educational needs, their distribution is shown in the following figures and tables (Tables 2.6, 2.7 and Figure 2.9):

**Table 2.6: Percentage of pupils with special educational needs with respect to total enrollment.**

<b>Students with special needs by type of school</b>	<b>Total (%) (1)</b>
<b>Public school</b>	<b>2,2%</b>
<b>Subsidized school</b>	<b>1,8%</b>
<b>Independent school</b>	<b>0,3%</b>

**Notes:**

1) Percentage of students in each of the studies.

2) Special Ed.' refers to students in special Education in specific schools and specific units in mainstream schools. Integrated students are ones who, having special educational needs associated with disability or severe disorders, are enrolled in mainstream schools and sharing classrooms with other students.

**Source:** Prepared based on the file statistics of non-university higher education. General Statistics and Studies Branch of the Ministry of Education, Culture and Sport. Academic year 2013-2014.

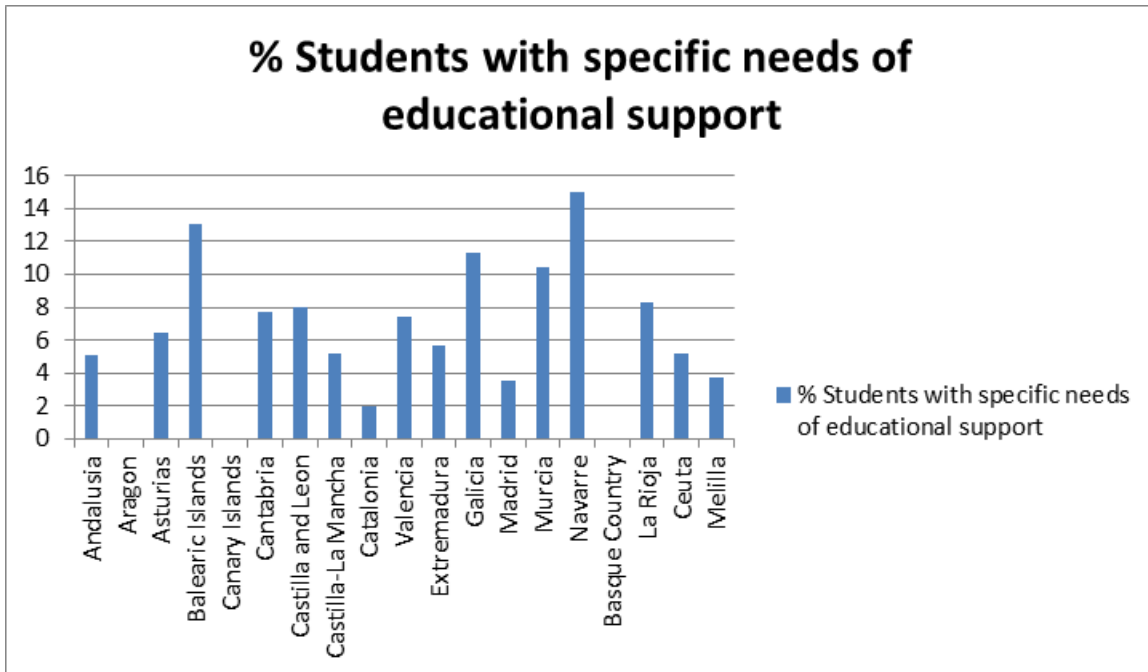
These percentages correspond to the population of students with special educational needs, as shown in the Table 2.7 and Figure 2.9:

**Table 2.7: Students with special educational needs, classified by type of disability and school.**

<b>Students with special educational needs by type of school</b>	<b>Total</b>
	439.665
<b>Public</b>	336.131
<ul style="list-style-type: none"> <li>• Special educational needs</li> <li>• High intellectual capacities</li> <li>• Late entry into the education system</li> <li>• Other categories of specific needs</li> </ul>	<ul style="list-style-type: none"> <li>• 119.053</li> <li>• 11.548</li> <li>• 6.909</li> <li>• 198.62</li> </ul>
<b>Private schools- Subsidized studies</b>	99.867
<ul style="list-style-type: none"> <li>• Special educational needs</li> <li>• High intellectual capacities</li> <li>• Late entry into the education system</li> <li>• Other categories of specific needs</li> </ul>	<ul style="list-style-type: none"> <li>• 44.451</li> <li>• 3.792</li> <li>• 2.288</li> <li>• 49.336</li> </ul>
<b>Independent schools- Independent studies</b>	3667
<ul style="list-style-type: none"> <li>• Special educational needs</li> <li>• High intellectual capacities</li> <li>• Late entry into the education system</li> <li>• Other categories of specific needs</li> </ul>	<ul style="list-style-type: none"> <li>• 1.597</li> <li>• 536</li> <li>• 35</li> <li>• 1.499</li> </ul>

**Source:** Prepared based on the file statistics of non-university higher education. General Statistics and Studies Branch of the Ministry of Education, Culture and Sport. Academic year 2013-2014.

**Figure 2.9: Percentage of students with specific needs of educational support**



**Source:** Prepared based on the file statistics of non-university higher education. General Statistics and Studies Branch of the Ministry of Education, Culture and Sport. Academic year 2013-2014.

### **Students with learning difficulties**

The most common learning difficulties are those related to the oral language, reading (reading problems and/or dyslexia), writing and arithmetic. In general, the most commonly used measures to cater to these students are the diversification of educational materials and resources, support groups, non significant adaptations of the curriculum and methodological strategies. Actually, there are no big differences between the measures applied to the different learning difficulties.

### **Students with high intellectual capacities**

In general, the educational system offers these students the possibility of relaxing the amount of time in the level or stage of education, advancing their studies or reducing their duration. In turn adaptations of curricular expansion and enrichment aimed at the harmonious development of the capacities of these students.

### **Students with late entry to the education system**

Education authorities have to assist the incorporation into the education system of students who join the Spanish educational system belatedly, either because they come from other countries or for some other reason. To this end plans and programmes are designed as well as measures to ensure that the education of these students be achieved by addressing their circumstances, knowledge, age and academic background, so they can be integrated into the most appropriate year based on their characteristics and previous knowledge.

In general, the measures provided by the education system to these students are integrated into specific programs aimed at covering the linguistic gaps in competences or basic knowledge, which must be simultaneous with the education of students in mainstream schools. In addition, the educational system takes the necessary measures so that parents or guardians of these students receive the necessary advice and to achieve the full acceptance of other students in the school.

The programmes and plans include:

- Acceptance programmes and plans aimed both at students of foreign origin and all those who join the educational system belatedly. They include measures to prepare the school for the arrival of new students, such as the inclusion of the values of intercultural education in the educational project, teacher training, adaptation of the school's resources or preparation of information documents in different languages. This addresses, therefore, linguistic, curricular and attitudinal aspects as well as that of the school context.
- Programmes for teaching the language of the host society. It includes two types of measures: on the one hand, Language Classrooms, which aim to provide students with the necessary language skills to join the mainstream classroom. Their attendance is flexible according to their needs, so that they do not use it during the school day. On the other hand, there are activities of linguistic and curricular support, which also provide the necessary content to follow all areas or subjects of the school year with less difficulty.
- Programmes for teaching the language and culture of origin. These are programmes so that students from other countries can continue studying their native language while studying the host language. Sometimes they are carried out in collaboration with the country of origin and public non-profit organisations. Usually the courses are held outside school hours, although in some Autonomous Communities they are studying initiatives for the inclusion of these studies in the curricula. In addition, some communities encourage all students, not just immigrants, to be able to access them.

As for the measures, the main ones are:

- Information documents about the Spanish education system in different languages, aimed at both students and families. They are also informed of their rights, duties and opportunities, not only concerning the educational field, but also about other environmental resources that may be useful for them.
- Creation of intercultural mediation, translation and interpretation services. They are generally external services. Their operation and scope depends on the regional and local resources and the needs of the schools they serve.
- Measures to support teaching, either by incorporating other professional profiles as support inside and/or outside the classroom, specific training and resources related to cross-culturalism and work with foreign students.
- Relaxing the time spent in the level or stage of education. Students who belatedly join the educational system and have a gap in their level of curricular competence of more than 2 years or one educational stage can be enrolled in the year previous to the one that corresponds to their age.
- Reducing the size of the groups in the classroom.

It is worth noting that there is a high level of exchange of good practices in educational equity<sup>2</sup> and cooperation between Autonomous Communities, both at institutional level and in terms of educational experts. Appendix V provides further information, more concretely, it addresses the main measures of Attention to Diversity during Obligatory Education.

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<sup>2</sup> State School Council. 2015 report regarding the education system.  
<http://ntic.educacion.es/cee/informe2015/i2015cee.pdf>

## 2.7 Main challenges of the education system

- To improve the level of key competences of students from the schools, as this would mean increasing the overall performance of Spain in PISA, bringing Spanish students closer to the scores of Finland, which would have a positive economic impact, as has been analyzed by the OECD, with an average increase of 25 points over a period of 20 years (2010-2030). For Spain this would mean a growth of almost 4.2 billion US dollars in GDP over the next 80 years from just over 4 billion US dollars of the current GDP (OECD PISA 2010b).
- It should be stated that the Spanish graduation rate in the second stage of Secondary education, in terms of teaching modality studied, shows a significant difference from the European and OECD averages. Thus, the rate of graduates in academic type programmes in 2012 was 52.1%, half a point higher than the OECD average (51.7%) and just over six points higher than the EU average (45.9%). However, the graduation rate in vocational programmes is 33.3%, six and a half points below the OECD (39.7%) and almost thirteen points below the EU average (46.1%). Therefore, reducing the rate of early leavers from education and training to European average levels would mean recovering about 10 or 15% of students who currently leave the education system so that they can continue to attend school. This should be done without changing the rates of students enrolled in Baccalaureate, since as the Spanish rate of enrollment and graduation in this educational stage is around the average levels of OECD and EU, it is advisable that the rate of students in vocational training should grow where there is still room for enrollment, using the average OECD and EU levels as a reference.
- To reduce early leaving of education and training means increasing the number of young people who, once they have successfully completed Compulsory Secondary Education, continue and complete their studies in Baccalaureate or Intermediate Training Stages.
- The average percentage of early school leaving from education and training in the European Union was 11.1% in 2014, and that of Spain in 2015, with 20.0%, is one of the highest in the EU. The figure for men is particularly unfavourable (24.0%), almost double that of the EU (12.7%). Between 2001 and 2008, early school leaving in Spain was between 30% and almost 32%. From 2009, a more or less stable downward trend occurs, reaching the aforementioned 20.0% in Spain in 2015, thus dropping by almost 12 percentage points since 2008. This figure is encouraging and positive; however, it should be taken with caution, because although it represents a stable trend, as with the European trend, possible changes in the many factors influencing early school leaving could change it.
- To foster greater cooperation between territorial, regional and local governments for the provision of educational services effectively and without duplication. Especially with regard to Pre-primary Education and socio-professional type educational programmes in municipalities under the management of local authorities.
- The Spanish education system needs to progress further in improving the quality of the system in a coordinated and efficient manner, although it may seem a difficult task to take on within a decentralized state structure. However, it is precisely the ability to take advantage of a territorial structure such as the Spanish model, in terms of policy-making that is closer to its citizens, which will provide the opportunity to improve its own results. In order to achieve sustainable progress in this challenge it is essential to fully engage the teaching staff since, in the Spanish case, they have a highly vocational role in their workplace; this is essential from the outset, but it needs to be supplemented by prospects which motivate them in their career plan. In the framework of progress towards higher levels of quality, the following challenges must also be taken into account:
- Decrease in the number of repeater students, since their percentages relative to enrolled students (shown in the figures) are excessively high and higher than the levels of other countries with similar socio-demographic characteristics. The incidence of these percentages is not only manifested as delayed learning in the schools themselves, but is also

reflected in the results of overall, national and international assessments, since repeater students are distributed equally in all school groups. In this area one of the main challenges is to pay more personalized attention to students so that they can achieve the goals that match their greatest expectations.

- As for the results obtained by students in the Key Competencies assessed in the PISA programme, the main challenge is to improve in a balanced way with quality and equity. It is about achieving homogenous progress from which all students of the system can benefit. Since PISA 2000, all results obtained by Spanish students in Literacy, Maths and Sciences have been low, always lower than the OECD average, although the average level of Spain is in the average OECD level (of a possible 6) with a significant deficit of students at high levels and significant differences between regions. The challenge is to get students to know how to apply the knowledge acquired to a multiplicity of different contexts that later on allow them to become part of society in a more mature and qualified manner, being able to take on the challenges of the highly technologised societies of the 21st century, something which involves the consolidation and generalization of teaching methods that develop teaching-learning processes by competences.
- To take advantage of the opportunities that information and communications technologies provide for education, broadening the accessibility to the education system in a more individualized way, both for adults and for young people who wish to combine studies with the incorporation and maintenance of a job. Also, the digitalization of content can permanently continue to improve the qualification of people by increasing their level of knowledge and competences, whether the studies lead to qualifications or not.



## Chapter 3. Policy of resource use

As previously mentioned, Spain has a decentralized management and administration model of the education system, so that educational powers are divided between the General State Administration (Ministry of Education, Culture and Sport, MECD) and the Autonomous Communities (Regional Ministries or Departments of Education).

From an economic and financial perspective, the general system of funding of the Autonomous Communities is set through a multilateral agreement between them and the State which, thanks to different mechanisms, guarantees inter-territorial solidarity and a certain level of spending for provision of basic public services, such as education, throughout the Spanish territory. The Autonomous Communities have great deal of managerial autonomy, with the capacity to approve their own annual budgets and to determine their resources.

Most of the investment in education is from the public sphere, being 82.0% of total education spending in 2012. Private spending comes mainly from household spending, especially in non-university education where the whole of private spending is equivalent to household spending.

For statistical purposes, public spending on education is carried out by the different public administrations. Most corresponds to the education authorities, i.e.: the MECD and the Regional Ministries and Departments of Education of the Autonomous Communities, while the rest is provided by other administrations. Public funding of the different administrations are not allocated solely to public education, but also reinvested in scholarships and grants to students, subsidies for private subsidised schools and specific programmes considered by them to be priorities.

Private funding, that which comes exclusively from private funds, complements this and is allocated to concepts such as books and school materials, school meals, transport or extracurricular activities, both in public schools and in subsidised private schools. In independent private schools families assume all of the enrollment and education costs.

### 3.1. Level of resources and allocation policy issues

Public funds allocated for education funding are provided mostly by the Ministry of Education, Culture and Sport (MECD) and by the regional education authorities. Other regional and local ministries and administrations also contribute, although to a lesser extent.

The organization of the system of public funding is consistent with the decentralization of education powers:

- The **State** manages the public funds corresponding to its field of management, the autonomous cities of Ceuta and Melilla and schools abroad. The amounts allocated for education and their distribution among the different studies, programmes and services are set annually in the General State Budget.
- The **Autonomous Communities** manage public funds in their territory and decide the amounts allocated to education and their distribution among the different studies, programmes and services, detailing them annually in their budgets. These funds come, on the one hand, from tax revenues and other income available to the Communities and, secondly, State transfers. The amounts allocated by the State to each region are determined by different parameters, especially population.
- **Local authorities**, although they do not have the status of education authority as such, cooperate with the central and regional administrations in the development of educational policy and, specifically, in the creation, construction and maintenance of buildings for public schools. Their funds come from tax and other revenues, and transfers from the State and the corresponding Autonomous Community.

### **Funding of the public education service by the different Autonomous Communities**

The constitutional model of decentralized state structure in Spain states that the Autonomous Communities have financial autonomy for the development and implementation of the powers assigned to them by the laws and their own Statutes of Autonomy. The financial activity of the Autonomous Communities is exercised in coordination with the State Treasury, and is based on a set of principles regulated by law (Constitutional Law 8/1980, of 22 September, Funding of the Autonomous Communities), among which there are some criteria that allow a better understanding of the distribution and execution of funding at national level by the different Autonomous Communities:

- The System of revenue of the Autonomous Communities may not in any case involve economic or social privileges nor assume the existence of fiscal barriers in Spanish territory.
- With the aim of ensuring the economic balance that, according to the Constitution, corresponds to the State, the necessary measures for the purpose of achieving this will be adopted, applying the principles of budgetary stability and financial sustainability contained in the applicable legislation (Constitutional Law 2/2012, of 27 April on Budgetary Stability and Financial Sustainability).
- The guarantee of an equivalent base level of funding of basic public services, such as education, regardless of the Autonomous Community of residence.
- The joint responsibility of the Autonomous Communities and the State.
- The solidarity between the different regions.
- The adequacy of resources for the exercise of the powers of the Autonomous Communities, (on education they have exclusive jurisdiction).
- Institutional loyalty, determines the principle under which the impact of measures that may involve new obligations for unforeseen spending.

For the exercise of their respective powers from the coordination between the financial activity of the Autonomous Communities and the State Treasury, there is a coordinating body for fiscal and financial matters called the Council of Fiscal and Financial Policy, created by the aforementioned law (Constitutional Law 8/1980 of 22 September, on Funding of the Autonomous Communities).

The budget that provides funding for education in each Autonomous Community for the exercise of their powers in education, is related to the evaluation of the actual costs of the services that the State transfers to each of them when taking on their responsibilities. Its normative references, evaluation, administrative documentation and detail is contained in the applicable legislation. (Law 12/1983, and October 14, on the Autonomic Process, Royal Decrees on transfer of services of each Autonomous Community, the Statute of Autonomy of each Autonomous Community).

Table 3.1 allows us to see the Spending Budget of the different Autonomous Communities of the years 2013 and 2014 according to latest available data, the period in which Catalonia had a negative variation of -10.3% and the Basque Country a positive variation of 9.6% (State School Council, 2015 Report).

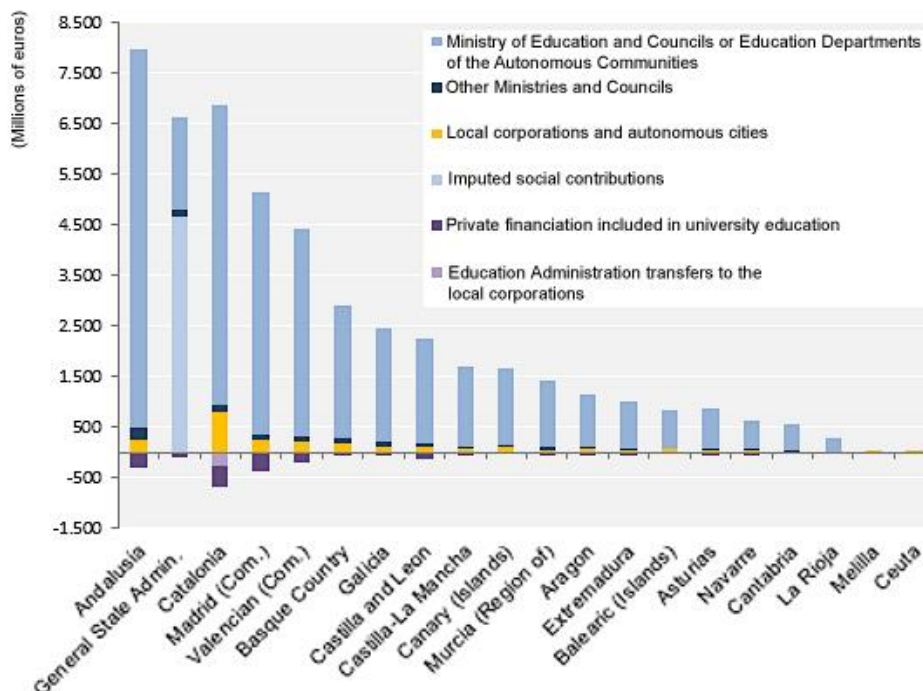
**Table 3.1 Public spending on education in the different Autonomous Communities**

	2013		2014		Variation 2014/2013 (%)
	(Thousands of euros)	(% of the total public spending)	(Thousands of euros)	(% of the total public spending)	
Andalusia	6.573.354,25	24,6	6.438.774,66	21,7	-2,0
Aragon	886.388,02	19,0	888.562,93	16,5	0,2
Asturias (Principality of)	717.524,47	19,0	715.786,08	18,8	-0,2
Balearic (Islands)	725.482,22	20,3	740.539,61	19,1	2,1
Canary (Islands)	1.471.297,79	22,3	1.498.252,90	21,7	1,8
Cantabria	477.665,02	20,8	485.880,59	19,9	1,7
Castilla and Leon	1.765.244,95	20,9	1.771.415,63	17,8	0,3
Castilla- La Mancha	1.448.602,14	21,8	1.378.032,32	17,3	-4,9
Catalonia	5.454.458,27	20,0	4.892.550,15	15,2	-10,3
Valencian Community	3.878.856,18	30,6	3.896.746,06	23,8	0,5
Extremadura	956.217,33	22,7	991.601,74	19,7	3,7
Galicia	2.066.834,82	21,9	2.032.375,86	19,8	-1,7
Madrid (Community of)	4.141.546,84	21,6	4.142.560,82	20,0	0,0
Murcia (Region of)	1.210.978,42	27,1	1.185.724,08	26,1	-2,1
Navarra (Chart. Comm. o	559.989,55	14,6	564.611,54	15,0	0,8
Basque Country	2.353.629,38	25,3	2.579.265,63	25,1	9,6
La Rioja	229.835,63	18,9	230.718,62	17,9	0,4
Total	34.917.905,28	22,6	34.433.399,21	19,8	-1,4

Source: State School Board <http://ntic.educacion.es/cee/informe2015/i2015cee.pdf>

As for the Budget Execution of educational services in the different Autonomous Communities, Figure 3.1 allows us to see the distribution of total public spending of all Public Administrations relative to each public administration that executes the spending and the different Autonomous Communities.

**Figure 3.1 Total public spending on education relative to each public administration that executes the spending and the different Autonomous Communities. Year 2012**



Source: State school board <http://ntic.educacion.es/cee/informe2015/i2015cee.pdf>

## **Budget distribution from the Autonomous Communities to schools**

The education authorities are responsible for deciding on the budget that corresponds to each school in its territory. The autonomy of schools gives them the access to resources that come from the corresponding Educational Authority, within the framework of applicable legislation; autonomy in economic management is understood as the responsible use of all the resources necessary by the school for its operation so that it can achieve its objectives. Education authorities provide schools with the exact resources and instruments for the exercise of this autonomy, depending on the funds available.

Before September 1 of each year, i.e: at the beginning of the school year, each Education Authority communicates to each school the general amounts that have been estimated for their operating costs, taking into account the modules and cost indicators used by the Education Authority, and commitments to improvement previously made by the school. Regarding the availability of these funds from the point of view of the treasury, the Education Authorities release funds, out of their own credits which are allocated to operating costs of schools, and that are paid in two installments, amounting to 30/40% and 60/70%, the first sent before September 30 and the second before March 31, and which may be delayed depending on the consolidated budget accounts of all schools from the previous school year.

Management teams must carry out the account reconciliations from their own treasury, prior to the formalization of the management account of the school, up to December 31, based on the calendar year (from 1 January of a given year, until 31 December of the same year) and up to August 31 (covers the period between September 1 of a given year, until the following August 31), based on the academic year; both must be approved by the School Council before being sent to the Education Authority.

The procedure of use of the funds received is carried out from an operational current account of each school and, additionally, a cash drawer that must work with the established legal requirements, which facilitates the movement of cash receipts and payments. The legal framework for economic management originates from the legislation established in two Royal Decrees mentioned below:

<https://www.boe.es/boe/dias/1999/10/01/pdfs/A35211-35236.pdf>

<https://www.boe.es/boe/dias/1998/12/31/pdfs/A44572-44575.pdf>

All Education Authorities of the Autonomous Communities, since they assumed their education powers (most since the year 2000) have developed their own regional legislation which implement this common legal framework through decrees regulating the legal system of the autonomy of economic management of public schools. Currently, the Constitutional Law 8/2013, of December 9, for the Improvement of Educational Quality (Art. 76), extends the framework, stating:

*1- "Schools will be given the educational, human and material resources needed to provide quality education and ensure equal opportunities in access to education resources.*

*2- "The Education Authorities may allocate more resources to certain public or subsidized private schools, in view of projects that require them or attention to conditions of special needs of the school population. Such allocation shall be conditional upon accountability and justification for the appropriate use of these resources. "*

It also establishes the possibility that public schools can find supplementary resources, approved by the Principal, and under the terms set out by the education authorities.

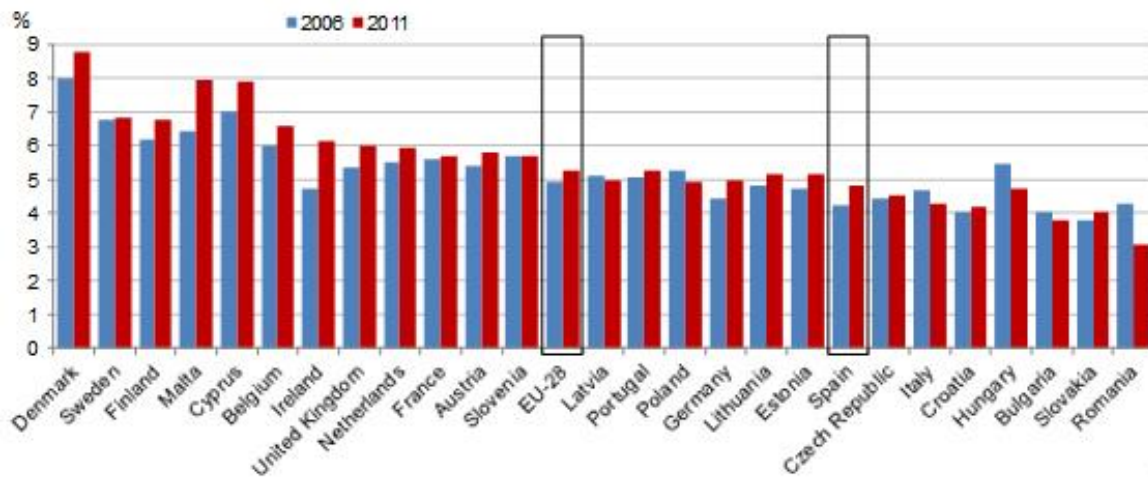
## **Spending on Education**

The quality of education is associated both with the material resources invested in the education system and the number of students enrolled in different educational levels. This index expresses

the relationship between spending in euros per student and GDP per capita (State System of Education Indicators, 2014 Edition). Public spending will now be analysed from different perspectives, from the European perspective to the spending per student, as well as a comparison with the whole of the European Union.

As for the average educational spending among European countries, on average (see Figure and Table 3.2 and Figure 3.4) in the EU-28 the proportion of public spending on education has slightly increased, from 4.9% in 2006 to 5.3% of GDP in 2011<sup>3</sup>. We can compare data between different countries and with reference to the EU-28:

**Figure 3.2 Public spending on education in EU-28 in relation to the GDP (2006 and 2011) (1)**



Total public spending on education<sup>4</sup> in Spain, expressed in millions of euros, experienced a growth of 4.08% between 2006 and 2013. The annual rate of variation exceeds 8% over the first three years, it decreases in 2009 and becomes negative from 2010, standing at -8.36% in 2012 and decreases to -2.96% in 2013, as reflected in Table 3.2. Between 2006 and 2013, household spending experienced an increase of 36.80%, with annual fluctuations observed in the same table.

<sup>3</sup> The habitual path of this category of public spending is upward, as an answer to ensuring future economic growth, among other objectives. Nonetheless, this path may also be a result of the inertia of this type of spending, due to the fact that in its composition, expenditure committed for the long term dominates; such as teacher salaries and certain capital costs.

<sup>4</sup> It has been considered public expenditure on education excluded financial expenses, since in the international methodology of education statistics -common to the OECD, Eurostat and Unesco-, are excluded from the accounting of public spending on education this type of expenditure (characterized by a high degree of fluctuation difficult to analyze the evolution of spending and alters the actual comparison between the resources allocated to education). In Spain they correspond to the budget chapters 3, 8 and 9.

**Table 3.2 Public spending on education in EU-28 in relation to GDP (1)**

	2006	2007	2008	2009	2010	2011
Denmark	8,0	7,8	7,7	8,7	8,8	8,8
Malta	6,5	6,2	5,7	5,3	6,7	8,0
Cyprus	7,0	7,0	7,5	8,0	7,9	7,9
Sweden	6,8	6,6	6,8	7,3	7,0	6,8
Finland	6,2	5,9	6,1	6,8	6,9	6,8
Belgium	6,0	6,0	6,4	6,6	6,6	6,6
Ireland	4,7	4,9	5,7	6,4	6,4	6,2
United Kingdom	5,4	5,3	5,3	5,6	6,2	6,0
Netherlands	5,5	5,3	5,5	6,0	6,0	5,9
Austria	5,4	5,3	5,5	6,0	5,9	5,8
France	5,6	5,6	5,6	5,9	5,9	5,7
Slovenia	5,7	5,2	5,2	5,7	5,7	5,7
Portugal	5,1	5,1	4,9	5,8	5,6	5,3
<b>EU-28</b>	<b>4,9</b>	<b>4,9</b>	<b>5,0</b>	<b>5,4</b>	<b>5,4</b>	<b>5,3</b>
Lithuania	4,8	4,6	4,9	5,6	5,4	5,2
Estonia	4,7	4,7	5,6	6,0	5,7	5,2
Germany	4,4	4,5	4,6	5,1	5,1	5,0
Latvia	5,1	5,1	5,7	5,6	5,0	5,0
Poland	5,3	4,9	5,1	5,1	5,2	4,9
<b>Spain</b>	<b>4,3</b>	<b>4,3</b>	<b>4,6</b>	<b>5,0</b>	<b>5,0</b>	<b>4,8</b>
Hungary	5,4	5,3	5,1	5,1	4,9	4,7
Czech Republic	4,4	4,1	3,9	4,4	4,3	4,5
Italy	4,7	4,3	4,6	4,7	4,5	4,3
Croatia	4,0	4,0	4,3	4,4	4,3	4,2
Slovakia	3,8	3,6	3,6	4,1	4,2	4,1
Bulgaria	4,0	3,9	4,4	4,6	4,1	3,8
Romania	:	4,3	:	4,2	3,5	3,1

No available data for Greece and Luxembourg

(1) The countries are arranged in descending order according to the data of 2011.

Source: Eurostat.

**Table 3.3 Public and Families expenditure on education in Spain (2006-2013)**

	Public spending (1)			Family spending		
	Million euros	Annual change rate (%)	Change rate 2006-2013 (%)	Million euros	Annual change rate (%)	Change rate 2006-2013 (%)
<b>2006</b>	43.209.494	8,75	4,08	8.084	0,00	36,80
<b>2007</b>	46.790.759	8,29		8.753	8,28	
<b>2008</b>	51.122.863	9,26		8.729	-0,27	
<b>2009</b>	53.374.924	4,41		9.013	3,25	
<b>2010</b>	52.787.844	-1,10		9.308	3,27	
<b>2011</b>	50.575.546	-4,19		9.773	5,00	
<b>2012</b>	46.345.448	-8,36		10.340 (2)	5,80	
<b>2013</b>	44.974.574	-2,96		11.059 (2)	6,95	

(1) Public spending on education, excluding financial chapters.

(2) Provisional data.

Source: General Statistics and Studies Branch. MECD.

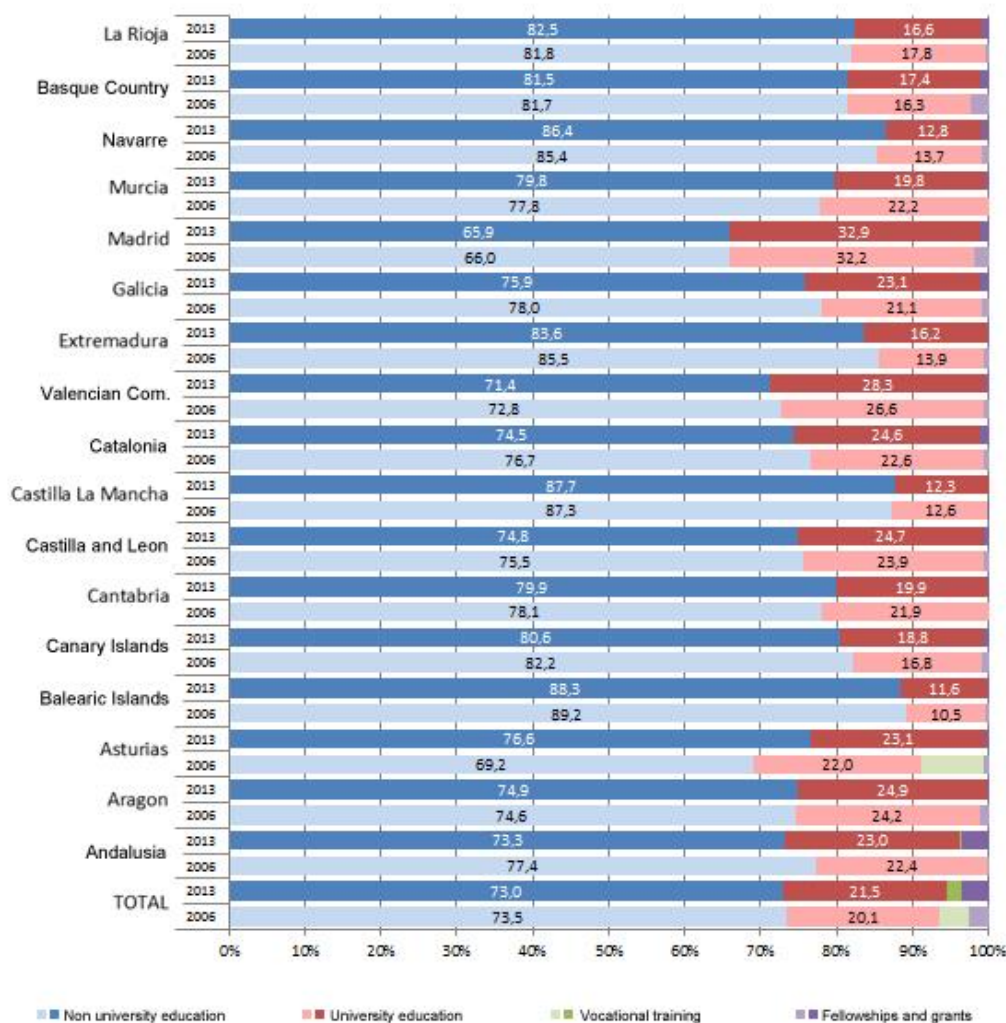
The distribution of public spending in Spain, by level of education and autonomous community, has not undergone major changes between 2006 and 2013, as shown by Figure 3.3. While non-university education has slightly lost its relative importance (going from 73.5% in 2006 to 73.0% in 2013), university education has progressed more strongly, rising from 20.1% to 21.5%. Indeed, during this period the general trend has been a reduction in the share of spending on non-university education in most of the Autonomous Communities, with the exception of Aragon, Asturias, Cantabria, Castilla-La Mancha, Murcia, Navarre and La Rioja, and the progress of the

relative importance of university education in all regions except Cantabria, Castilla-La Mancha, Murcia, Navarre and La Rioja, showing slight decreases.

In 2013 the Balearic Islands (88.3%), Castilla-La Mancha (87,7,1%) and Navarre (86.4%) are the communities with the largest proportion of public spending allocated to non-university education; while the Community of Madrid (65.9%) and the Community of Valencia (71.4%) are at the tail end. In the area of university education it is precisely these last two communities that are at the top, with figures of 32.9% in the case of the Community of Madrid and 28.3% for the Community of Valencia. On the other hand, Balearic Islands (11.6%), Castilla-La Mancha (12.3%) and Navarre (12.8%) are those with a lower relative public spending on higher education.

With regard to other levels of studies, Vocational Training receives a lower percentage of resources, with their participation being close to zero. In this area, the case of Asturias stands out in that although it was the region with the highest percentage of public spending on this function (8.2%) in 2006, in 2010 it stands close to zero like the rest of Autonomous Communities in that financial year. As for the total spending on Fellowships and Grants, Andalusia is the community that spends a higher percentage of resources with 3.5%, followed at some distance by Madrid (1.2%), Galicia (1.1%), Catalonia and the Basque Country (both 1%).

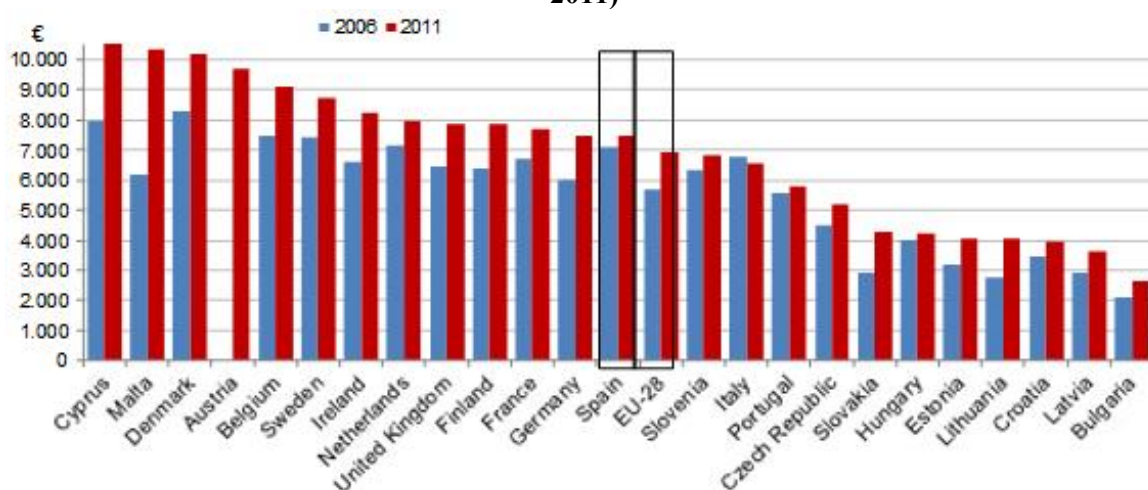
**Figure 3.3 Distribution of the public spending on education by level of education and Autonomous Communities (2006 and 2013)**



Source: Education figures. Edition 2016. General Statistics and Studies Branch MECD.

The relationship between the resources invested in education and the number of students enrolled in a country provides an indicator that is often associated with the quality of the education system. This index, based on all levels of public education in the EU-28 is shown in Figure and Table 3.4 by the average spending per student in euros PPP (converted using purchasing power parity). In the average of the EU-28 during the 2006-2011 period a growing trend is observed, rising from 5696.7 euros (at current prices) in 2006 to 6913.7 euros in 2011, meaning an increase of 21.4%. Spain in both 2006 and 2011 is above the average of the EU-28, with 7072.8 and 7452.0 euros, respectively, representing an increase of 5.4%.

**Figure 3.4 Public spending on education per student in euros (PPP) in the UE-28 (2006 and 2011)**



**Table 3.4 Public spending on education per student in euros (PPP) in the UE-28 (2006 and 2011)**

	2006	2011	Difference 2011-2006	Difference %
Cyprus	7.972,6	11.049,4	3.076,8	38,6
Malta	6.147,7	10.375,1	4.227,4	68,8
Denmark	8.315,1	10.210,5	1.895,4	22,8
Belgium	7.484,3	9.088,3	1.604,0	21,4
Sweden	7.410,2	8.738,8	1.328,6	17,9
Ireland	6.581,5	8.251,9	1.670,4	25,4
Netherlands	7.153,4	7.963,9	810,5	11,3
United Kingdom	6.418,2	7.875,7	1.457,5	22,7
Finland	6.407,7	7.831,1	1.423,4	22,2
France	6.706,8	7.715,6	1.008,8	15,0
Germany	6.017,9	7.492,9	1.475,0	24,5
<b>Spain</b>	<b>7.072,8</b>	<b>7.452,0</b>	<b>379,2</b>	<b>5,4</b>
<b>EU-28</b>	<b>5.696,7</b>	<b>6.913,7</b>	<b>1.217,0</b>	<b>21,4</b>
Slovenia	6.341,5	6.817,8	476,3	7,5
Italy	6.792,4	6.530,0	-262,4	-3,9
Portugal	5.575,2	5.771,4	196,2	3,5
Czech R.	4.504,7	5.207,4	702,7	15,6
Slovakia	2.944,5	4.283,9	1.339,4	45,5
Hungary	3.989,2	4.230,4	241,2	6,0
Estonia	3.213,4	4.074,2	860,8	26,8
Lithuania	2.744,4	4.044,1	1.299,7	47,4
Croatia	3.468,5	3.931,6	463,1	13,4
Latvia	2.906,0	3.599,0	693,0	23,8
Bulgaria	2.077,6	2.645,7	568,1	27,3

There are no complete data for Romania, Greece, Luxembourg, Poland and Austria.

Source: Eurostat.



**Table 3.5 Public spending on education per student in euros (PPP) and by educational level in the EU-28 (2011) (1)**

	Primary E.	Secondary E.	Higher E.
Luxembourg	18.622,4	12.274,1	:
Cyprus	9.216,1	11.595,7	21.018,6
Austria	8.057,6	10.139,9	12.168,8
Belgium	7.932,9	9.602,5	12.622,1
Sweden	7.740,8	8.222,4	15.945,0
Denmark	7.434,4	8.336,5	16.282,0
United Kingdom	7.416,4	8.910,0	:
Slovenia	6.949,6	6.275,9	7.941,8
Ireland	6.476,8	8.758,6	12.235,2
Italy	6.355,0	6.457,5	7.381,4
Finland	6.126,3	7.395,4	15.952,2
<b>Spain</b>	<b>6.079,9</b>	<b>8.122,0</b>	<b>10.088,3</b>
Netherlands	6.077,3	8.052,7	12.874,0
<b>EU-28</b>	<b>5.851,4</b>	<b>6.837,4</b>	<b>9.947,4</b>
Germany	5.607,5	6.221,8	13.365,0
France	5.431,7	8.940,9	12.173,3
Malta	5.294,4	15.725,4	7.792,1
Portugal	4.412,0	6.526,0	7.251,2
Slovakia	4.045,6	3.716,7	6.146,5
Estonia	3.956,7	4.843,1	6.427,0
Latvia	3.740,5	3.577,8	3.867,0
Lithuania	3.462,3	3.279,2	6.885,0
Czech R.	3.405,9	5.340,9	7.941,4
Hungary	3.404,1	3.318,6	7.246,2
Croatia	3.233,1	3.288,6	5.985,0
Bulgaria	1.986,6	2.287,7	3.801,2
Romania	1.502,4	1.535,0	3.836,8

(1) The countries are arranged in descending order according to relative spending for primary education.  
**Source:** Eurostat

The higher the educational stage, the more the ratio of public spending per pupil grows in Spain, as shown by Table 3.5, as with most countries of the EU-28. In 2011 the average public spending per student in Primary education in Spain amounted to 6079.9 euros; 8122.0 euros in Secondary Education and 10,088.3 euros in Higher Education. Therefore, in the three educational levels Spain recorded spending that exceeds the EU-28 average, due to wage costs, among other reasons, according to the National Institute for Educational Evaluation (2012). This differential is greater in the case of Secondary Education.

### **Chart 3.1 Relationship between spending per student and academic results**

Although the increased demand for high quality education in recent years may lead to increases in costs per student, numerous studies indicate that it doesn't always have to happen that way. A study by Hanushek & Woessmann (2010) shows that there is no significant correlation between spending per student and academic results, even controlling for other factors such as family background and other school characteristics, such as study time. That is, school resources do not matter as much as the institutions and the way they are used, such as the autonomy and accountability of schools, or incentives for those involved in the educational process. (FEDEA, 2012).

### 3.2 Sources of funding

In non-university education in Spain, the average public spending per student has decreased by 15.81% between 2007 and 2013, according to Table 3.6. All the Autonomous Communities have negative growth rates of between -26.46% in Castilla-La Mancha and -2.50% in Extremadura. Despite this overall decrease from 2007 to 2013, if the analysis is limited for a moment it is found that this indicator has decreased in all Autonomous Communities in 2010 compared to 2009, continuing the decrease in 2011, 2012 and 2013, although in this last year generally speaking it is more moderate. As a result in 2013 the Autonomous Communities that record a higher public spending per student are Basque Country (9,175 euros) and Navarre (6,955 euros); and the lowest in Madrid (4,505 euros) and Andalusia (4,595 euros).

**Table 3.6 Public spending per student in euros on non-university education by Autonomous Community (1)**

	2007	2008	2009	2010	2011	2012	2013	T.Var. (%) 2007-2013
<b>TOTAL</b>	6.213	6.567	6.703	6.433	6.062	5.430	5.231	-15,81
Andalusia	5.060	5.352	5.427	5.311	5.154	4.802	4.595	-9,19
Aragon	6.292	6.623	6.826	6.496	6.037	5.567	5.517	-12,32
Asturias	7.742	7.985	8.208	7.971	7.242	6.647	6.615	-14,56
Balearic Islands	6.463	7.027	7.359	7.223	6.751	5.796	5.623	-13,00
Canary Islands	5.874	6.081	6.201	5.822	5.319	5.016	5.031	-14,35
Cantabria	7.568	7.758	7.943	7.549	7.140	6.475	6.474	-14,46
Castilla and Leon	6.986	7.332	7.562	7.406	6.836	6.319	6.125	-12,32
Castilla-La Mancha	6.288	6.749	6.640	6.337	6.539	5.013	4.624	-26,46
Catalonia	6.411	6.652	6.741	6.444	6.008	5.227	4.876	-23,94
Valencia	5.801	6.466	6.765	6.441	5.785	5.066	4.880	-15,88
Extremadura	5.964	6.446	6.965	6.490	6.339	5.765	5.815	-2,50
Galicia	7.257	7.752	8.041	7.615	7.125	6.553	6.423	-11,49
Madrid	5.993	6.003	5.990	5.536	5.053	4.682	4.505	-24,83
Murcia	5.521	6.198	6.262	6.147	5.772	5.210	4.941	-10,51
Navarre	7.587	8.481	8.590	8.461	8.358	7.122	6.955	-8,33
Basque Country	9.835	10.388	10.964	10.695	10.140	9.160	9.175	-6,71
La Rioja	7.122	6.969	7.298	7.027	6.356	5.799	5.530	-22,35

(1) Students have been transformed to full time equivalent

Source: Figures from the Education Statistics and Studies Branch MECD.

Meanwhile the household spending per student and educational level can be seen in Table 3.7. For the overall system families spend an average of 1,319 € per student per year, fluctuating between 822 € when the student attends a public school, 1,549 € at subsidised private school and 3,627 € at independent private school.

**Table 3.7 Average household spending on education by student, educational level and type of school (2011-12) in euros**

	Total	Ownership of school		
		Public	Subsidized	Independent
Early childhood 1st stage	1.774	974	..	2.143
Early childhood 2nd stage	1.201	697	1.765	4.291
Primary	1.301	865	1.613	5.534
Compulsory Secondary Education	1.088	645	1.514	5.241
Baccalaureate	1.279	706	1.388	4.053
Intermediate Grade Training Stage	594	284	787	.
University	2.003	1.339	..	5.664
Higher Grade Training Stage	787	528	.	.
<b>Overall</b>	<b>1319</b>	<b>822</b>	<b>1549</b>	<b>3627</b>

Source: INE, Survey on Household Spending on Education. Year 2011-2012

### **Fees in public schools**

The first sub-stage of Pre-primary Education (0-3 years) is not free, but since the LOE the progressive increase in publicly funded places has been promoted in collaboration with the regional education authorities. The authorities that own the schools, which are mostly municipal, set the fees to be paid by families. The education authorities can regulate the maximum public fees of such schools, for which they usually take into account the income of the household, the length of time spent in the school, use of the school meal service and other aspects, such as enrollment of more than one child at the school.

**Basic education**, including Primary and Compulsory Secondary Education, is free in schools supported with public funds. The LOE 2006 extends this free service to the second stage of Pre-primary Education (3-6 years). In these stages, families only pay for costs of school supplies, textbooks and supplementary food services and transport, although there are grants that help cover these costs. Extracurricular activities are voluntary, so its cost is covered by the participants.

### **Applicable Student Insurance fees**

Students in the whole national territory enrolled in the levels of Pre-Primary Education, Primary Education and the first two years of Obligatory Secondary Education (ESO) are provided with a health assistance by the Social Security, which legislation is competence of the State (Art. 149.1-17<sup>th</sup> of the Constitution). From 3<sup>rd</sup> ESO onwards and in the second stage of Obligatory Secondary Education a minimum fee (1.12 euros) in the concept of student insurance (established with general character in Spain in 1953) must be paid when enrolled. This insurance provides service coverage in the face of circumstances such as family misfortune, accident or sickness.

### **European Structural Funds in Spain**

One of the objectives of the European Union Funds is to strengthen the economical and social cohesion, to help combat unemployment and boost competitiveness and economic growth by supporting innovation, training and education. In turn, Spain's priorities established in the Association Agreement with the European Commission include, amongst others:

- Increased participation in the labour market and labour productivity, as well as improving education and training.
- Inclusion policies, with particular attention to young people and the most vulnerable groups.

Aid will be channeled through Structural Funds, especially the European Social Fund (ESF). The ESF funds initiatives to improve education and training systems, support measures to combat early leaving of education and training and ensures that young people get the right skills to increase their opportunities in the labour market and Vocational Training. ESF investments in the field of education and training will also benefit innovation and competitiveness of businesses. The ESF will continue to fund projects that help people with difficulties and people from disadvantaged groups to have the same opportunities as others to integrate into society. According to the representation of the European Commission in Spain, between 2014 and 2020, nearly 2,000 million euros will be invested in this area (MINHAP, 2014).

### **3.3 Planning in the use of resources**

#### **Guidelines for resource planning:**

There are different guidelines for resource planning and management, including:

- Priorities of government, which are presented through political declarations of intent, through the involvement of political representatives in the parliaments, both national and regional (investiture speeches) and in the councils by the mayors. The intervention of the Minister and Ministries of Education in the Parliaments set out the priorities of government, and therefore the use and distribution of resources.
- General Budget of the State and the Autonomous Communities.
- Demographic projections: The municipal register is used as a source, in coordination with local and regional authorities.
- Analysis of the actual demand in all territorial educational services prior to schooling, as part of the planning of the annual school year.
- Forecasts of tuition and admission requested by the educational authorities from schools.

#### **Implementation processes for resource management policies**

The management, utilization and conservation of resources guide the operation of schools, even when schools do not have full autonomy in their management, since the law allocates the responsibility of resource management to different units of the Education Authorities.

As for the effective use of resources there are no official procedures for the exchange of good practice (benchmarking) between schools.

Consultation and participation of stakeholders in the management of resources is guaranteed by Article 27 of the Constitution which states "the effective participation of all sectors concerned" in "general education programming" in order to guarantee "the right of everyone to education" (5th paragraph).

This participation is channeled through:

- Participation and consultation bodies such as School Boards (school, municipal, regional and State School Council) which represent students, teachers, families and institutions.
- Consultation of the human resources departments themselves from all education authorities that have direct responsibility on this matter.
- Consultation of teachers through their union representatives. The representation in union elections, held every four years, it is what gives the right to participate through the Staff Committees and Sectoral Education Boards (State and Regional), as well as School Boards, both State and Regional.
- In the educational authorities the creation of new bodies of participation and consultation is becoming more common, such as Family Boards/Councils, in which the representatives of the families of students in public and private schools have a new advisory channel.
- The participation of business organizations, as social representatives, is increasingly common, to ensure the transition from school to work, and is done through the Councils of Vocational Training (regional and state) as well as through new Social Councils of Integrated Vocational Training Centres (Royal Decree 1558/2005 of 23 December, which regulates the basic requirements of Integrated Vocational Training Centres).

#### **Measures and plans for quality (efficacy and efficiency) in the use of resources**

So-called *quality management* is an appropriate model that allows schools to permanently guide their operation towards improving their processes and their results, so the Ministry of Education, Culture and Sport (MECD) has conducted different actions in order to generate precise knowledge and the necessary materials, and offer them to schools as the ideal tools for improving their

management. The conceptualization and development of the plans for efficiency and effectiveness in the use of resources are implemented at different levels:

- Specific plans from the Authorities themselves, carried out by the Education Inspectorate.
- EFQM Model (sponsored by the European Foundation for Quality Management), European model, driven by the Education Authorities for schools sustained by public funding.
- ISO certified quality models, through the Spanish Association for Standardization and Certification (AENOR) to improve the quality and competitiveness of resources and management of schools, through the evaluation of their products and services.
- Other certifications with quality agencies that may be driven by the education authorities.

The ordered and systematic structure of the models of quality management enables its utilization by any type of organization and for any kind of activity. That is why the public education sector itself has moved towards them, and it is being used by units of Government, Councils, Ministries of some Autonomous Communities, universities and other public institutions.

The models of quality management provide a culture of continuous improvement. The foundation for improvement lies in knowledge of the organization through self-evaluation and training to undertake improvement actions. Creative thinking and innovation is encouraged. Self-evaluation and reflection on the position of a school with respect to itself and with respect to other schools has to be used to support innovation and improvement (MECD 2001).

Currently the MECD hands out the National Awards for Education for schools. The purpose of these awards is to recognize those Spanish schools that taught non-university studies in the educational system and develop educational projects that contribute to improving educational quality.

The Royal Decree-Law 14/2012, of 20 April, on urgent measures to standardize public spending in education, has helped to improve the efficiency of public education authorities in the use of public resources. The proposed measures urged on by the emergency situation, affect all levels of education (university and non-university) and combine exceptional measures, whose application was justified by the current economic situation, with other structural measures introducing innovations that would contribute decisively to permanently improving the efficiency of the Spanish education system.

Thus, in the field of non-university education, the minimum number of school hours that teachers must provide in public schools is set, in order to ensure the achievement of objectives, core competencies and contents of the different studies, defined in the curricula; a reasonable degree of flexibility in the number of students per classroom is possible, even though restrictive measures on hiring new staff exist in the basic regulations regarding the supply of public employment; there is a link between the appointment of temporary and substitute staff and absences of over ten days, considering that short absences can and must be covered by the regular resources of the school itself.

Meanwhile, in the university sphere the teaching activity carried out is determined by the teaching and research staff, who graduate in view of the intensity and excellence of their research activity; inter-university cooperation is facilitated for the joint teaching of qualifications; the economic and financial system of public Universities is adapted to the principle of budgetary stability; thresholds are set in the public price rates to gradually bring their amount into line with the costs of providing the service, also taking academic effort into account.

In short, it is about introducing important elements of rationality and efficiency into the education system, which will result in better provision of this essential public service. And this is done through measures aimed at achieving a balanced budget.

### 3.4 Main Challenges

The main challenges in this chapter are the following:

- The economic crisis has meant extraordinarily difficult conditions in all countries; in Spain, nevertheless, there is still funding for education and the will to continue to have a volume of resources that allow the quantitative and qualitative evolution of the system, so it is important to make progress in the dialogue with the main political and institutional representatives on the sustainable funding of the education system.
- To achieve objectives of lasting quality in education over time, it would be desirable to have a greater degree of consensus on the distribution of funding by modalities and levels of education. The Vocational Training studies should benefit from a distribution of resources that takes into account the fact that good results in these vocational studies contribute to better overcoming the periods of crisis, since they are very directly oriented towards employment, and with a shorter duration of training compared to the more academic modalities.
- The full achievement of the objectives of these vocational studies requires a greater planning of their resources at all levels, in order to better accommodate the demand for specialities, setting up resource programmes with strategic vision for employability opportunities and priorities of the production sectors. To do this also requires extensive cooperation of businesses and institutions with the capacity to influence active employment policies.
- To manage a greater degree of professionalisation in the management of operational programmes of the European Social Fund (or also in the case of receiving Structural Funds) in two ways, both in schools themselves, as the main beneficiaries of the funds, as well as in the education authorities, which is where the management centres of European Social Fund for education are located; to do this, it would be very effective to provide teaching professionals more training towards greater involvement and effectiveness, avoiding the gap existing between the responsibility acquired in the implementation of the Community budget and the lack of training that staff have in this matter.
- In this context, general priorities that emerge are the development of human resource capacities, creating a favourable business environment for innovation, according to the Association of Spain and the European Commission agreement 2014-2020, improving the quality of education and Vocational Training, combating the high level of early leaving from education and training, and the mismatch between the large number of students in higher education and the qualifications demanded by the production sectors.
- To take a close look at the concept and strategic vision of planning in the use and distribution of resources, in order to help the managers of education to utilise the allocated budget.
- The educational authorities must continue to spread and support quality measures and plans so that schools can implement them in order to improve the use of resources.

## Chapter 4 Distribution of resources

### 4.1 Distribution of resources among the different levels of the educational authorities

Since the year 2000 when the transfer of educational powers to the Autonomous Communities was finalised, it is these that absorb most of public spending as reflected in Table 4.1. At the beginning of the period 2007-2013, it is observed that in each of the Administrations in Spain growth rates increased from 2007 to 2008, especially the Ministry of Education whose rate in 2008 increased by 25.31% compared to 2007. From 2009 growth is reduced, becoming negative in 2010 in all cases, except in spending not distributed by Administrations, with a slight 0.96% rise. This decrease in the rates of variation is accentuated in 2011 and 2012, going back to negative in all cases, except in the Ministry of Education (deducting transfers to Autonomous Communities) which grows by 4.6% in 2011 and in Private Funding included in University education which grows by 2.23% in 2011 and 14.7% in 2012. Finally, in 2013 the negative rates continue although the decrease is more gentle, being highest in Other Administrations with -13.76%. Appendix VI contains the justifications of the Ministry's education spending included in the General State Budget laws of each year for the period 2007-2013.

In each of the years of the period analysed, it is the Ministry of Education (without deducting transfers to Autonomous Communities) which recorded higher growth in its spending compared to other Administrations, except for 2010, 2011 and 2012, although it should be noted that the spending of this Department represents only about 4% of total public spending on education.

**Table 4.1 Development of public spending on education by type of Administration (2007-2013) (1)**

	2007	2008	2009	2010	2011	2012	2013
	Million euros	Million euros	Million euros	Million euros	Million euros	Million euros	Million euros
<b>TOTAL</b>	46.790,8	51.122,9	53.374,9	52.557,7	50.344,0	46.215,9	44.491,5
<b>Ministry of Education, Culture and Sport</b> (Without deducting transfers to Autonomous Communities.):	2.125,67	2.663,71	2.818,21	2.604,89	2.350,55	1.824,78	1.767,47
-MECD deducting transf. to Autonomous Communities	1.726,19	1.941,05	1.976,28	1.835,02	1.915,48	1.694,73	1.535,81
<b>Education authorities of the autonomous communities.</b> (Ministries of Education A.C)	38.295,4	41.894,2	43.815,5	43.065,4	41.653,2	38.202,5	37.431
<b>Other Administrations</b>	4.466,10	4.799,45	4.914,06	4.899,85	4.051,48	3.810,98	3.286,71
<b>SPENDING NOT DISTRIBUTED BY ADMINISTRATION</b>							
Allocated social contributions	4.330	4.588	4.791	4.837	4.753	4.668	4.433
<b>ADJUSTMENT ITEMS</b>							
Transfer from educ. authorities to local bodies	-593,07	-573,24	-610,79	-568,78	-484,82	-388,24	-353,21
Private funding included in university education	-	-	-	-	-	-	-
	1.433,78	1.526,93	1.511,08	1.510,78	1.544,42	1.772,06	1.834,24

(1)Public spending on education, excluding financial chapters.

**Source:** Statistics Public Spending on Education. Series of Public Spending on Education. 1992 to 2012. General Statistics and Studies Branch. MECD. <http://www.mecd.gob.es/servicios-al-ciudadano-mecd/estadisticas/educacion/recursos-economicos/gasto-publico/series.html>

In general, the public spending on both non-university and university education institutions follows a very similar evolution to that of the total public spending on education, as shown by Table 4.1 and 4.2. Thus, with regard to non-university education, over the early years there are similar positive growth rates which are reduced in 2009 to become negative in 2010, 2011, 2012 and 2013, at every level of Administration. The exception to this pattern is the behaviour of the

Ministry item with very high rates of fluctuation in 2007 and 2008 (from 11.73% and 37.30%, respectively) and the highest reduction of -39.47% in 2012 and -21.66% in the last year of the period (2013). In university education positive growth rates last until 2010, becoming negative from 2011 to 2013, except the rate of spending of the Ministry of Education, which only reaches a very high negative rate in 2012.

**Table 4.2.1 Development of public spending on education by type of Administration (2007-2013): Non-University education (1)**

NON-UNIVERSITY EDUCATION	2007	2008	2009	2010	2011	2012	2013
	Million euros	Million euros	Million euros	Million euros	Million euros	Million euros	Million euros
<b>TOTAL</b>	32.237,64	34.997,47	36.847,10	36.010,38	34.531,17	31.743,23	31.091,75
<b>Ministry of Education, Culture and Sport</b> (Without deducting transfers to Autonomous Communities.):	940,67	1291,55	1374,48	1.342,06	1.011,48	612,27	479,65
-MECD deducting transf. to Autonomous Communities	550,43	578,65	566,12	585,62	594,35	482,219	455,04
<b>Education authorities of the autonomous communities.</b> (Ministries of Education A.C)	29.329,44	31.883,10	33.671,99	32.729,49	31.502,29	28.990,10	28.494,11
<b>Other Administrations</b>	2.948,99	3.106,28	3.217,75	3.262,88	2.919,34	2.659,15	2.495,80
<b>AJUSTMENT ITEMS</b>							
Transfer from educ. authorities to local entities	-591,22	-570,88	-608,76	-567,60	-484,82	-388,24	-353,21

(1) Public spending on education, excluding financial chapters.

Source: Statistics Public Spending on Education. Series of Public Spending on Education. 1992 to 2012. General Statistics and Studies Branch. MECD <http://www.meecd.gob.es/servicios-al-ciudadano-meecd/estadisticas/educacion/recursos-economicos/gasto-publico/series.html>

**Table 4.2.2 Development of public spending on education by type of Administration (2007-2013): University education (1)**

UNIVERSITY EDUCATION	2007	2008	2009	2010	2011	2012	2013
	Million euros	Million euros	Million euros	Million euros	Million euros	Million euros	Million euros
<b>TOTAL</b>	8.845,06	9.791,80	10.029,19	10.095,75	9.830,88	8.954,44	8.710,26
<b>Ministry of Education, Culture and Sport</b> (Without deducting transfers to Autonomous Communities.):	283,70	244,59	302,33	311,38	350,51	234,93	246,68
-MECD deducting transf. to Autonomous Communities	274,45	234,83	268,77	297,96	332,57	234,93	246,68
<b>Education authorities of the autonomous communities.</b> (Ministries of Education A.C)	8.539,27	9.540,39	9.743,34	9.777,88	9.480,34	8.704,11	8.458,22
<b>Other Administrations</b>	31,34	17,14	17,46	19,91	17,96	15,40	12,94
<b>AJUSTMENT ITEMS</b>							
Transfer from educ. authorities to local entities	0	-0,56	-0,39	0	0	0	0

(1) Public spending on education, excluding financial chapters.

Source: Statistics Public Spending on Education. Series of Public Spending on Education. 1992 to 2012. General Statistics and Studies Branch. MECD <http://www.meecd.gob.es/servicios-al-ciudadano-meecd/estadisticas/educacion/recursos-economicos/gasto-publico/series.html>



## 4.2 Distribution of financial resources through the types of resource

In terms of the economic nature of public spending on education, in Table 4.3 shows the different evolution of current spending and capital spending in the period 2007-2013; while the former grew 3.66% the latter fell by 42.7%. In the first three years, most categories of current spending recorded a positive and growing rate of variation, whereas in the case of capital spending it is also positive but decreasing in the first two years. In 2009 in both types of spending these rates are further reduced and in some cases become negative. At the end of the period, in 2013, capital spending shows a negative trend, especially in capital transfers.

**Table 4.3 Development of public spending on education by economic type (2007-2013)**

	2007	2008	2009	2010	2011	2012	2013	2013-2007
	Million euros	Million euros	Million euros	Million euros	Million euros	Million euros	Million euros	Tasa Var. (%)
<b>TOTAL</b>	46.790,8	51.122,9	53.374,9	52.557,7	50.344,0	46.215,9	44.491,5	-1,33
<b>CURRENT EXPENSES</b>	38.778,7	42.304,5	44.610,2	44.144,7	43.162,0	40.094,9	39.461,5	3,66
- Personal (chapter 1)	26.129,9	28.418,9	29.946,1	29.525,7	28.677,9	26.292,7	26.331,8	0,68
- Goods and services (chapter 2)	4.447,60	4.885,88	4.882,61	4.906,75	4.802,81	4.645,10	4.365,80	4,79
- Current transfers (chapter 4)	8.202,07	8.999,76	9.781,43	9.712,21	9.681,24	9.157,14	8.763,94	12,39
<b>CAPITAL SPENDING</b>	5.115,94	5.757,25	5.484,84	5.086,76	3.973,40	3.225,04	2.431,20	-42,07
- Real investments (chapter 6)	4.024,80	4.422,77	4.203,46	3.942,30	3.352,12	2.560,51	2.021,59	-40,18
- Capital Transfers (chapter 7)	1.091,14	1.334,48	1.281,37	1.144,46	621,28	664,53	409,61	-50,16
<b>ALLOCATED SOCIAL CONTRIBUTIONS</b>	4.330	4.588	4.791	4.837	4.753	4.668	4.433	8,22
<b>ADJUSTMENT ITEMS</b>								
Private funding included in university education	1.433,84	1.526,93	1.511,08	1.510,78	1.544,42	1.772,06	1.834,24	25,50

Source: Statistics Public Expenditure on Education. Series of Public Expenditure on Education. 1992 to 2012. General Statistics and Studies Branch. MECD. <http://www.mecd.gob.es/servicios-al-ciudadano-mecd/estadisticas/educacion/recursos-economicos/gasto-publico/series.html>

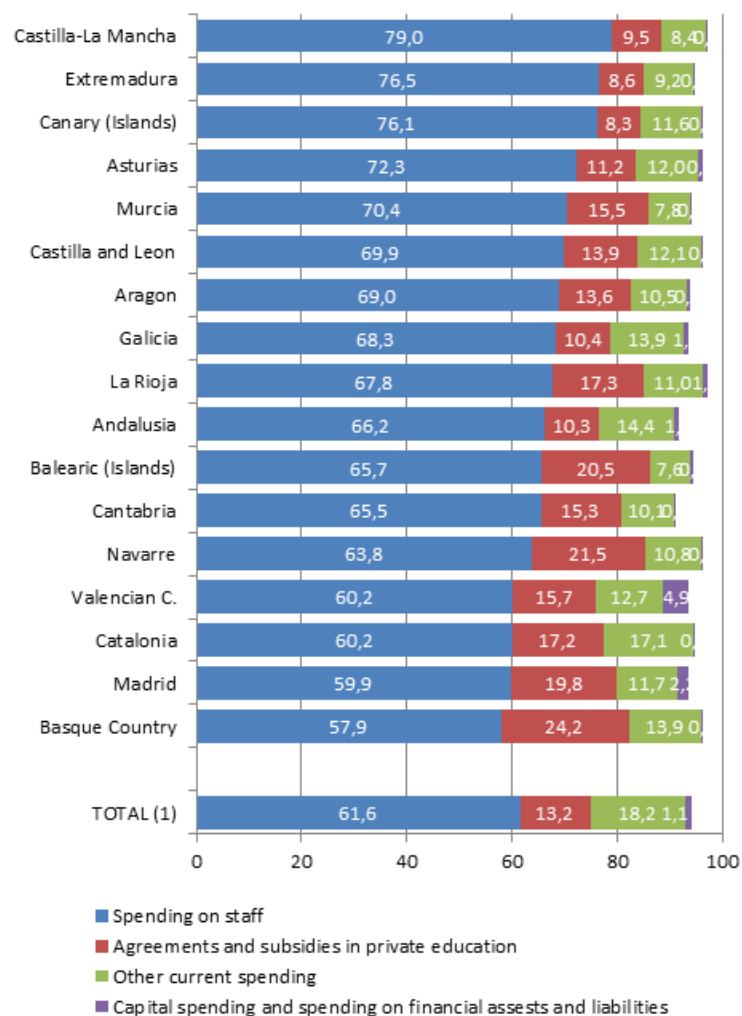
Focussing on non-university education, Figure 4.1 shows the percentage distribution of spending on education by the public Administrations by their economic nature in 2013. The Autonomous Communities which recorded a greater share of spending on staff, and in the upper part of the chart, are Castilla-La Mancha (79.0%), Extremadura (76.5%), Canary Islands (76.1%), Asturias (72.3%) and Murcia (70.4%). On the other hand, those with a lower relative weight of spending on staff are the Basque Country (57.9%), Madrid (59.9%), Catalonia (60.2%) and Valencia (60.2%).

The group of Autonomous Communities that contribute most in relative terms to agreements and subsidies in private education in 2013 includes the Basque Country, Navarre, Balearic Islands, Madrid, Catalonia and La Rioja. On the other hand, the Canary Islands, Extremadura, Andalusia, Galicia and Asturias are those that direct least funding to private education.

With respect to the other current spending in 2013, Catalonia, Andalusia, Galicia, the Basque Country and Valencia stand out for their higher spending ratios of this type; while Balearic Islands, Murcia, Castilla-La Mancha, Extremadura and Cantabria are in the last positions.

As for capital spending (including spending on financial assets and liabilities), the Autonomous Communities that are distinguished by a higher share of public spending on education are Valencian Community, Community of Madrid, La Rioja, Galicia and Andalusia. In contrast, Navarre, Canary Islands, Cantabria and the Basque Country, are at the bottom of the table.

**Figure 4.1 Percentage distribution of spending of the public Administrations by economic type (2013)**



(1) Distribution deducted from the total, that not distributed by Administration and adjustment items.

Source: The Education Figures of Spain. Course 2013-14. Edition 2016. General Statistics and Studies Branch. MECD.

Staff pay is the main item of spending on education by the volume of resources it consumes in developed countries. In Figure 4.2 the EU-27 are arranged in ascending order according to the share of this item in public spending on education in 2011, and it is compared to the ratio recorded in 2006. During the period 2006-2011 the relative weight of the employees' pay in public spending on education has slightly decreased in the EU-27, from 62.0% in 2006 to 61.1% in 2011. Among the countries that have experienced greater reductions are Romania (9.9 pp), Hungary (9.5 percentage points) and Portugal (6.3 pp).

A second group of countries experiences smaller reductions such as Sweden (4.9 percentage points), Slovakia (4.2 percentage points), Finland (3.8 percentage points) and France (3.7 pp). At the other extreme, countries like Ireland, Greece and Bulgaria have increased their share by 6.4 pp; 5.6 pp; and 4.6 percentage points respectively. Spain is in the group of countries with a moderate rise of 1.9 percentage points in the share of resources for labour pay in this spending policy. As a result in 2011 our ratio (68.5%) is above the EU-27 (61.1%).

According to the European Commission, this recent evolution of the relative weight of the payment of human resources is not due solely to the economic and financial crisis, but other factors such as demographic changes, education reforms and new priorities in political agendas

may explain the course of these fluctuations. Table 4.4 shows the percentage differences in the share of salary costs in public spending during the period of 2006 and 2011.

**Figure 4.2 Participation of Employees' Pay in the public spending on education in the EU-27 (2006 and 2011)**



**Table 4.4 Share of salary costs in public spending on Education in the EU-27 (2006 and 2011)**

	UK	Romania	Sweden	Finland	Hungary	Estonia	Czech R.
<b>2006</b>	43,1	56,2	54,7	53,9	61,1	52,7	55,5
<b>2011</b>	42,5	46,3	49,8	50,0	51,7	55,0	55,5
	Germany	Denmark	Netherlands	Latvia	Slovakia	EU-27	Slovenia
<b>2006</b>	61,3	59,0	58,6	59,2	64,6	62,0	61,9
<b>2011</b>	58,2	58,7	58,9	59,5	60,4	61,1	62,1
	Malta	Bulgaria	Luxembourg	Ireland	France	Poland	Austria
<b>2006</b>	63,9	59,3	66,1	59,3	69,9	64,1	69,0
<b>2011</b>	63,7	63,9	64,4	65,7	66,2	67,3	67,6
	Lithuania	Spain	Portugal	Cyprus	Italy	Belgium	Greece
<b>2006</b>	68,1	66,6	76,9	72,2	75,6	83,8	80,3
<b>2011</b>	68,0	68,5	70,6	73,8	76,6	83,1	85,9

Source: Eurostat.

### 4.3 Distribution of educational resources

#### Teachers of non-university education

Teachers in Spain are divided into two groups according to the area in which they teach: non-university and university. For this reason, in addition to common laws, mainly the Fundamental Statute of Public Employees, 2007, each group has different laws of reference.

The basic rules governing the conditions of access to public teaching, initial and ongoing training, and the conditions for recognition, support and evaluation of teachers in non-university educational levels are the Constitutional Law for the Improvement of Educational quality (LOMCE), 2013, and the Constitutional Law of Education (LOE), 2006, which it modified.

Appendix VII shows the table in more detail (better summarized in Table 4.1) with levels, institutions and teacher training models of Pre-primary, Primary and Secondary Education in Spain.

**Chart 4.1. Levels, institutions and teacher training models of Pre-primary, Primary and Secondary education**

EDUCATION STAGES	Figures, Specialities and Studies	INITIAL TRAINING	
<b>PRE-PRIMARY EDUCATION (0-6 años)</b>	Teacher of early childhood education	University degree of Early childhood Teaching	
	Early Childhood Education Technician (teaches in the first sub-stage: 0-3 years)	Higher Grade Vocational Training	
<b>PRIMARY EDUCATION (6-12 años)</b>	Specialisation in Music	University degree Primary Teaching	with merit in Music
	Specialisation in Physical Ed		with merit in Physical Ed
	Specialisation in Foreign Language (French, English, German)		with merit in Foreign Language (1)
	Specialisation in addressing student diversity		with merit in Educational Therapy (2)
	Specialisation in Hearing and Language (2)		with merit in Hearing and Language
<b>COMPULSORY SECONDARY EDUCATION (12-16 años) (4)</b>		Bachelor Degree and Masters degree accrediting necessary teacher and educational training (Masters degree in Teacher Training for ESO and Baccalaureate, Vocational Training and Language Studies)	
<b>POST-COMPULSORY SECONDARY EDUCATION</b>	Baccalaureate(4)	Los requisitos de titulación en todas ellas se asemejan, en términos generales, a los del profesorado de ESO y Bachillerato. All Degree requirements at all resemble, in general terms, to the In general terms, teachers of Compulsory Secondary Education ESO and Baccalaureate teachers	
	Vocational Training (PT) (4)		
	Enseñanzas de régimen especial (Enseñanzas Artísticas, de Idiomas y Deportivas) (4) Specialised Education (Art Education, Language and Sports) (4)		

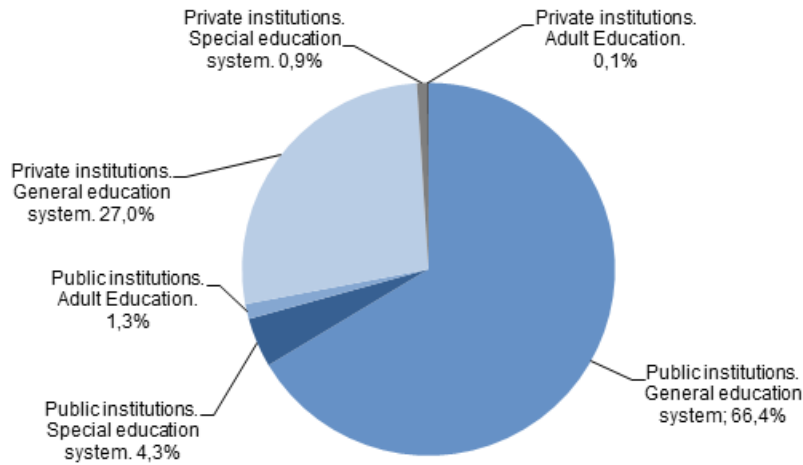
- (1) Exceptionally, those who have the initial training required to teach in Secondary Education in the subjects of foreign languages can teach in this speciality and in the corresponding language, after authorization from the corresponding education authority.
- (2) These teachers are part of the educational and educational psychology guidance teams that intervene in Early Childhood and Primary Education, and guidance departments in Secondary.
- (3) Or those other merits related to attention to students with special needs.
- (4) Exceptionally, the following can teach:
- In "Technology" of ESO: Technical teachers of VT whose initial training is similar to that required of teachers of this stage.
  - In " Technology " of Baccalaureate: Technical teachers of VT whose initial training is similar to that required of teachers of this stage..
  - In the training cycles of VT as specialist teachers: Other professionals, not necessarily graduates, who perform their activity in the occupational sphere.
  - In special education system : Other professionals, not necessarily graduates, of foreign nationality (Language Studies) who perform their activity in the occupational sphere. (Arts and Sports studies).

**Source:** Eurydice Spain-REDIE (CNIIE, MECD) from the current state regulations.

Figure 4.3 shows the percentage distribution, by type of school and studies, of all non-university level teachers who taught in Spain during the 2013-2014 school year.

Over the total number of teachers, the contribution of the public sector is higher (72%) than the private sector (28%). As for the education system, the teachers of the general education system have a greater weight overall (93.0%), well above special education (5.2%) or Adult Education (1.4%). Compared to the previous year, there has been an increase of 6,584 in the total number of teachers, representing a percentage increase of 0.9%, the most significant figures being those relating to the general education system, with an increase of 4,468 teachers (+ 0.9%) in public schools and 1,062 (+ 0.6%) in private schools (CSE 2015).

**Figure 4.3. Distribution of teachers by their type of teaching and school. National level. Year 2013-2014**



Source: State School Council Report 2015.

As for the distribution of teachers by gender, Figure 4.4 shows the difference between genders in the different educational stages:

**Figure 4.4 Distribution of teachers by their type of teaching and school. National level. Year 2013-2014**

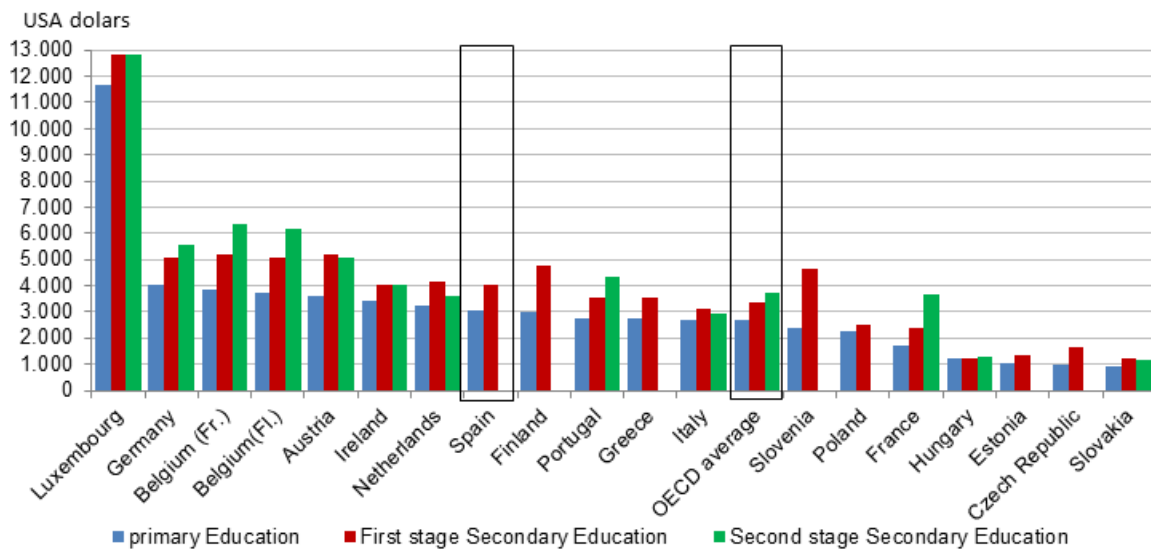


Source: Statistics of non university education. General Statistics and Studies Branch of the Ministry of Education, Culture and Sport.

In the education service the main source of spending is teachers' pay, whose figure is the result, according to the OECD, of combining four factors; namely: the salary level of teachers, class size, number of class teaching hours per teacher, and the number of hours of teaching received by students. Therefore any educational reform that increases the salary level and the number of hours of teaching received or that reduces class size and the number of teaching hours per teacher, assuming all other factors to be constant, causes an increase of the public budget dedicated to education (OECD, 2014).

The cost of teaching staff, in both public and private education, can be measured through teacher salary costs per student represented in Figure 4.5 and Table 4.5 for 2013, and arranged in descending order according to the level in first stage Secondary Education. This cost increases as one moves up the levels of education due to the increase in both teacher salaries and the number of hours of teaching received by the student. Spain has a teacher salary cost per student of 3,067 and 4,052 dollars in Primary and first stage Secondary Education, respectively, levels that are above the OECD average.

**Figure 4.5 Salary cost of teachers per student (2013). In dollars, converted using PPP (parity of purchasing power)**



Source: Education at a Glance 2015. OECD.

**Table 4.5. Salary costs of teachers per student (2013). In dollars, converted using PPP (parity of purchasing power)**

	Primary Education	Secondary Education first stage	Secondary education second stage
Germany	4 047	5 047	5 573
Austria	3 609	5 191	5 093
Belgium (Fr.)	3 842	5 218	6 344
Belgium(Fl.)	3 739	5 078	6 167
Slovakia	924	1 254	1 152
Slovenia	2 392	4 661	(:)
Spain	3 067	4 052	(:)
Estonia	1 015	1 350	(:)
Finland	3 008	4 749	(:)
France	1 735	2 374	3 643
Greece	2 720	3 515	M
Hungary	1 229	1 252	1 287
Ireland	3 426	4 063	4 063
Italy	2 692	3 100	2 963
Luxembourg	11 674	12 821	12 821
Netherlands	3 258	4 176	3 593
Poland	2 247	2 519	(:)
Portugal	2 777	3 516	4 366
Czech Republic	973	1 633	(:)
OECD average	2 677	3 350	3 749

Source: Education at a Glance 2015. OECD.

According to the OECD (2012b), in the context of budget restrictions like the present, countries can resort to performance-based pay for teachers<sup>5</sup>, and so contain the growth in the amount of public spending, since it means rewarding teachers not according to their length of service but for the quality and effectiveness of their teaching. Another positive effect, in principle, that could result from this measure is an improvement in performance of the educational system. However, in general, there is no relationship between the average performance in a country and the use of performance-based pay, since the data obtained so far are inconclusive.

The OECD (2012b) concludes that only in countries where teachers are comparatively less well paid (less than 15% of the per capita GDP) do they experience better performance with this method of pay (in order of increasing salaries/GDP per capita: Israel, Sweden, Hungary, Czech Republic, Poland, USA, France, Greece, Austria, Italy). In countries where teachers are at higher salary levels (more than 15% of the per capita GDP) the opposite happens (in order of increasing salaries/GDP per capita: Finland, Denmark, Slovenia, Luxembourg, Ireland, Australia, UK, Belgium, Netherlands, New Zealand, Japan, Spain). Of the 36 countries and the economies analyzed by the OECD, in 16 of them, including Spain, teaching performance is not rewarded in the sense that salary is not linked to performance, whether it be the base salary, annual salary bonuses or supplementary bonuses.

#### 4.4. Distribution of resources in schools.

Management of school resources must contribute to the promotion of educational quality and equal opportunities in access to education. Therefore, education authorities can allocate more allowances to public schools or subsidised private schools for the projects or programmes that

<sup>5</sup> Remuneration based on performance of teachers is difficult to implement in practice issues such as choosing a fair measure because it must be resolved and accurate "performance" of the teacher; define whether the incentives are aimed at individual teachers, groups of teachers or center; and fix the structure of incentive payments (global fixed for to reach maximum yields or incentive for any teacher that exceeds a certain level of performance sum).

need them, or to attend to the special need conditions of the school population. Also, they set limits for public schools to get additional resources on approval from the school head, since the passing of the LOMCE law.

LOMCE 2013 makes their allocation conditional on the accountability and justification for their proper use, and it specifies that supplementary resources can not come from the activities carried out by parents and students associations for these purposes and that they must be applied to their expenses.

The LOE 2006 states that the education authorities are responsible for providing public schools with the material and human resources necessary to provide quality education and guarantee equal opportunities in education. The funding for these schools, therefore, comes from the State Budget and other public authorities, whose chapters of spending according to the economic classification are: 1. Staff Costs; 2. Current spending on goods and services; 3. Financial Expenses; 4. Current Transfers; 5. Contingency Fund; 6. Real investments; 7. Capital transfers; 8 Financial Assets; and 9. Financial Liabilities.

According to Bolado Somolinos (2013):

The regular budget of public schools is basically funded with the credits in Chapters 1, 2, 4 and 6. The credits in Chapter 4, allocated to scholarships and grants to students, are not allocated to schools as such, but to those individuals who need them. In fact, we have to differentiate between financial data related to education and data related to other additional services, non-compulsory extracurricular activities and other services. So, from the Current Transfers of Chapter 4, the only expenses that can be allocated to public schools are the credits for funding projects of applied innovation, good practices for the revitalization of school libraries, implementation of common projects between schools, literary and scientific routes, travelling schools and different awards, considered as state initiative programs from the regional education authorities through schools. That is, those allocated to the public school itself.

Similarly, the credits from Chapter 6, Real Investments, which are allocated to funding major contracts for repair and maintenance of buildings and repair and replacement of furniture and equipment, should be understood as being outside the regular budgets of schools, since they are one-off, exceptional and charged directly to the corresponding education authorities, among other reasons (p. 20).

Public schools only administer the credits allocated to their current operating costs; these are mostly funds from Chapter 2, "operating costs of non-university schools" and other similar ones, added to which are other funds of smaller amounts from Chapters 2, 4 and 6 to meet other specific operating expenses. Public schools do not have authorization to sign major contracts for construction work, supplies and/or services.

Similarly, the legislation states that public schools must reveal the organisation and utilization of their resources, both material and human, through the preparation of their draft budget, under the terms regulated by the education authorities. Similarly, it states that public schools may obtain supplementary resources, on approval of the School Council, under the terms set out by the education authorities.

The economic resources that each education authority makes available to the public schools within its powers represent an expense for their budgets, while for the recipient schools they represent a revenue.

#### **4.5. Distribution of resources among students**

##### **Financial support to families of students**

The different authorities, state, regional and local, implement various aid programmes aimed at supporting families of students. The State Administration announces two types of aid: direct benefits and tax deductions.



**Direct benefits** are not specifically related to education, but are of a general nature. These benefits are awarded by the Social Security, and include three types:

- Child benefits for dependent children, for families earning less than 11,519.16 € / year for families with one child, a threshold that increases proportionally as the number of dependent children increases. These families get 291 euros per child per year.
- Birth or adoption benefits for large families, multiple births and other cases.
- Benefits for families with children with some type of disability, both children and adults. These benefits do not depend on the income level of the family, but the degree of disability of the children.

The possibility of tax deduction depends on the number of children and family income levels. In addition, women with children under three years old, who are employed or self-employed, are entitled to a deduction of up to 1,200 euros a year for each child of that age.

Moreover, there are specific benefits for single parents, parents with chronic diseases or large families. Large families, those with three children or more apart from some exceptions, deserve special mention for receiving greatest amount of specific benefits such as discounts for transport, preferential rights for scholarships, the reduction of, or exemption from taxes or public rates, housing benefits or some tax benefits.

#### **Financial support for families of students with special educational needs**

Families of children with special educational needs can receive both social assistance and schooling benefits. The State, through the MECED, awards benefits every year to families of students with special educational needs associated with disability or serious behavioural disorders, including students with Attention Deficit and Hyperactivity Disorder (ADHD) who need specific educational attention.

These benefits are intended to cover school costs, transport, school meals, school residence, books and teaching materials, as well as language or pedagogical re-education. To receive these benefits, family income and assets must not exceed the economic thresholds set by the Public Administration.

In addition to these benefits, there are subsidies for transport and meals for large families. The award of these subsidies is not dependent on family income or assets, and they are compatible with the components of the benefits, with the exception of transport, meal and residence benefits. The amounts set for transport benefits or subsidies are up to 50% higher in case of students with motor disability recognized as higher than 65%.

To qualify for these benefits and subsidies it is necessary to meet the following requirements:

- Possess a certificate which accredits the special need in question.
- The child must be at least two years old, but benefits may exceptionally be granted for children under two years old provided the relevant teams certify the need for schooling due to the characteristics of the disability.
- Must be enrolled in one of the following levels: Pre-primary Education, Primary Education, Compulsory Secondary Education, Baccalaureate, Intermediate or Higher Vocational Training, Vocational Arts Education, Basic Vocational Training (or Initial Vocational Qualification Programmes until their full substitution through this) or training programmes for the transition to adulthood.
- Must be enrolled in a specific school, in a special education unit of a mainstream school or a mainstream school for students who have special educational needs.

Benefits and subsidies cannot be awarded when the circumstances are already covered by public funds or services, or grants to schools for their funding.

## Financial support to students

In Spain there are two types of financial support for starting or continuing studies valid throughout the national territory:

- Grants, which are granted solely on the basis of the socio-economic circumstances of the recipient. Under this circumstance, they do not include the individual benefits for additional services (transport, meals and boarding) that educational authorities have the legal obligation to provide free of charge to students in basic education due to their enrollment in a municipality other than their own.
- Scholarships, which are awarded according to both socio-economic circumstances of the applicant as well as their academic achievement.

The eligibility requirements for these scholarships and study grants, and the thresholds of family income and assets required to qualify for them, are updated annually. In addition to scholarships and grants funded entirely by the State, through the MECED the State also co-funds scholarships with the Autonomous Communities which, in turn, have their own scholarships.

Although basic education is free in publicly funded schools (public schools and subsidised private schools) since 2005/06 the MECED has co-funded grants for the purchase of books and supplementary teaching materials through agreements with the regional education authorities.

Also, the Autonomous Communities give grants for certain supplementary services to education, such as school meals, school transport, residence, boarding, or the purchase of textbooks and teaching materials.

As for post-compulsory studies, the scholarships and grants that the State, through the MECED, awards annually in all the Autonomous Communities fall into two types:

- General scholarships and grants allocated to travel, urban transport, residence, teaching materials, exemption from taxes, to cover expenses related to education in most populated towns or metropolitan areas (city supplements) and fees for schools not supported or only partially supported by public funds. Scholarships may also be allocated to compensate for loss of earnings as a result of the applicant's commitment to their studies. Study grants are allocated to students on preparatory courses for entrance exams to Vocational Training. In the first case they can receive grants for materials, travel and city supplements.
- These awards are intended for students who have achieved excellent academic performance in the studies of Baccalaureate, Compulsory Secondary Education or Vocational Arts Studies in the fields of Music, Dance and Visual Arts and Design.

On the other hand, the MECED gives different grants to students with specific educational support needs associated with high intellectual capacities. There is a single grant for attending specific programmes which are supplementary to formal education and that are not provided for free by the corresponding education authority, with economic thresholds relating to family income and assets.

To benefit from these grants they have to meet the following requirements:

- Possess a certificate accrediting the specific need for educational support.
- Be at least six years old.
- Be studying one of the following educational levels: Primary Education, Compulsory Secondary Education, Baccalaureate, Intermediate Vocational Training or Vocational Arts Studies.

The number of scholarships granted during 2013/14, a total of 8.083.994 students who studied Pre-primary Education, Primary Education, Compulsory Secondary Education, Special Education, Baccalaureate, Intermediate Vocational Training and Initial Vocational Qualification Programmes (PCPI) are shown in the following table (Table 4.6). The total amount of these scholarships was

1.252.6 million euros. Similarly, this table shows the distribution of scholarship students by education level and the percentage they represent of the total number of students enrolled at the corresponding level:

**Table 4.6 Non-university education of the General System. Number of scholarships, and the percentage they represent, by educational level. Year 2013-2014**

	Student scholarships (1)	Percentage of the total enrolled students
<b>Early Childhood education</b>	211.467	11,22%
<b>Primary education</b>	620.036	21,69%
<b>Compulsory secondary education</b>	184.950	10,16%
<b>Special education</b>	6.581	19,50%
<b>Baccalaureate</b>	180.817	28,21%
<b>PCPI</b>	22.751	27,21%
<b>Intermediate Grade Vocational Training</b>	81.362	24,60%
<b>IntermediHiVocational Higher Grade Vocational Higher Grade VT</b>	91.859	29,10%

1) The number of scholarship holders in some Autonomous Communities may be slightly exaggerated, because when it has not been possible to determine the number of beneficiaries of more than one scholarship the hypothesis has been made of one scholarship holder for each scholarship.

**Source:** Eurydice Spain-REDIE (CNIIE, MECD) from Statistics Scholarships and Study Grants, course 2013/14. General Statistics and Studies Branch of the Ministry of Education, Culture and Sport.

#### 4.6. Main challenges

The main challenges in this chapter are the following:

- To intensify coordination with the Ministry of Employment and Social Security in the management of European funds, since both ministries are centres of management for these funds. Also the coordination would benefit the Vocational Training studies; the Ministry of Education manages the formal studies and the Ministry of Employment manages the so-called Vocational Training for employment. Strong coordination between the two ministries would have a positive impact on the respective Ministries of the Autonomous Communities, using existing mechanisms (General Council of Vocational Training) and would improve the distribution of resources for Education for the implementation of social/labour type initiatives among the student and adult populations.
- Also, improving institutional coordination between the Ministries of Education, Culture and Sport and the Ministry of Employment and Social Security could be of great benefit for close coordination with the school population, i.e.: between the Ministries of Autonomous Communities responsible for this matter.
- A truly inclusive system needs social and health resources distributed with a high degree of effectiveness, agility and transparency given that the support and services for the most vulnerable students, i.e.: those with special educational needs, are funded through these resources; combined help for children taken into legal protection and other social cases with one-off needs is also becoming more common.
- It is important to bear in mind that balanced and sustainable progress means continuing to fund schooling for the most vulnerable students who come from environments with social, educational or cultural difficulties, through scholarships and study grants.
- To increase the spending ceiling governed by Management Teams in order to undertake improvements at school, so avoiding a lengthy procedure of administrative management to address fully justified and urgent needs in order to provide better service to the educational community of the school; all this with the appropriate review, accountability and transparency mechanisms in the justification of resources used.

- To improve the management of resource use in schools to encourage a more transparent system that combines the two key elements that reinforce mutual trust between schools and the Administration: Autonomy and Accountability. A key instrument could be a catalogue of management indicators of schools whose possible incorporation could provide information on higher levels (municipality, region, etc.).
- In the above context, to relax legal frameworks, in the sense of giving schools more autonomy to obtain additional funds from public and/or private institutions.

## Chapter 5: Use of resources

### 5.1 Matching resources to the learning needs of students

The Constitutional Law of Education (LOE), amended by LOMCE, delegates regulation of the measures, that allow schools a flexible organization of studies, to the education authorities. These include adaptations of the curriculum, integration of subjects in areas, flexible grouping, splitting up of groups, the provision of optional subjects, support programmes and personalized treatment programmes for students with special educational needs.

Following the guidelines set by the Ministry of Education, Culture and Sport, the regional education authorities develop programmes to improve learning and performance, in order to implement measures and educational actions that allow the maximum adjustment of teaching-learning processes to the characteristics and diversity of all students. These plans consider both mainstream and special measures.

Schools, depending on the autonomy they have to determine their organization and operation, tailor these guidelines to the needs of their students and the characteristics of their school environment, developing their own plans. Possible measures to address diversity in schools can be both mainstream and special.

#### Mainstream measures to address diversity

Mainstream measures are those that affect the general organization of the school, including:

- Organization of student groups.
- Strategies that promote universal accessibility and allow the full and active participation of students in learning (access to spaces, curriculum and resources, welcoming activities, promotion of actions aimed at the socialization of the students and the evaluation of diversity, organization of support and reinforcement activities, prevention of absenteeism and early leaving of education and training).
- Tutorial and guidance action.
- The use of spaces.
- Coordination and joint work between different professionals and staff in the school and classrooms.
- Involvement of external agents in socio-educational activities.
- Actions of guidance, training and family mediation that encourage families to come to schools, enable their involvement in the educational process of their children and, if necessary, their integration into the social context.

These measures also include the prevention and detection of learning difficulties, among which are:

- Application of reinforcement and support mechanisms.
- Individualized attention.
- Adapting to different learning rhythms.
- Support in the classroom, the splitting of groups and flexible groups.
- Selection and application of different resources and methodological strategies.
- Non-significant adaptations of the curriculum.
- Adaptation of curricular materials.
- Evaluation activities for learning adapted to students.
- Optionality in Compulsory Secondary Education (ESO).

#### Special measures to address diversity

The special measures are aimed at responding to the more specific educational needs of students, and complement the mainstream measures. They are aimed at students who, for different reasons, encounter greater difficulties in their learning than others, so they require different educational attention to that found in the mainstream, and the provision of necessary resources. The

implementation of these measures involves the prior diagnosis of educational needs of the students by educational psychology evaluation carried out by the specialized counseling services. In addition, continuous monitoring is necessary to be able to adapt the decisions made and allow the widest possible access of the students to the curriculum and to mainstream schooling.

These special measures are applied only in compulsory education (pupils aged 6 to 16 years old) and adapted to each of the target groups (more details in Appendix V). The students liable to receive educational services based on these measures are usually:

- Students with special educational needs associated with disability or severe conduct disorder.
- Students with learning difficulties.
- Students with high intellectual capacities.
- Students incorporated belatedly into the education system, being on the whole immigrant children, since these students can be integrated into a school based on their age and at any time of the school calendar.

### **Promotion and repetition of students**

The MECED is responsible for setting the criteria for promotion of students. The education authorities specifies them in their respective areas of management and, at the end of each of the years, the teaching team applies them, paying attention to the achievement of the objectives, the degree of acquisition of relevant competencies and the results of the final assessment.

In Primary Education the promotion of students to the following year or stage occurs whenever the stage objectives or those corresponding to the year have been achieved, and the level of acquisition of relevant key competences has been reached. Otherwise, they can only repeat once during the stage, with a specific reinforcement or recovery and support plan, which will be organized by schools in accordance with that set out by the Education Authorities. Repetition is an exceptional measure and is taken after exhausting other mainstream reinforcement and support measures to address the learning difficulties of the student.

Decisions on student promotion are the responsibility of teachers, although they take particular account of the information and judgement of the tutor. The LOMCE introduces the results obtained by students in individualized assessments, both in the third year and in the final stage, as an element to consider in this decision. Parents or guardians must know about the decisions regarding the assessment and promotion, and assist in the reinforcement and support measures adopted by the schools to facilitate the educational progress of the student.

Students are promoted to the following year in ESO when they surpass the objectives of the subjects studied or have a negative assessment in two subjects that are not simultaneously Spanish Language and Literature and Mathematics. They are not promoted when they have a negative assessment in three or more subjects. Exceptionally, promotion of a student may be authorized after a negative assessment in three subjects (whenever two of them are not simultaneously Spanish Language and Literature and Mathematics) or two subjects that are Spanish Language and Literature, when the teaching team considers that the nature of the subjects will not prevent them from successfully studying the following year, that they have favourable prospects for recovery and that the promotion benefits their academic performance.

Students who are promoted in subjects with negative assessment have to follow a reinforcement programme aimed at recovering learning that was not acquired and pass the corresponding assessment of that programme. Both aspects are taken into account also in qualifying for the negatively assessed subjects, and in promotion decisions and qualification. The educational authorities provide students with the recovery of subjects with negative assessment by regulating the conditions so that schools can organize special tests in each of the years.

Repetitions of years are adapted to the needs detected in the student. Thus, students who are not promoted remain one more year in the same academic year and have a specific personalised plan aimed at overcoming their difficulties. The education authorities set the conditions of these plans, organized by each school. Students can repeat the same year once at most, and twice during the stage. Exceptionally, they can repeat a second time in the 4th year if they have not repeated in previous years of the stage. In this case the limit of staying in compulsory education is extended by one year, until the age of 19.

Parents or guardians of students can exercise the right to complain about decisions made in the assessment and promotion. Each educational department, coordinated by the head of department, studies and evaluates the complaints and opens a review process in which the decision made is contrasted with the educational programming of the Department. The teaching faculty of the group or the management team act as mediators in these cases, in order to facilitate communication between the two sides. In the event that the disagreement persists, families can appeal to the educational authority of their Autonomous Community, responsible for resolving the case after consultation with the educational inspectorate.

The MECD is also responsible for setting the promotion criteria for Bacallaureate students. The educational authorities specify the criteria in their respective fields of management and, at the end of the 1st year of the stage, the faculty team collectively applies them according to the results of the final assessment.

Students are promoted to the 2nd year of the stage when they have passed all subjects or have a negative assessment in two subjects at the most. The students who are promoted to the 2nd year with pending subjects from the 1st year must re-enroll in the same subjects and perform the recovery and assessment activities organized by the school. Without exceeding the maximum of four years to complete the stage, the students can repeat each year once, though exceptionally they could repeat the same year a second time, after a favourable report from the faculty team.

The promotion of students in the vocational programmes of Intermediate Training Stages is given at the end of each course comes as a result of the assessment process, where the faculty team makes corresponding decisions on the promotion of students, collectively and paying attention to the achievement of the objectives of the vocational modules.

The autonomous community regulations set the requirements for being promoted to the second year when one of the following conditions is met:

- Having passed all the modules of the first year.
- Not to exceed the workload of study set by the autonomous community, in general, even if one or more modules are still pending once the special session of that year is held.
- Have relocated from other autonomous communities or from the territorial area of the MECD, provided the assessment team have agreed the promotion to a second year under its rules.

In the event that students are promoted to the second year with vocational modules pending, they must be informed of the activities planned for their recovery, as well as the period of execution, timing and date that they will be assessed. In order to provide students with the recovery of negatively assessed modules, the education authorities regulate the conditions for schools to organize the special tests necessary in each of the years, which are held in September.

Before the last regular assessment, prior to the resolution that could be adopted, the students, and if they are minors, their parent or legal guardian, are informed and heard on the matter. The school sets out in its educational project the way in which they can be heard.

### **Prevention for reducing the early leaving of education and training.**

In 2005, the Ministry of Education set up a program of Territorial Cooperation (PCT) called plan PROA Programme (Reinforcement, Guidance and Support) in order to improve the performance

and success of students in Compulsory Secondary Education and encourage their staying in the education system. In 2008, the Education Sector Conference approved the *Plan for the Reduction of early leaving of education and training*; this plan was a territorial cooperation program jointly funded by the Ministry of Education and the Autonomous Communities, aimed at supporting actions and specific programs aimed out both reducing the impact of factors affecting the leaving of the educational system without the corresponding qualification, and the return to the educational system of those young people, with or without it, who have left their studies.

In Spain there is still active work being carried out on the prevention of early leaving of education and training, involving the implementation of programmes that directly affect the reduction in the rate of early leaving and which meet this objective through differentiated, supplementary or experimental actions.

The programmes and actions needing funding relate to some of the following areas:

- Analysis measures, awareness and dissemination. Identification of areas where there are high dropout rates and information on its causes and the profiles of students who drop out, in order to evaluate and devise specific ways of intervention.
- Preventive measures aimed at increasing the percentage of students who successfully complete Compulsory Secondary Education. They include specific strategies in schools to identify students at risk of dropping out and the implementation of measures specifically aimed at achieving academic success, reinforcing the actions of the counselling departments and support programmes and academic monitoring. They also refer to the specific programmes in areas or directed at groups where there are larger pockets of early leaving (immigrants, ethnic minorities, particularly depressed areas), promoting coordination and cooperation with different organizations and local or regional administrations.
- Measures for guidance and monitoring aimed at bringing back the students who have left the education system. They include creating guidance units for monitoring and support of young people who have dropped out of school, between 16 and 24 years, through adult education centers and local authorities, to encourage their reintegration into the system. They also refer to cooperation agreements with organisations and other institutions to carry out specific projects, such as spaces for recreation/sports and health/leisure activities, pre-employment workshops, etc. in areas most at risk of social exclusion and early leaving from education and training, in order to encourage the recruitment of these young people and their reintegration into the educational system.
- Educational provisions for young people who have dropped out of the education system, aimed at obtaining training and formal qualifications in post-compulsory Secondary Education. These provisions include:
  - Shared education programmes through partnerships with the business sector, that facilitate the training and vocational qualification of young workers with or without low qualifications.
  - Formal classroom based training programmes that provide for flexibility and adaptation of the school organization to encourage the permanency and/or continuity in studies for young people with temporary or intermittent jobs. The extra cost that it may involve with respect to mainstream programmes will be funded.
  - Non-formal training programmes aimed at encouraging reintegration of young people into education system.
  - Specific programs for areas and groups that have high dropout rates and which try to achieve reintegration into the education system, and promotion within it, of the population between 16 and 24 years.

Included in the reforms stemming from the Constitutional Law for the Improvement of Educational Quality (LOMCE), is the "Plan for the Reduction of Early Leaving of Education. Education and Training period 2014-2020".



This plan supplements the educational reform and aims to coordinate the actions of the different education authorities. It is general and sets the strategic lines of action and indicators to assess progress in each line, according to the specific territorial plans:

1. Create conditions that guarantee the permanency and success in the education system, especially those citizens in vulnerable situations.
2. Foster the conditions that promote the effective permanency in training activities leading to levels at least equivalent to the essential training in accordance with European standards.
3. Encourage second chance systems and support mechanisms for incorporating lifelong learning habits in adulthood.
4. Early identification, analysis and intervention for factors affecting school failure.
5. Widen access to information, guidance and quality academic and vocational counselling for citizens, to facilitate personal and thoughtful decision-making about their formative, educational and vocational qualification process
6. Raise awareness and train professionals who can intervene with citizens at risk of dropping out of education and training.
7. Promote recognition systems of the key competencies for lifelong learning.
8. Relax ways of accessing education and training.

The regional education authorities and the specific schemes, provide continuity to the experience gained with the Plan for Reducing Early leaving, implemented and developed until 2013.

The latest data, compiled in Table 5.1, from the EPA, reflect a positive evolution of one of the great challenges of Spanish education, that of early leaving from education and training.

**Table 5.1 Development of Early Leaving of Education and Training by Autonomous Community. 2005-2015**

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
<b>TOTAL</b>	<b>30,97</b>	<b>30,28</b>	<b>30,81</b>	<b>31,7</b>	<b>30,89</b>	<b>28,18</b>	<b>26,32</b>	<b>24,73</b>	<b>23,57</b>	<b>21,91</b>	<b>19,97</b>
<b>Andalucia</b>	38,05	37,97	37,12	37,93	37,19	34,64	32,14	28,77	28,75	27,66	24,92
<b>Aragon</b>	23,36	24,6	25,55	25,78	25,02	23,75	22,76	20,42	18,89	18,43	19,46
<b>Asturias</b>	20,48	23,1	23,1	20,03	21,27	22,24	21,88	19,84	19,09	13,56	16,82
<b>Balearic Islands</b>	39,7	35,96	42,08	42,47	40,33	36,46	29,67	28,93	29,76	32,07	26,71
<b>Canary Islands</b>	30,77	34,89	36,44	34,14	30,7	29,79	30,86	28,03	27,47	23,81	21,93
<b>Cantabria</b>	21,95	23,54	25,49	22,92	24,23	23,87	21,4	14,17	12,12	9,69	10,29
<b>Castilla and León</b>	25,37	23,63	23,65	26,36	26,91	23,39	27,5	21,7	19,21	16,77	16,72
<b>Castilla-La Mancha</b>	36,76	38,76	37,34	38,41	34,65	33,42	31,55	27,54	27,39	22,25	20,81
<b>Catalonia</b>	33,15	28,48	31,24	32,9	31,9	28,93	26,19	24,21	24,72	22,21	18,85
<b>Valencia</b>	32,18	31,13	31,22	32,6	31,94	28,36	26,69	25,86	21,68	23,38	21,44
<b>Extremadura</b>	36,76	35,77	34,44	33,8	34,1	31,59	30,1	32,63	29,22	22,93	24,48
<b>Galicia</b>	22,93	24,54	23,53	23,6	25,83	22,76	20,41	22,73	20,21	18,54	17,03
<b>Madrid</b>	26,36	25,84	25,82	27,11	26,17	22,26	19,52	21,52	19,75	18,34	15,55
<b>Murcia</b>	39,76	38,55	39,2	40,56	36,8	34,92	30,3	26,93	26,34	24,13	23,58
<b>Navarra</b>	17,87	12,98	16,26	18,77	18,74	16,85	12,03	12,95	12,85	11,76	10,79
<b>Basque Country</b>	14,69	14,58	14,35	14,78	16,59	13,14	13,83	12,38	9,88	9,42	9,65
<b>Rioja</b>	29,72	26,57	30,6	37,04	31,94	27,24	30,61	24,3	21,66	21,14	21,54
<b>Ceuta</b>	55,2	54,9	49,1	42,7	34,1	45,8	38,9	38,5	33,5	29,5	29,83
<b>Melilla</b>	33,5	40,3	46,8	35,5	36,7	35,4	19,3	32,6	33,1	19,6	24,11

**Notes:**

- Definition of early leaving of education and training: Percentage of the population aged 18 to 24 who have not completed secondary school level 2nd stage and are not in any education-training.

- Calculated with the methodology established by Eurostat based on annual averages of quarterly data.

- The data should be taken with caution, as those derived from small sample sizes are affected by strong sampling errors.

**Source:** Labour Force Survey. INE. Development of the General Department of Statistics and Research. Ministry of Education, Culture and Sport.

## 5.2 Organization of student learning time

### Organization of the school calendar

Starting with the minimum requirements that the MECED sets for the whole State, the different education authorities are responsible for setting the school calendar year in their respective areas of management. The duration of the school year comprises at least 175 school days grouped into terms and distributed between the first fortnight of September and the end of June.

School holidays are spread throughout the year: approximately 12 weeks of summer holidays, 15 days at Christmas, between 8 and 11 days in late March or early April (Easter) and 7 holidays or no-school days announced by the central government or regional and/or local authorities.

In Pre-primary Education in private schools, particularly those teaching the first sub-stage of the stage, the number of days that the schools are open may vary, taking into account the needs of families, the possibilities of organization and flexibility the faculty teaching hours, the stable operation of the groups and compliance with the ratio established in the regulations. In this sense, the duration of the school year in most of the Autonomous Communities varies between ten and eleven months. The organization of the day and week depends on the educational stage of the students.

### Organization of the school day and week in Pre-primary Education

In general, the weekly timetable in Pre-primary education is 25 hours. However, the education authorities are responsible for setting the school day, which can vary according to the type of school. Thus, the timetable of public schools providing the full stage is usually 35 hours per week, which translates into a school day of 7 hours per day from Monday to Friday. This includes meal time, breaks and recreation.

Private schools have the autonomy to organize the school day based on family demands. However, according to the regulations governing the requirements of schools in the first cycle of Pre-primary Education, in some Autonomous Communities the amount of time the child stays at school is limited to 8 hours per day maximum.

Breakfast, meal and extended timetable services are offered in many Pre-primary schools, so that schools can stay open from 7.30 am. The timetable can be supplemented with extracurricular activities offered by the parents associations, by the schools themselves or institutions external to the school. These activities are voluntary for students.

In schools that only offer Pre-primary studies, whether it be the first sub-stage or both, the arrival and departure times usually have a margin of half an hour to facilitate communication with families and adjustment of children to the school day.

A period of adjustment for children is also usually set during the month of September, especially for those who are starting school for the first time. The stay time is gradually increased to reach generally established school hours. Due to the overall methodology used in this educational stage, specific timetables have not been set for curricular areas. Time organization combines stability and flexibility, and adapts to the needs and pace of activity, play and rest of the students.

### Organization of the day and week in Primary Education

Schools set the organization of the weekly timetable and school day, respecting the minimum annual number of teaching hours set by the MECED and the guidelines on the school day set out by the Autonomous Communities. The board of the school, at the proposal of the management team, is responsible for its approval, which must be ratified by the educational authority. If this is not the case because it does not allow the planned school activities to be carried out, the educational authority sends it back to the school for review and correction.

The overall school timetable must specify the school opening hours and conditions, teaching hours and availability of services and school facilities outside school hours. The weekly timetable

is organized into 5 full days from Monday to Friday. These are divided into 25 teaching periods over 5 hours a day. The normal school day consists of 5 classes of an hour, but since the enactment of the LOMCE there are Autonomous Communities where the sessions or time periods last 45 minutes.

Classes are generally divided into morning (9: 00h./10: 00h to 12: 00h./13: 00h) and afternoon (14: 30h./15: 30h. to 16: 00h./ 17: 00h) sessions. The morning timetable includes half an hour of play time between sessions (break). This half hour is part of the faculty teaching period because it is considered as part of the 5 hours of daily instruction and attention to students. Some schools have chosen, however, to adopt the continuous school day (09: 00h to 14: 00h) which must be authorized by the educational authority in view of the variables justifying it.

#### Organization of the day and week in Secondary Education

Each school has a certain level of autonomy to organize the school week and school day. In the case of public schools, the timetable for the different studies can have two shifts, day or evening, while subsidised private schools and independent private schools have the autonomy to organize themselves.

The management team, after meeting the requirements approved by the School Board and after consultation with the teaching faculty, designs a general school timetable with the distribution of the school day. It specifies the hours and conditions of when the school stays open outside school hours, though available to the education community, the times when the teaching activities of each of the stages, sub-stages or grades are carried out, and the shifts, times and conditions in which each of the services and facilities of the school are available for students.

Overall, the weekly timetable consists of 30-32 teaching sessions of 55 minutes each, i.e.: 6 or 7 daily teaching sessions, Monday to Friday. The school day runs between 08:00 and 15:00 hours, with a break after every three teaching periods of at least 10 minutes. From 15:00 hours there may be reinforcement activities, depending on the Annual General Programming in each school.

The corresponding Education Authority has to ratify the organization of the school timetable through Educational Inspectorate services. If not, it returns it to the school for review and correction. In addition, it is responsible for establishing the procedure for municipal authorities to make use of the schools outside school hours, in order to carry out educational, cultural, sports or other social activities.

The distribution of time between instructional activities and personal work activities depends on each school. As an overall approximation Table 5.2 summarizes the distribution of pupils aged 15 according to the number of hours they say they devote to homework and study at home, in public and private education, from PISA 2009.

**Table 5.2 Distribution of students aged 15 by the number of hours per week that they claim to spend on homework and study at home. PISA 2009**

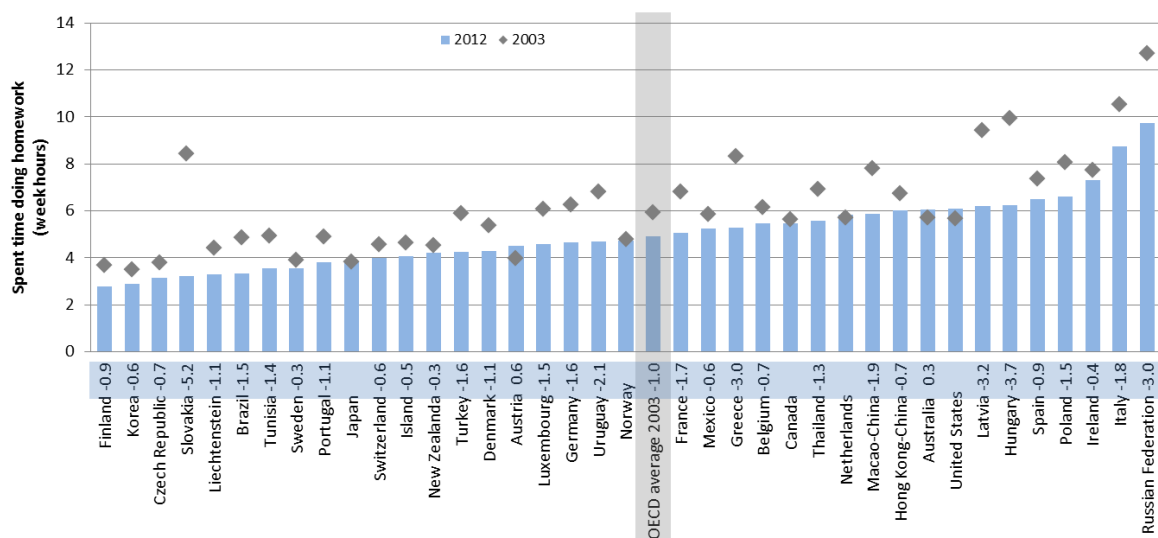
	None or less than 2 hours			Between 2 and 4 hours			More than 4 hours		
	Teaching Language	Mathematics	Science	Teaching Language	Mathematics	Science	Teaching Language	Mathematics	Science
<b>EU</b>	<b>89,7</b>	<b>83,9</b>	<b>89,0</b>	<b>5,8</b>	<b>10,6</b>	<b>6,6</b>	<b>4,5</b>	<b>5,5</b>	<b>4,4</b>
<b>Belgium fr.</b>	89,0	82,8	89,3	6,1	10,8	7,3	4,9	6,3	3,3
<b>Belgium al.</b>	97,3	94,6	97,4	1,5	4,5	1,6	1,3	0,9	1,0
<b>Belgium nl.</b>	95,2	90,4	94,7	3,3	6,0	3,7	1,5	3,6	1,6
<b>Bulgaria</b>	89,0	84,0	86,9	5,2	10,3	7,0	5,8	5,7	6,1
<b>Czech R.</b>	89,5	85,7	86,9	6,1	9,1	7,9	4,4	5,2	5,2
<b>Denmark</b>	82,6	84,5	93,3	10,2	10,6	4,9	7,1	4,9	1,8
<b>Germany</b>	95,1	89,9	95,9	3,3	7,3	2,7	1,6	2,9	1,4
<b>Estonia</b>	74,0	63,9	71,5	15,6	20,2	18,0	10,4	15,9	10,5
<b>Ireland</b>	96,7	94,2	96,7	1,8	3,8	1,7	1,5	2,0	1,6
<b>Greece</b>	79,3	49,2	59,7	14,3	36,0	27,2	6,4	14,8	13,1
<b>Spain</b>	<b>87,5</b>	<b>73,6</b>	<b>84,0</b>	<b>7,1</b>	<b>18,0</b>	<b>10,3</b>	<b>5,4</b>	<b>8,4</b>	<b>5,7</b>

Source: OECD, PISA 2009 Data base.

Both the PISA 2009 data and Figure 5.1 with data from PISA 2012 seem to suggest that the time spent by Spanish students on study and doing homework exceeds the European Union and OECD averages, although it has decreased slightly in the last decade.

In line with the international comparison, it should be noted that, as stated in the OECD report *Education at a Glance 2015*, in Spain, the total number of compulsory class hours per year for Primary school students in public schools is slightly lower than the OECD average. Instead, in the first stage of Secondary education, Spain, together with Chile and Mexico, is one of the countries where students of public schools have more hours.

**Figure 5.1 Distribution of students aged 15 by number of hours per week that they claim to spend on homework and study at home (2003 and 2012)**

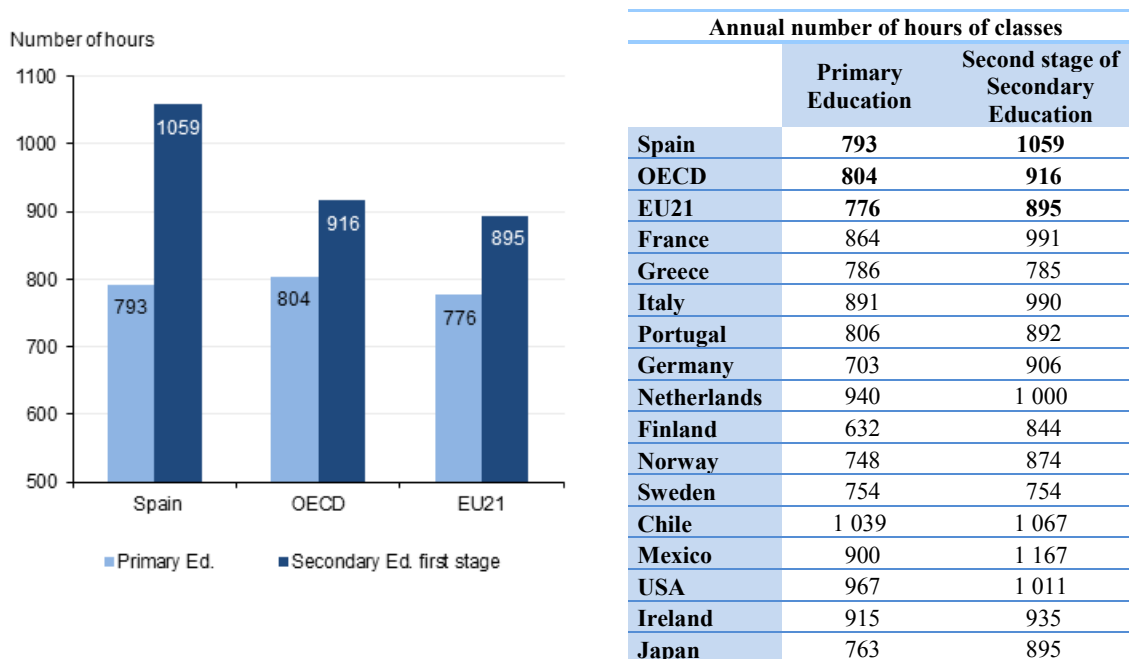


Source: OCDE, PISA 2012 Data base, Table IV.3.48.

In Primary education, students receive 793 hours a year in Spain, above the average of the 21 countries of the European Union who participated in the report (776 hours) and slightly below the OECD average (804 hours). In the first stage of Secondary education, students in Spain receive 1,059 hours of class a year, 266 hours more than in Primary Education. This figure also is over the

average class hours students receive in OECD countries and the EU-21 in the first stage of secondary education by more than 100 hours per year, as shown in Figure 5.2 and Table 5.3.

**Figure 5.2 and Table 5.3 Number of hours of compulsory teaching in public schools in Primary education and first stage of Secondary (2015)**



Source: Education at a Glance. OECD Indicators 2015. Spanish Report. Extract Table D1.1. Education at a Glance 2015.

### 5.3 Allocation of teaching resources for students

#### Class size and teacher-student relations

The numerical teacher/student ratio per unit in the first stage of Pre-primary education is regulated by each Autonomous Community. For children aged one year, most education authorities provides for a maximum of 8 children per unit; for children between 1 and 2 years, it varies between 12 and 14 children, and in the period 2-3 years, it ranges from 16 to 20 children per unit. In the second stage, however, the ratio is regulated by the Ministry of Education, Culture and Sport and for each education authority in its field of management. In any case, a maximum of 25 students is set per unit.

The teacher/student ratio per unit in Primary education is regulated by the MECD, setting a maximum of 25 students per unit. In 2012, for reasons of standardization of public spending through different measures aimed at achieving a balanced budget, an increase of up to 20% can be applied to this maximum limit. The education authorities determine that extension when incorporation of new staff is not authorized or a replacement rate of less than 50% is set. In addition, the regional education authorities are responsible for determining the ratio in units including students with special educational needs or late integration into the education system.

The teacher/student ratio per unit in Secondary is regulated by the Ministry of Education, Culture and Sport (MECD), setting a maximum of 30 students per unit. Since 2012, for reasons of limiting public spending through different measures aimed at achieving a balanced budget, an increase of up to 20% can be applied to this maximum limit. The education authorities determine that extension when incorporation of new staff is not authorized or a replacement rate of less than 50% is set. In addition, the regional education authorities are responsible for determining the ratio in

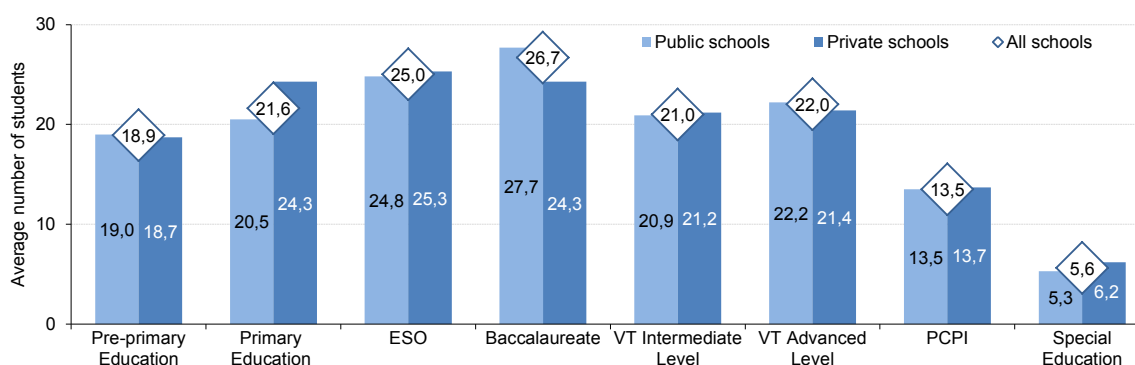
units including students with special educational needs or late integration into the education system.

In the specific special education schools there are two education levels: compulsory basic education (from 6 to 16 years) and Programmes of Transition to Adulthood (from 16 to 19 years, with the possibility to remain enrolled until aged 21 years maximum). In addition, some schools provide the second sub-stage of Pre-primary Education (from 3 to 6 years).

The organization of groups is flexible, addressing the educational needs of students and not their age. The teacher/student ratio per unit varies in the different autonomous communities, although it is usually around five students. The enrollment of students in these special schools is done with the supervision of educational Counsellors, Educational Inspection services and the educational authorities, based on clinical diagnoses.

The State System of Education Indicators offers specific data about students per group for 2012-13. In this academic year, the stages with more students per group are Compulsory Secondary and Baccalaureate, with 25.0 and 26.7 students respectively. In the training stages of Vocational Training and Primary the average number of students is between 21 and 22 students per group, while smaller groups correspond to Pre-primary Education, the Initial Professional Qualification Programs (PCPI) and especially Special Education where the average does not reach 6 students per group, enrolled depending on their age and curricular competence, as seen in Figure 5.3.

**Figure 5.3 Average number of students per study group in non-university education by type of school. Year 2012-2013**



Source: State System of Education Indicators 2015. MECD.

As illustrated in the table below (Table 5.4), the average number of students per group may vary in the different autonomous communities, always respecting the maximum numbers set by the Ministry of Education, Culture and Sport.

**Table 5.4 Average number of students per educational group in non-university education by Autonomous Community. Year 2012-2013**

	Early childhood Education	Primary Education	Compulsory Secondary Education	Baccalaureate	Intermediate Grade Vocational Training	Higher Grade Vocational Training	PCPI	Special Education
<b>Spain</b>	18,9	21,6	25,0	26,7	21,0	22,0	13,5	5,6
<b>Andalusia</b>	19,1	22,1	26,0	29,4	23,4	24,2	15,3	4,7
<b>Aragon</b>	17,9	19,9	23,9	25,3	18,5	16,5	11,9	6,1
<b>Asturias</b>	18,8	19,7	22,3	23,0	18,3	19,6	9,4	4,7
<b>Balearic Islands</b>	16,8	21,7	26,2	29,1	16,0	17,2	12,3	5,4
<b>Canary Islands</b>	21,1	21,7	24,0	31,6	18,0	21,8	14,8	7,0
<b>Cantabria</b>	19,3	20,6	23,0	22,5	16,7	18,3	10,9	5,4
<b>Castilla and Leon</b>	18,3	18,4	23,2	22,2	20,2	20,9	16,4	5,0
<b>Castilla-La Mancha</b>	18,1	20,0	24,4	24,9	18,0	17,8	12,3	5,4
<b>Catalonia</b>	19,2	22,9	28,0	29,5	25,9	26,3	(:)	6,6
<b>Valencia</b>	19,8	22,0	25,4	26,1	20,5	23,0	12,6	7,6
<b>Extremadura</b>	18,4	18,3	21,6	22,0	15,5	17,8	11,3	5,7
<b>Galicia</b>	17,8	19,3	20,3	23,8	17,3	20,0	12,4	4,2
<b>Madrid</b>	18,8	23,3	26,2	26,6	22,5	22,7	15,2	6,1
<b>Murcia</b>	20,9	22,1	24,5	24,5	19,0	22,5	13,2	5,1
<b>Navarre</b>	18,9	19,9	23,9	27,0	20,2	19,7	9,8	4,4
<b>Basque Country</b>	17,1	21,0	21,5	25,1	17,9	18,9	12,6	5,5
<b>La Rioja</b>	18,2	21,8	23,9	27,4	20,8	20,7	15,1	4,8
<b>Ceuta</b>	24,7	26,4	25,8	24,7	22,5	19,9	15,3	5,3
<b>Melilla</b>	24,8	26,7	29,3	26,1	26,8	25,7	22,8	5,8

Source: State System of Education Indicators 2015. MECD.

If the evolution of the number of students per group is analyzed in the period between 2002-03 and 2012-2013 it can be observed (Table 5.5) that there is a small decline in Pre-primary and Compulsory Secondary Education and a slight increase in Primary Education, although generally large variations are not registered in the ratio of students per group at any stage.

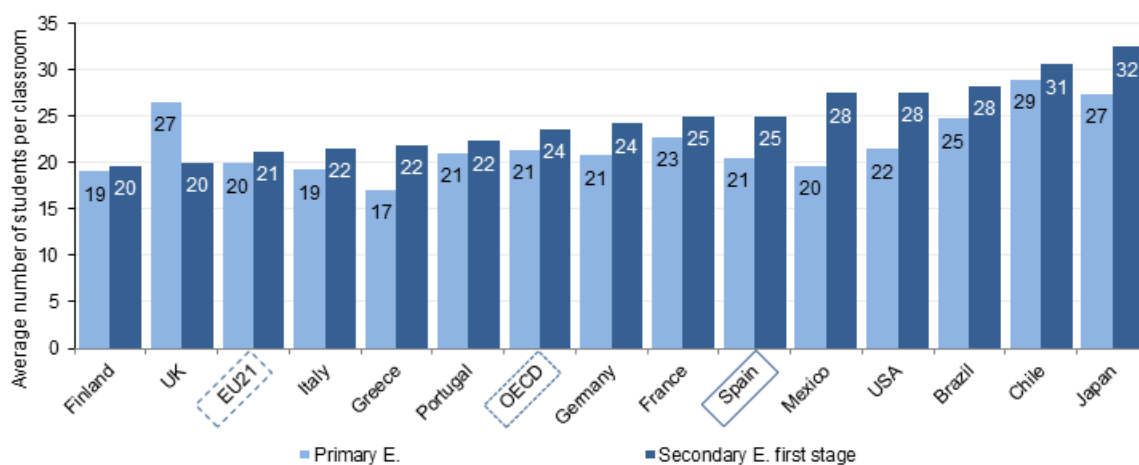
**Table 5.5 Development of the average number of students per educational group in Pre-primary Education, Primary Education and Compulsory Secondary Education. Year 2012-2013**

		2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
<b>Early childhood education</b>	All schools	19,6	19,6	19,6	19,6	19,6	19,6	19,4	19,3	19,1	19,0	18,9
	Public schools	18,9	19,0	19,1	19,1	19,2	19,2	19,1	19,2	19,0	19,1	19,0
	Private schools	20,9	20,7	20,6	20,5	20,4	20,3	19,9	19,5	19,1	18,9	18,7
<b>Primary Education</b>	All schools	20,8	20,7	20,8	20,7	20,8	21,0	21,1	21,2	21,3	21,4	21,6
	Public schools	19,4	19,4	19,4	19,3	19,5	19,7	19,8	19,9	20,1	20,3	20,5
	Private schools	24,3	24,2	24,1	24,0	24,2	24,4	24,5	24,4	24,3	24,2	24,3
<b>Compulsory Secondary Education</b>	All schools	25,1	24,9	24,6	24,6	24,5	24,4	24,3	24,3	24,3	24,5	25,0
	Public schools	24,1	24,0	23,8	23,8	23,7	23,6	23,5	23,7	23,8	24,1	24,8
	Private schools	27,2	26,8	26,6	26,5	26,5	26,2	25,8	25,6	25,3	25,2	25,3

Source: State System of Education Indicators 2015. MECD.

The OECD report *Education at a Glance 2015* also provides data on the number of students per class and allows analysis from an international perspective. In Spain, in Primary education, the number of students per class in public institutions is around the averages of the OECD and the 21 countries of the European Union involved in this report (UE21), and is slightly higher in Secondary Education (Figure 5.4).

**Figure 5.4 Average number of students per class in public institutions (2013)**



**Note:** Calculations are based on number of students / number of groups.

**Source:** Education at a Glance. OECD Indicators 2015. Spanish Report. Extract Table D1.1. Education at a Glance 2015.

### Organization of the work of teachers

The working day of teachers differs depending on the autonomous community and ownership of the school. In general, the working day in public schools is 37.5 hours per week.

The teaching faculty of Pre-primary Education and Primary Education have a minimum of 25 teaching hours per week stipulated nationally, while teachers of Secondary education, along with the rest of education regulated by the LOE, have a minimum of 20 hours of teaching per week. However, hours spent in the school, which include teaching hours and those when they have to be in the school, are 30 hours a week in most Autonomous Communities for the three stages mentioned.

These hours when teachers have to be present in the school, which are part of the school timetable of every teacher, are aimed at coordination meetings, interviews with parents, scheduling of classroom activity, assessment sessions, compulsory duty for attending to students or carrying out extracurricular and supplementary activities.

Of the total working hours, 7.5 hours are up to the teachers' disposal and do not take place in the school. They can engage in ongoing training activities, lesson preparation, correction of tests, meetings, assessments or extracurricular activities with students.

The working time of teachers in subsidised private schools includes hours spent in the teaching activity (teaching classes, conducting oral or written tests to students and group tutoring) and non-teaching activities (lesson preparation, free time between classes, assessment meetings, corrections, etc.). The day dedicated to teaching activity is 25 hours a week at most; added to this are 330 hours spread throughout the year for non-teaching activities.

In independent private schools, the 27 hours per week plus 237 additional hours per year can be distributed throughout the year, provided they do not exceed 8 hours a day. They also spend about 50 hours a year on training and updating.

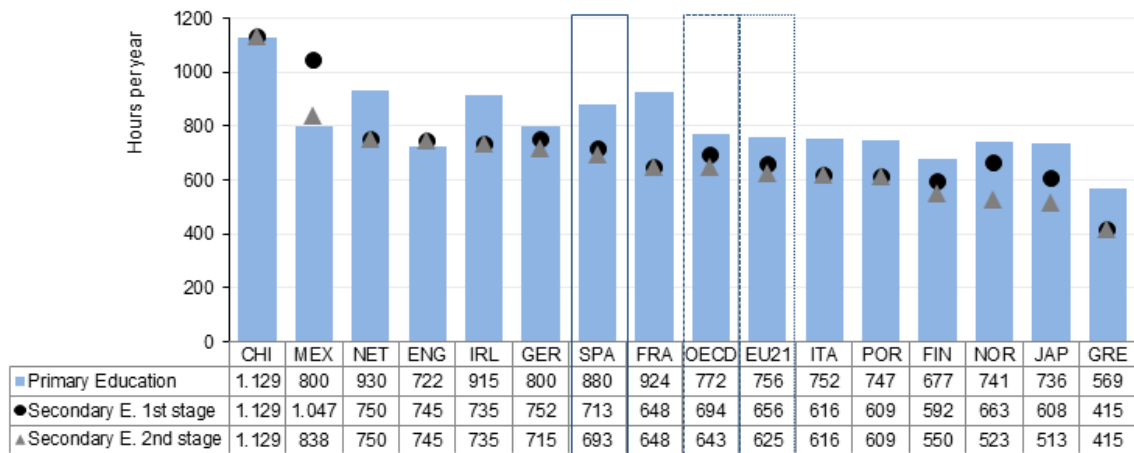
If we analyze the teaching hours of Spanish teachers in the international context, it is observed that the Spanish teachers spend more hours per year teaching classes than the average of teachers from the OECD and the 21 countries of the European Union involved in the *Education at a Glance 2015* (EU-21) report.

In the average of the OECD countries, teachers from public schools teach 772 hours of class a year in Primary education, 694 hours a year in the first stage of Secondary education and 643 hours a year in the second stage of Secondary Education. In Spain, these figures are slightly



higher in the three educational levels. As shown in Figure 5.5, Spanish teachers of public schools teach 880 hours of classes a year in Primary education, 713 hours in the first stage of Secondary education and 693 hours in the second stage of Secondary education.

**Figure 5.5 Organization of the work timetable of teachers in public institutions. Teaching hours (2013)**



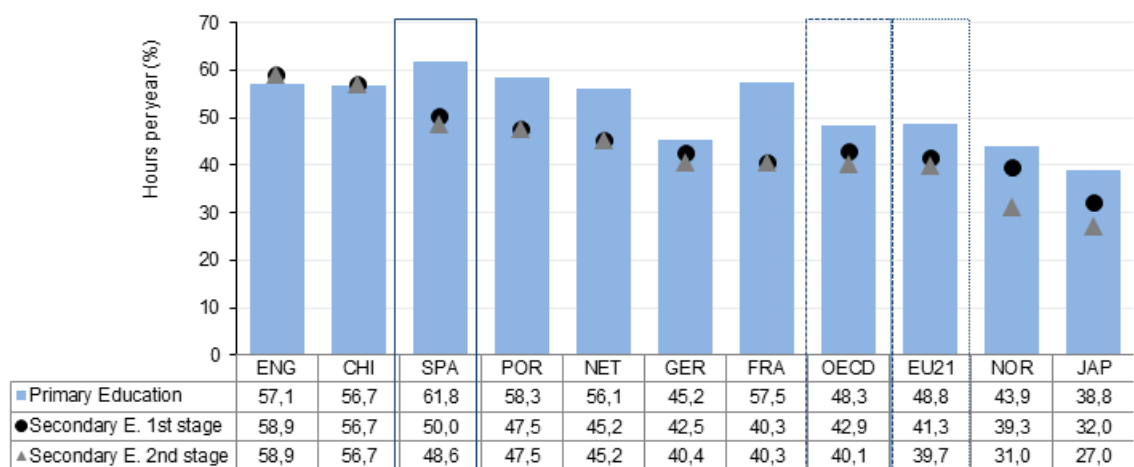
**Note:** Countries are ordered from highest to lowest according to the hours of teaching at the second stage of Secondary Education.  
**Source:** Education at a Glance. OECD Indicators 2015. Spanish Report. Extract Table D4.1. Education at a Glance 2015.

However, the total number of working hours of teachers in Spain is below international averages, and therefore the time available that Spanish teachers have for activities such as lesson preparation, review of students' work, collaborative work with other teachers or doing training courses is also less.

As shown in Figure 5.6 below, in the OECD and the EU-21 countries in Primary education, 48%-49% of the total working time of teachers is devoted to teaching; in the first stage of Secondary education this proportion is 43%-41% and in the second stage of Secondary education, 40%.

In Spain, the proportion of teaching hours is considerably higher than international averages: 62% in Primary education, 50% in the first stage of Secondary education and 49% in the second stage.

**Figure 5.6 Proportion of the number of teaching hours in the total working time (2013)**



**Note:** Countries are ordered from highest to lowest according to the hours of teaching at the second stage of Secondary Education.  
**Source:** Education at a Glance. OECD Indicators 2015. Spanish Report. Extract Table D4.1. Education at a Glance 2015.

A higher percentage of teaching hours means having less time for professional development activities. However, ongoing teacher training is essential for educational improvement and is both a right and an obligation of teachers. Teachers can enroll voluntarily in training activities, consisting of periodic actions of scientific, educational and professional development.

The education authorities are responsible for arranging, organizing and recognizing ongoing training within their sphere of management, by providing teachers with a diverse range of activities.

### **Organizational aspects of ongoing teacher training**

The Constitutional Law for the Improvement of Educational Quality (LOMCE) amending the LOE, sets the guidelines for the ongoing training programmes provided by the educational authorities of the Autonomous Communities: to consider the adequacy of knowledge and teaching methods to the evolution of sciences and specific studies; provide training on coordination, counselling, tutoring, attention to diversity and school organization; establish training programs in Information and Communications Technology (ICT) and foreign languages; encourage educational research and development programmes; and provide specific training on equal opportunities between women and men, and coeducation, for which the Ministry of Education, Culture and Sport has a specific unit: the National Institute of Educational Technologies and Teacher Training (INTEF).

The Framework for Professional Teacher Development, which has been implemented since 2013, has four main areas of action in line with European policies on education and training which have resulted in the ET2020 programme and proposals for the new strategy "Rethinking Education" (2012), which gives "absolute priority to developing the competences of teachers" and improving the recognition of qualifications and skills, including those acquired outside formal systems:

- Professional teaching competences.
- New modalities of training.
- Regulation of training.
- Digital teaching competences, part of the "Plan for Digital Culture at School".

The main objectives of the framework for professional teaching development are:

- Guide the initial and continuing training of teachers to a new competency model of the teaching profession in the 21st century.
- Explore new modalities of training to facilitate professional collaboration (learning in communities of practice, large scale public courses...).
- Establish a common regulatory framework that allows the accreditation of professional competences for the exercise of the profession and recognition of activities showing verifiable evidence of an effective professional development with pathways to incentivise educational leadership.

In 2015, there are 7 lines of priority which the ongoing training plans were adjusted to:

- Multiple Literacy.
- Digital Teaching Competence.
- Creativity and entrepreneurship.
- Foreign languages.
- Addressing diversity.
- Scientific culture.
- Management skills.
- Healthy lifestyles.

The INTEF also manages a recognition programme with partner organizations that are engaged in ongoing teacher training activities through agreements signed with the Ministry of Education, Culture and Sport.

For their part, the Autonomous Communities also have the powers to set their own priority lines, meeting the training needs of teachers in their field of management. This implies that both the content of training as well as the institutions responsible for delivering it differ from one autonomous community to another.

In all the Autonomous Communities there is a network of institutions dedicated to delivering training activities. Although they have different names, the most widespread are the Teachers and Resources Centres. Their functions and powers are linked to the organization and development of the training plan in their sphere, promotion of inter-agency working groups that support the dissemination of knowledge, the provision of resources to all teachers trying to improve their teaching practice and improve educational innovation. These institutions have a variable number of affiliated Primary and Secondary Education schools that provide support, both in terms of professional development and the provision of resources or advice to carry out innovations or improvement initiatives.

In all the Autonomous Communities there are also other institutions linked to ongoing teacher training, such as university departments, Institutes of Science Education, professional associations, trade unions and educational reform movements.

Ongoing teacher training can be developed through classroom-based courses or online, seminars, working groups or training projects in schools. Teachers can do such activities outside school hours, during the timetable at school or within working hours if they are done outside school. In order to do certain activities they may be required to meet admission conditions, generally a university degree or teaching experience in certain educational levels.

#### **Incentives for participation in ongoing training activities**

Participation in ongoing learning is optional but it brings specific advantages for the professional career of teachers, regardless of the type of school they work at, such as merits in public tenders or salary bonuses. The regional governments encourage the development of paid study leave for teachers of public schools in order to stimulate training activities and educational research and innovation.

The provision of ongoing training for public institutions is free. In the case of activities provided by other institutions, there is financial assistance for participants to contribute to the costs.

#### **Support measures and recognition for teachers**

The LOMCE states that educational authorities should ensure that teachers receive the consideration, treatment and respect in accordance with the social importance of their task. Therefore, they have placed special emphasis on the promotion of new measures for social recognition and support for teachers and for improving their working conditions. In some Autonomous Communities there are laws on the Authority of Teachers, such as in Castilla-La Mancha, Community of Madrid, Community of Valencia, La Rioja, Galicia, Castilla and Leon, Asturias, Murcia and Aragon, and national legislation envisages giving Spanish teachers the category of public authority in the performance of their professional duties.

The measures differ depending on the ownership of the school where teaching is delivered, and the time elapsed since the incorporation of teachers into the public service.

In public schools there are different general support measures, aimed at all teachers among which student teachers are also included. Education Authorities mobilize financial resources to ensure adequate protection, legal assistance and coverage of liability in relation to their professional practice both in the school itself, as well as off school premises whenever the teachers are fulfilling their duties, whether supplementary or extracurricular activities. It is also the task of the educational authorities to encourage:

- Recognition of tutorial duty, through personal and economic incentives.

- Recognition of the work of teachers, paying attention to their dedication to the school and to the implementation of plans of educational innovation, through economic and professional incentives.
- Recognition of the work of teachers who teach their subject in a foreign language in bilingual schools.
- The development of paid leave, in order to encourage training and educational research and development activities.
- Reducing the school day of teachers older than 55 who so request it, or their partial substitution by other activities.

The LOE, in Article 106, sets out the criteria for evaluation of the public teaching service. Autonomous Communities have drawn up plans to evaluate the public teaching service, and are responsible for taking into account results when improving the working conditions of teachers. These plans, which must be public, include the evaluation goals and criteria as well as the participation of teachers, the educational community and the education authority itself in the evaluation process. Similarly, they encourage voluntary evaluation of teachers.

### **Salary payment**

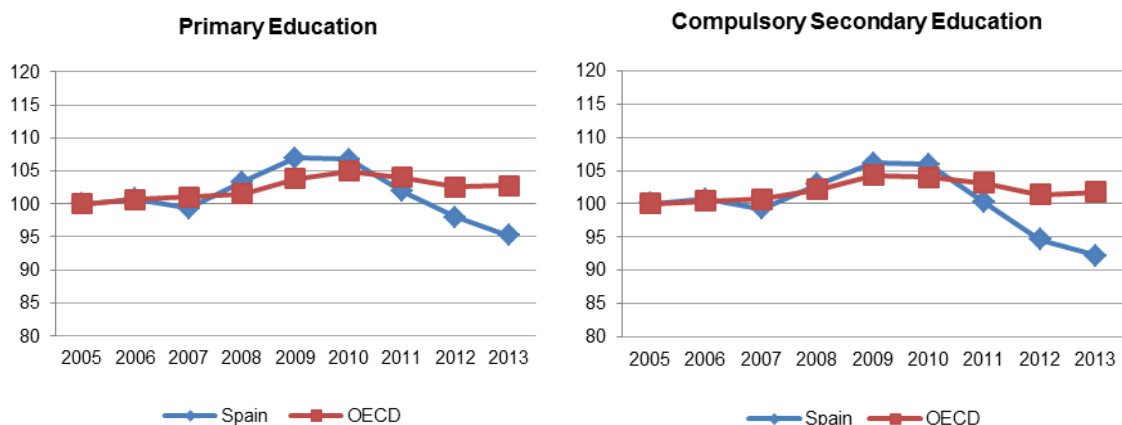
The hours teachers spend teaching classes and the percentage of time that these represent in their working day, along with training opportunities and recognition of work, have a great influence on both teaching and the attractiveness of the profession. Another key factor in the latter is teachers' pay. In Spain, as in most OECD countries, the salaries of teachers of non-university education increases with the educational level they teach. Thus, the starting salary of a teacher in the second stage of Secondary education is 12% higher than a teacher in Primary education.

As reflected in the table and figures below, in recent years the salary of teachers has been affected by the economic crisis and this impact has been greater in Spain than in the average of OECD countries, especially in Compulsory Secondary Education (Table 5.6 and Figure 5.7).

**Table 5.6 y Figure 5.7 Teacher salary evolution between 2005 and 2013**

*Index of change in the statutory teacher salaries after 15 years of experience (2005 = 100) by education level, converted to constant prices using deflators for private consumption.*

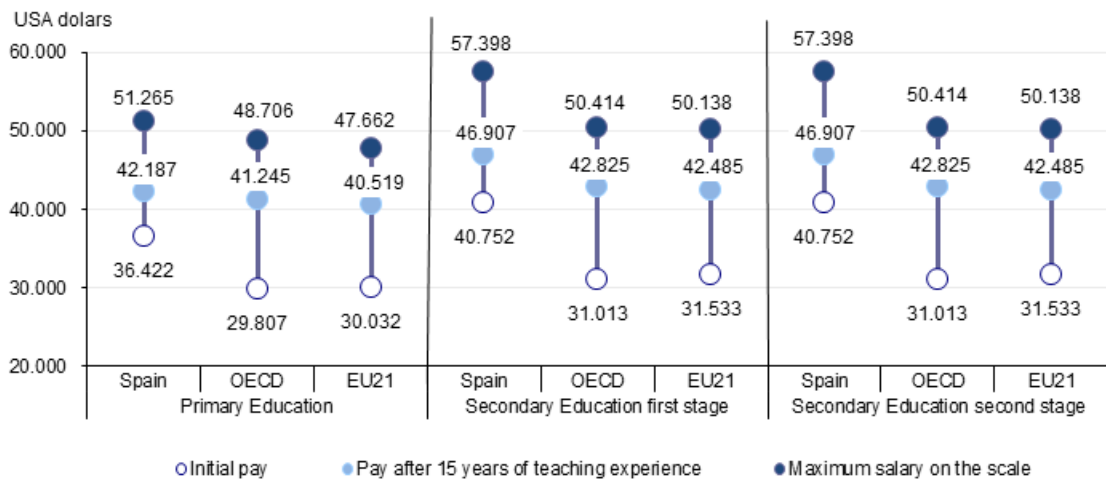
	Primary Education									Compulsory Secondary Education								
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2005	2006	2007	2008	2009	2010	2011	2012	2013
<b>Finland</b>	100	106	107	110	110	111	110	109	107	100	103	103	105	105	107	106	104	103
<b>France</b>	100	99	98	97	97	97	97	95	94	100	99	98	96	96	98	98	96	95
<b>Germany</b>	100	99	103	102	101	104	106	107	108	100	99	104	103	104	106	108	108	108
<b>Greece</b>	100	100	101	98	100	101	86	78	74	100	100	101	98	100	101	86	78	74
<b>Ireland</b>	100	104	107	107	115	115	113	111	109	100	104	107	107	115	115	113	111	109
<b>Italy</b>	100	99	98	97	99	100	98	96	94	100	99	98	97	99	100	99	96	94
<b>Japan</b>	100	100	96	93	94	93	93	93	94	100	100	96	93	94	93	93	93	94
<b>Mexico</b>	100	101	102	103	103	103	107	108	109	100	101	102	103	102	104	107	109	109
<b>Norway</b>	100	99	100	103	105	106	110	111	115	100	99	100	103	105	106	110	111	115
<b>Portugal</b>	100	98	96	95	97	98	100	86	85	100	98	96	95	97	98	100	86	85
<b>Spain</b>	100	101	99	103	107	107	102	98	95	100	101	99	103	106	106	100	95	92
<b>Sweden</b>	100	(:)	103	(:)	103	(:)	102	(:)	109	100	(:)	103	(:)	104	(:)	103	(:)	108
<b>USA</b>	100	101	101	92	92	93	93	98	98	100	101	101	107	107	107	107	110	110
<b>OCDE</b>	100	101	101	102	104	105	104	103	103	100	100	101	102	104	104	103	101	102



Source: Education at a Glance 2015. Table D3. 5<sup>th</sup>.

However, if we analyze the data from the *Education at a Glance 2015* report, the salary of teachers in Spain continues being higher than the average wage in the OECD and EU-21 countries, whether comparing the initial pay, after 15 years of teaching experience or the maximum salary on the scale. However, Spain is one of the countries where teachers need more years to reach the highest salary on the scale, namely 38 years, more than triple that of countries like England where the maximum salary can be reached in 12 years (Figure 5.8).

**Figure 5.8 Annual pay of teachers in public institutions (2013): Starting pay, after 15 years of professional career, and maximum on the scale, in dollars, converted using PPP**



Source: Education at a Glance. OECD Indicators 2015. Spanish Report. Extract Table D4.1. Education at a Glance 2015.

In Spain, the salary pay of teachers differs depending on the ownership of the school. In public schools it is set according to the affiliation of the teachers body or scale or the membership of a particular subgroup or group of professional classification; service (triennium - every three years); category or professional level (final supplement) and the job position (specific supplement). Thus, the full salaries of professional teaching civil servants are:

- Basic pay: those which pay according to the affiliation of their body or scale and their seniority in it. These are:
  - Basic salary: uniform amount for all civil servants belonging to each subgroup or group of job classification throughout the State.
  - Seniority: defined by the number of years on service and in the body. This amount is the same throughout the state, for each subgroup or group of job classification, they are paid by triennium, that is, for every three years of service.

Additionally, with respect to the position held it is perceived:

- Supplementary Pay: this is pay for characteristics of the job position, professional career or achievement, performance or results achieved by the civil servant. These are:
  - Final supplement: pay relating to the category or professional level reached by the civil servant in the administrative career system.
  - Specific supplement: pay relating to certain particular conditions of jobs, such as the performance of one-person bodies of government or special teaching positions: the exercise of educational inspection; by ongoing training (amount allocated after five year or six year period, linked to lifelong learning. This supplement varies in each education authority) or tutorial duty. It comprises two that vary according to each region: a general component applicable to all teachers whose amount depends on the body or teaching scale which they belong to; and a special component linked to the particular conditions of each job position.

Lastly, and proportionally, it is received another pay which is accumulated during the months of June and December:

- Bonuses: supplementary pay received in summer and at Christmas. Each is made up of the amount of one month's basic salary (base salary and triennia) for the affiliation subgroup or group, and some of the supplementary benefits they are entitled to receive, which are the final supplement and some components of the specific supplement.

The basic pay of teachers specified in the tables below (Tables 5.7 and 5.8) refer to that set for the whole state, although the specific supplement may be modified by the educational authorities.

**Table 5.7 Basic pay of the public professional teaching staff. 2015**

CONCEPT		GROUP A Subgroup A1		GROUP B Subgroup A2		
		Body of Professors (Level 26)	Body of secondary school teachers; Official Language Schools; Art and Design; Music and Performing Arts (Level 24)	Body of Technical Teachers of Professional Training (Level 24)	Body of Teachers (Level 21)	
<b>REGULAR MONTHLY PAYMENTS</b>						
Basic Salary		1.109,05 €		958,98 €		
Triennium (Seniority)		42,65 €		34,77 €		
Final Supplements		698,20 €	582,92 €	582,92 €	473,35 €	
Specific Supplement	General Component		419,95 €	370,47 €	373,12 €	373,12 €
	Singular Component	By Tutorial Role	50,51 €		40,01 €	
		By Ongoing Training	37,61 - 127,72 €			
	Compensatory Component		107,46 €			
<b>EXTRAORDINARY PAYMENTS (BONUSES)</b>						
Basic Salary		684,36 €		699,38 €		
Triennium (Length of service)		26,31 €		25,35 €		
Final Supplements		716,57 €	598,26 €	598,26 €	485,80 €	
Specific Supplement	General Component		431 €	380,21 €	382,93 €	382,93 €
	Singular Component	By Tutorial Role	51,83 €		41,06 €	
		By Ongoing Training	38,59 € - 131,08 €			

**Source:** Eurydice Spain-REDIE (CNIIE, MECD) from the current state regulations.

[https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Espa%C3%B1a:Condiciones\\_de\\_trabajo\\_del\\_profesorado\\_de\\_Educaci%C3%B3n\\_Infantil\\_Primeria\\_y\\_Secundaria](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Espa%C3%B1a:Condiciones_de_trabajo_del_profesorado_de_Educaci%C3%B3n_Infantil_Primeria_y_Secundaria)

**Table 5.8 Average pay of the public professional teaching staff in the 2014-15 school year**

	Initial Salary	Maximum Salary (13 triennia)
Body of Teachers	28.129	39.673
Body of Teachers teaching in 1st and 2nd of Compulsory Secondary Education	29.619	40.926
Body of Teachers of Secondary Education	31.415	44.250
Body of Professors	33.566	46.513

**Source:** Data provided by the Ministries / Departments of Education of the Autonomous Communities and S. G. Personnel Ministry for Education and weighted by the number of teachers in public schools in each region.

The teachers pay system in private schools is regulated by the respective labour agreements and arrangements. In subsidised private schools, minimum salaries of staff within the scope of these agreements personnel are set out in their salary tables, and consist of: basic salary, supplementary pay, three-year periods and two bonuses. These payments are different depending on the autonomous community, being paid by the relevant education authority as delegated payment and on behalf of the ownership of the school. There are agreements or arrangements that set these on a year-after-year basis but with a monitoring committee agreed by the parties that analyze and evaluate the progress of the agreements annually. The general framework of the pay of subsidised private schools is set by the General State Administration annually in the General Budget Law, and is specified in the Laws of Regional Budgets.

Staff pay within the scope of 9th collective agreement for independent private education schools without any level of subsidy consist of: base salary, productivity bonus, professional development supplement (received for training and knowledge, having to show a minimum of 100 hours in each period of five years) and extra-salarial transport bonus.

### **Support staff in schools**

Support teachers in schools begin at the level of Pre-primary Education up to compulsory education with different duties:

**-Mainstream curricular activities:** They are called support teachers in Pre-primary Education (pre-primary) and they are in the classrooms accompanying teachers in all activities undertaken with children of 3-6 years enrolled at this level. They are teachers with teaching qualifications (ISCED 6), and even with some of the specialities provided for in the legislation, with the most useful in these cases being: speciality in Therapeutic Education, Reading and Language or English. Their tasks include: contributing to the activities of introduction to reading and/or writing (children's literacy), specific attention to school adjustment, psychomotor activities, introduction to foreign languages (English), generic educational support activities in rural schools. The allocation of these types of support are decided by the educational authority with publicly allocation criteria contained in legislation, at the request of the competent school and inspectorate. In Primary education, depending on the number of units, the school management may apply for a number of teaching hours of direct support, reinforcement and recovery, including care during break periods. The individual timetable of support teachers includes the distribution of these teaching hours among the different years and areas of Primary education, in line with what is available in the educational project of each school.

Funding for this support, in the case of Pre-primary Education, is a specific budget programme that varies each year depending on the needs and requests. These teachers may be full-time or share time with different schools. In the case of schools in rural areas, they are travelling teachers as their working day is shared between small schools in small and dispersed towns, and who can have a proportion of school hours discounted depending on the kilometers travelled per day/week. The educational authority funds their travel. Schools can also have other staff with vocational training qualifications (ISCED 5): Technician in Pre-primary Education, much needed at this level of schooling and for which 11,606 technicians were trained in 2014-2015, with Andalusia (1,665), Catalonia (2,389) and Madrid (1,453) the Autonomous Communities with the highest number of these graduates available in Spain.

**-Support in educational services:** this is supplementary occupational staff providing services related to school meals and transport routes, and for which it is compulsory to have support staff, both because students are minors and they are enrolled in compulsory education or because they are students with special educational needs associated with different pathologies. School meals and transport are so-called supplementary services; in the past both were covered entirely by teaching support staff or the schools' own staff, but nowadays Authorities outsource these services more and more by contracting specialized companies that also specialize in maintenance and support schools in other areas such as libraries, caregivers, student residences, sports facilities, or holiday camps.

**-Support in catering to students with special educational needs and students with specific educational support needs:** This includes staff who have a different kind of relationship with the Authority and with different specializations, with teachers and health workers making up most of the resources. Spain has a model of inclusive education, whose allocation of resources requires staff with these specializations in mainstream schools to cater for students with different disabilities and/or learning difficulties. The enrollment of these students can be in mainstream schools or special schools, depending on the degree of deficiency or pathology, and other requirements such as the level of curricular competence or age.



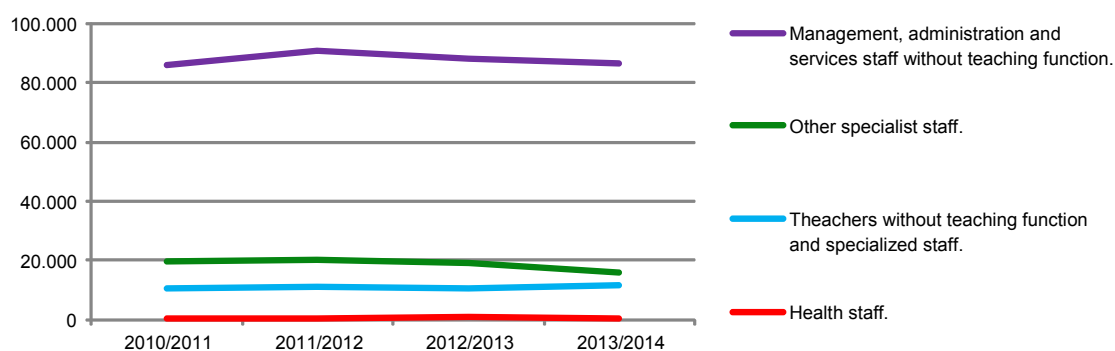
The human resources available as support staff in mainstream schools are counsellors, who are specialized teachers with university degree (ISCED 7 for Secondary Education), whose duty is educational psychology care and counselling; in Pre-primary and/or Primary there are counselling teams, and in Secondary education schools have the educational counselling department, whose number of teachers is related to the size (number of units and lines) of the schools. Specialist teachers in Therapeutic Psychology and Reading and Language: they are teaching staff with a university degree (ISCED 6) whose mission is to support language difficulties and/or disabilities associated with cognitive impairment. Specialized Technicians in Sign Language are staff with this Vocational Training qualification (ISCED 5) in schools where hearing impaired students are enrolled.

As for the availability of human resources with professional health training profiles, schools have:

- Physiotherapists: health workers with a university degree (ISCED 6) present mainly in schools where there are students with disabilities associated with motor disorders, but there may also be students with other disabilities associated with limited mobility or other specific treatments.
- Nursing Graduates: health staff with university degree (ISCED 6) for the care of students with chronic diseases and who require health care during the school day.
- Care workers and Auxiliary Teaching Technicians: non-teaching occupational staff with no university education providing generic care for these students, but mainly for their physiological needs such as travel, food, cleaning, security, initiation of games and communication and other duties of basic integration among their classmates.

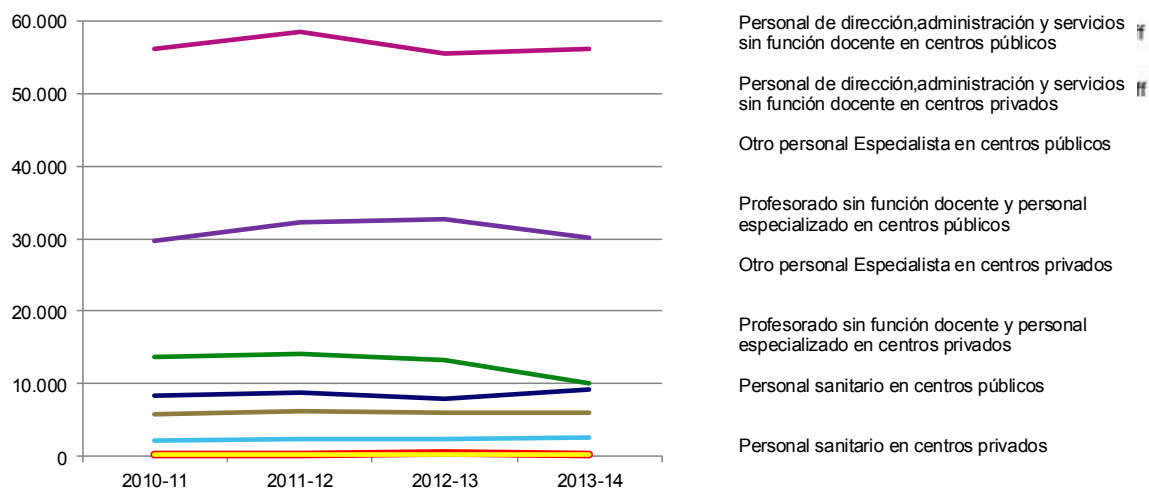
The presence of all the support staff in schools depends on the needs identified by the education authority with the approval of the school management, educational inspectorate and with prior medical diagnosis provided by families. Each school year staff are allocated and the most common relationship with the authority are occupational contracts, both indefinite and temporary. The distribution of this support staff is shown in the following figures and tables. For a more detailed information see Appendix VIII. Figures 5.9 and 5.10 show the variations through time (from 2010 to 2014) of the allocation of teaching resources for the students.

**Figure 5.9 Allocation of teaching resources for the students: All schools**



	2010-11	2011-12	2012-13	2013-14
Management, administration and services staff without teaching function	85.981	90.716	88.278	86.341
Other specialist staff	19.506	20.477	19.214	16.044
Teachers without teaching function and specialized staff	10.401	11.160	10.355	11.854
Health staff	638	670	741	681
<b>Total</b>	<b>116.526</b>	<b>123.023</b>	<b>118.588</b>	<b>114.920</b>

**Figure 5.10 Allocation of teaching resources for the students : Public and private schools**



	2010-11	2011-12	2012-13	2013-14
Management, administration and services staff without teaching function in public schools	8.273	8.831	8.026	9.254
Management, administration and services staff without teaching function in private schools	350	363	421	378
Other specialist staff in public schools	13.712	14.187	13.228	10.031
Teachers without teaching function and specialized staff in public schools	56.185	58.481	55.558	56.175
Other specialist staff in private schools	2.128	2.329	2.329	2.600
Teachers without teaching function and specialized staff in private schools	288	307	320	303
Health staff in public schools	5.794	6.290	5.986	6.013
Health staff in private schools	29.796	32.235	32.720	30.166
<b>Total</b>	<b>116.526</b>	<b>123.023</b>	<b>118.588</b>	<b>114.920</b>

The health staff category includes doctors, nurses and registered nurses and auxiliary medical technicians, physiotherapists and occupational therapists.

The category other specialist staff includes psychologists and teachers without teaching function, social assistants or social workers, educators, caregivers or educational technical assistant and other specialist staff.

The category of management, administration and services staff without teaching function includes management staff without teaching function, administration, services and junior staff.

**Source:** (Figures 5.10 and 5.11, Tables 5.9 and 5.10) Statistics of non university education. MECD.

## 5.4 Organization of the school leadership

According to the provisions of the LOE, and the LOMCE, the government of non-university public schools is entrusted to collegiate (School Board and Teaching Faculty) and single-person bodies (principal, head of studies and secretary). Besides these, the education authorities may authorize the establishment of other governing bodies they deem necessary. In public schools with particular characteristics (Special Education, Adult Education or schools abroad), their composition and duties can be adapted to their specific situation.

Subsidised private schools must have, at least, the aforementioned principal and the collegiate bodies. Independent private schools are free to determine their own organization so that they can establish the governing and participation bodies they deem appropriate, within the limits established by law.

### School Leadership: Single-person governing bodies

Single-person governing bodies of schools make up the Management Team for executive decisions governing public schools; these teams are made up of the principal, the head of studies, the secretary, and however many more deemed necessary by the educational authorities

depending on the size and/or complexity of the school. They work in a coordinated manner in the performance of their duties, in accordance with the principal's instructions.

#### School Management:

The current Education Law regulates the main aspects of the management of public schools: the powers of the principal, the selection procedure of principals, their appointment and cessation and recognition of the management role. It sets differentiated pay, taking into account the responsibility and dedication required and the role of principal is especially valued for the purpose of providing jobs in the teaching civil service.

The selection of the principal will be made through a process involving the educational community and the education authorities. The selection and appointment of public school principals shall be by open selection process among academic teaching civil servants who teach some of the studies of that school, in accordance with the principles of equality, publicity, merit and ability.

To participate in the selection process, candidates must have experience of at least five years as a career in teaching civil service and have given direct teaching as an academic, for a period of at least five years, in one of the studies provided by that school. They must also be in possession of the certificate accrediting the successful completion of a training course on the development of the management role, given by the Ministry of Education, Culture and Sport or by the educational authorities of the Autonomous Communities and submit a management project including, among other things, the objectives, lines of action and evaluation of the school.

The educational authority will appoint the selected applicant as Principal for a period of four years. The appointment of the principals may be renewed for periods of equal duration, following a positive evaluation of the work carried out at the end of the periods. The criteria and procedures for this evaluation will be public and objective and will include the results of individualized evaluations made during their tenure at the school, which, in that case, take into account the background socio-economic and socio-cultural factors and the monitoring of the evolution over time. The education authorities may set a maximum limit for the renewal of terms of office.

The educational authorities are responsible in their respective areas of management for regulating the operation of the bodies of governance and teacher coordination, as well as the management team of public schools.

Public schools of non-university studies have two collegiate bodies for governing and teacher coordination, the School Council and the Teaching Faculty, and a management team consisting of the principal, the head of studies, the secretary and any other members considered necessary by the education authorities. This is most often a deputy head of studies, with prior authorization depending on the number of school units in the school or the different academic or vocational studies within the same school, and who is responsible for carrying out the tasks of administration, economic management and pedagogical organization.

The members of the management team are academic teaching civil servants, so their previous initial training is similar to that of other educational civil servants.

The working conditions of management positions in both university education and non-university, as for all other teaching civil servants are governed by the regulations issued by the State and the different education authorities and by the basic legislation applicable to civil servants of all public authorities.

In subsidised private schools, the obligatory governing bodies are the principal, the School Council and the Teaching faculty. Meanwhile, the independent private schools are free to determine their organization, meaning they are free to establish the governing and participatory bodies that they deem appropriate.

The responsibilities of the principal are to:

- Represent the school, and the educational authority within it and to deliver to that authority the approaches, aspirations and needs of the educational community.
- Direct and coordinate all activities of the school, without prejudice to the powers of the faculty of teachers and the school board.
- Exercise pedagogical management, to promote educational innovation and to encourage plans for achieving the objectives of the educational project of the school.
- Ensure compliance with laws and other current regulations.
- Exercise leadership of all the school staff.
- Encourage coexistence in the school, ensure mediation in resolving conflicts and impose appropriate disciplinary measures to students, in compliance with current regulations, without prejudice to the powers given to the School Board in Article 127 of this Constitutional Law. To this end, the streamlining of procedures for conflict resolution in schools will be promoted.
- Promote collaboration with families, institutions and organizations facilitating the relationship between the school and the environment, and to foster a school climate that encourages the study and implementation of other actions conducive to a comprehensive education in knowledge and values of students.
- Drive internal evaluations and collaborate on external evaluations and teacher evaluation.
- Convene and preside over the academic events and meetings of the School Council and the Teaching faculty, and implement the resolutions adopted within the scope of its powers.
- Contract works, services and supplies, and authorize spending according to the school budget, order payments and approve the certifications and official documents from the school, all in accordance with that set out by the education authorities.
- Propose the appointment and dismissal of members of the management team to the educational authority, after informing the faculty of teachers and the school board of the school.
- Approve projects and rules, referred to in Chapter II of Title V of the current Constitutional Law.
- Approve the annual general programme of the school, without prejudice to the powers of the Faculty of teachers, in relation to teaching planning and organization.
- Decide on the admission of students, subject to the provisions of this Constitutional Law and its regulations.
- Approve the acquisition of additional resources in accordance with the provisions of Article 122.3.
- Set guidelines for collaboration with local authorities, with other schools, institutions and agencies for educational and cultural purposes.
- Any others that may be assigned by the educational authority.

Among the principles upon which the LOMCE is based are the increasing autonomy of schools and reinforcement of the management capacity, both key factors in the transformation of the educational system.

The LOMCE increases management capabilities through the establishment of new requirements, and based on the principles of merit and ability, for the candidacy of principal in a public school, and the need for updating their managerial skills :

- System of certification of powers upon access to office, through completion and passing the training course on the development of the management role.
- Ongoing system of certification of skills, through completion and passing the refresher courses for managerial responsibilities.

A Royal Decree was approved in October 2014 which developed the characteristics of the training course on the development of the management role for accessing management positions in public schools and the refresher course on management skills. These courses are taught by the Ministry of Education, Culture and Sport and the Autonomous Communities and are aimed at the

acquisition of the necessary skills to perform the duties of the position of Principal of public schools. They are valid throughout the country for eight years (more details in the table in Appendix IX).

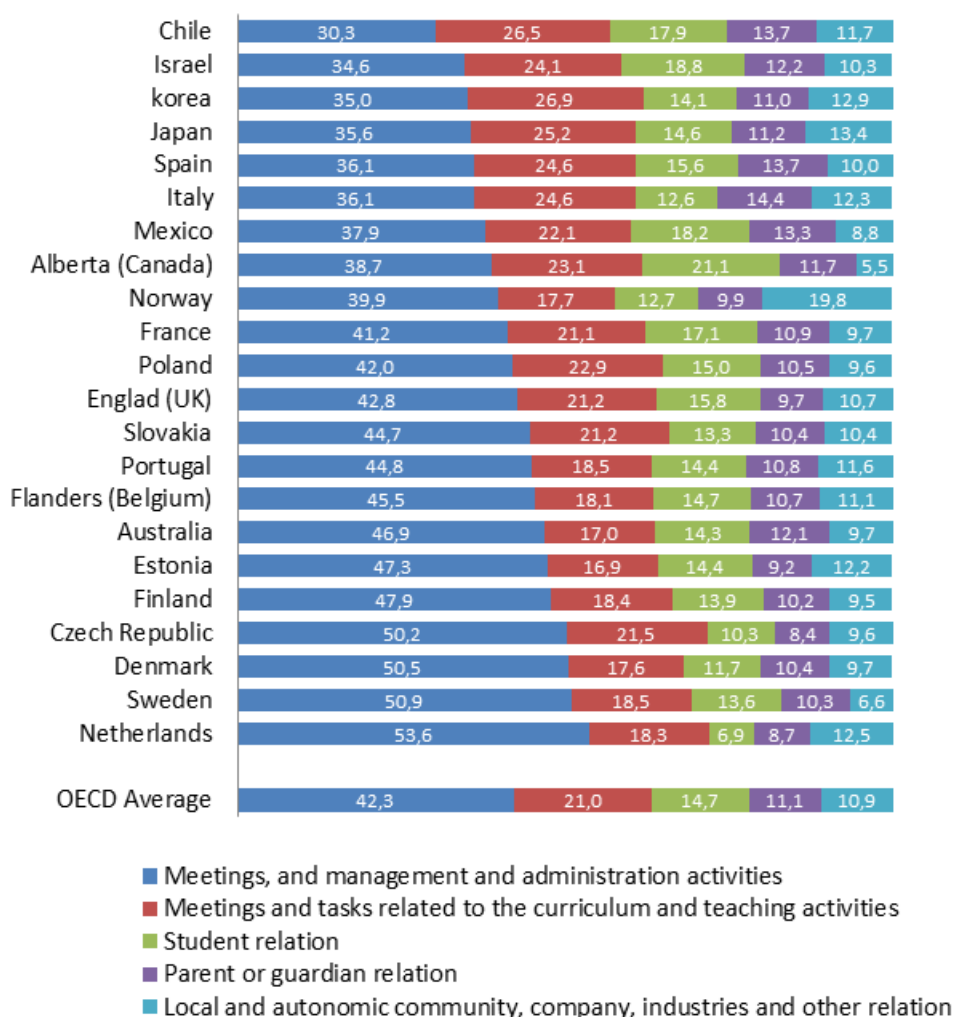
The LOMCE reforms are being introduced progressively. Regarding the standardisation of the refresher course on management skills, from five years after the LOMCE came into effect:

- Those who were authorized or accredited to exercise the management of public schools before the LOMCE came into effect can only take part in selection procedures for the management of public schools after passing a refresher course on management skills, without the need for the training course.
- Those who at the date the LOMCE came into effect, or during the next five years, find themselves occupying the post of principal in a public school can only participate in these selection procedures after passing a refresher course on managerial skills, without the need for the training course. Passing this course is not necessary in any case for re-appointment as a principal.
- The Education Authorities must continue to organize initial training programs for the appointment to the post of principal for those who do not have experience of at least two years in the management role, and are not in possession of licenses or accreditations for public school management issued prior to the LOMCE coming into effect, or have not completed a training or refresher course of managerial skills for the performance of the management role.
- Regarding school management in subsidised private schools, there are also changes in the new educational model based on the same objectives and principles in the sense of streamlining the decision making, improving technical qualification and improving the balance in the set of duties that correspond to the school board, school principal and the ownership of the school; therefore, some duties of the school board have currently passed over to the school management and also some duties of the principals now correspond to the ownership of the school.

According to the TALIS study of the OECD in Spain, principals say that they spend much more time on administrative tasks than on the rest of tasks such as on pedagogical practices (curriculum and teaching).

As seen in Figure 5.11, on average in OECD countries and regions, principals spend 42.3% of their time on administrative tasks and management and meetings (Spain, 36.1%); 21.0% of their time on tasks and meetings related to study and teaching plans (Spain, 24.6%); 14.7% on student relations (Spain, 15.6%); 11.1% on relations with parents or guardians of students (Spain, 13.7%); and 10.9% of their time is devoted to relations with authorities, businesses and local industries (Spain, 10.0%).

**Figure 5.11 Distribution of the working time of principals**



Source: INE (2014). TALIS 2103. Spanish Report. Madrid: Ministry of Education, Culture and Sport.

In the OECD average, 62.3% of principals said that they have to intervene to solve problems in the classroom and in Spain (82.9%) that percentage is twenty percentage points higher, suggesting that Spanish teachers need more help from principals to resolve conflicts in the classroom.

On average, 40.1% of the principals of OECD countries participating in this study state that they often supervise the classes of teachers. In Spain the figure is around 29.5%, a lower proportion than most countries.

Improving the quality of education in schools through the development of educational goals and programmes, based on the results obtained by students is a reality for almost 9 out of 10 principals of the OECD countries (88.7%) participating in TALIS. In Spain the proportion (90.3%) did not differ significantly from the OECD average or the proportion of the vast majority of countries and regions participating.

There is not, however, the same level of involvement of principals when it comes to working on a professional development plan for their schools. In the OECD average, 76.2% of principals claim to work on professional development plans for their school. In Spain, this proportion barely reaches 39.8%, fifty percentage points lower than those who claim to use the results of students to improve their schools and it is, together with Finland (39.7%) and France (46.0%), the lowest of those observed.

Only a minority of Spanish principals report that in preparing for their current post they did not receive training for school management, for teaching classes as teachers or any courses on pedagogical leadership.

#### Other single-person governing bodies

The head of studies is responsible for all the academic-teaching matters of the school. To support its work the existence of deputy heads of studies of Compulsory Secondary Education (ESO), Baccalaureate or Vocational Training has been planned in schools with high numbers of students or great organizational complexity.

The administration and financial management correspond to the secretary of the school. Their duties are, among others, to arrange the financial system, coordinate and direct the Administration and Services staff (PAS), prepare the budget draft and/or project, act as secretary of the collegiate bodies, watch over the school archives, issue certifications, and ensure maintenance of equipment. Secondary schools whose complexity so requires may have an administrator assigned to substitute the secretary and be responsible for the management of human and material resources of the school. This is the only member of the management team who cannot designate the principal, as the secretary is appointed by the education authority.

#### **Collegiate governing bodies**

Schools have at least two collegiate governing bodies: the School Board and the Teaching Faculty.

The School Board is the governing body of the school which involves the educational community. It consists of the management team, the Secretary and a representative of the administration and services staff of the school, a councillor or representative of the Council, and representatives of teachers, parents and students. The education authorities determine the total number of members and regulate the processes of electing representatives of the different sectors.

The School Board has similar duties in different Autonomous Communities, which are shown in Table 5.1.

**Chart 5.1. Roles of the School Council**

Approve and evaluate the educational project, the project management, the rules of organization and operation of the center without prejudice to the powers of the teachers in connection with planning and educational organization.
Knowing the nominations and projects submitted by and candidates to the school management as well as participate in that process and, where applicable, with the agreement of its members adopted by two-thirds majority, propose the revocation of the appointment of the same and as a result , be informed of the appointment and removal of other members of the management team.
Decide on the admission of students as set out in the regulations.
Analyze and evaluate the overall operation of the center, the evolution of academic performance and results of internal and external evaluations involving the center as well as develop proposals and reports on its own initiative or at the request of the competent education authorities on the center operation and improving the quality of management.
Propose measures and initiatives to favor coexistence in the center, equality between men and women and the peaceful resolution of conflicts in all areas of personal, family and social life and, where applicable, to know the resolution of disciplinary conflicts and ensure to which comply with current regulations.
Designate a person that drives educational measures to promote real equality between men and women.
Promote conservation and renovation of school facilities and school equipment, and approve the acquisition of additional resources.
Set guidelines for collaboration with educational and cultural purposes, with local authorities, with other schools, institutions and agencies.
Analyze and assess the evolution of academic performance and results of internal and external evaluations involving the center.

**Source:** Prepared by Eurydice Spain-REDIE (CNIIE, MECD) from current regulations.

**In subsidised private schools**, the powers of the School Board are similar, but with the addition of their involvement in the selection and dismissal of teachers, and the possibility of making proposals to the educational authority about authorisation for setting up supplementary payments from parents for extracurricular educational purposes.

In addition, public schools called Integrated Schools, which provide Vocational Training studies and also with powers to teach Vocational Training linked to employment, have another collegiate body called the Social Council with the participation of representatives of local government and companies linked to the production sectors of the studies taught.

The Teaching Faculty is the participatory body of teachers in the governance of the school. It has the responsibility for planning, coordinating, informing and deciding on all educational aspects. It is chaired by the principal and made up of all teachers serving in it. Its duties are the following (Chart 5.2):

**Chart 5.2 Roles of the Teaching Faculty**

Formulate the management and the School Council proposals for the development of the center's projects and the annual general programming team.
Approve and evaluate the realization of the curriculum and all the educational aspects of the projects and the annual general programming.
Establishing the criteria concerning guidance, tutoring, assessment and recovery of alumni / ae.
Promote initiatives in the field of experimentation and educational research and teacher training center.
Elect their representatives in the School Council and meet the candidates to address the projects submitted and participate in their selection.
Analyze and evaluate the overall operation of the center, the evolution of academic performance and results of internal and external evaluations in which the center part.
Report of the rules of organization and functioning.
Propose measures and initiatives to promote coexistence and know the resolution of disciplinary conflicts and the imposition of sanctions and ensure that they comply with current regulations.

**Source:** Prepared by Eurydice Spain-REDIE (CNIIE, MECED) from current regulations.

## 5.5 The teaching and learning environment within schools

### Guarantee of quality of education

The Constitutional Law of Education (LOE), 2006, and the Constitutional Law for the Improvement of Educational Quality (LOMCE), 2013, are the basic rules of general management of the Spanish educational system and introduce goals shared with other members of the European Union, including improving the quality and the effectiveness of education and training systems. To do so, they highlight educational inspection and evaluation as factors encouraging the quality of teaching.

#### Educational inspectorate

The Educational inspectorate has, among its powers and functions, to ensure compliance with the law, ensuring the rights and duties of all those involved in teaching and learning processes, improving the education system, and the quality and equity of teaching.

According to the decentralized nature of the Spanish education system, the educational inspectorate is organized into two levels:

- **The High Inspectorate**, which exercises the power and duty of the State to inspect and standardise the education system at a nationwide level. It has a presence in the 17 regions



and statewide powers to oversee all studies, both non-university and university, ensuring that all the Autonomous Communities comply with the rules established by the State.

- The **Educational Inspection of non-university education**, which arrange, regulate and exercise the educational authorities of the Autonomous Communities within their sphere of management.

Educational inspection is the link between the authority and the schools, and plays a key role in the processes of external evaluation of schools. In the performance of their duties, inspectors are considered a public authority and their activities include:



















- To get direct information about all activities carried out in the schools, to which they have free access.
- Examine and check the academic, educational and administrative documentation of the schools as they deem appropriate.
- Receive the collaboration necessary for the development of their activities from the other civil servants and heads of schools and educational services, both public and private.








The Autonomous Communities, based on guidelines set by the MECD, have regulated and approved the instructions on organization and operation of their services from the Educational Inspectorate. In the Autonomous Communities that have defined and adopted their own Plan for Evaluation of Schools, the inspectorate develops the external evaluation according to that plan, which in some cases involves working with other regional institutions of evaluation.

According to *Education at a Glance 2015*, of the countries that participated in the report, Spain is the country where school inspections are performed most frequently in public schools (one or more times a year). In other countries self-evaluation of schools is more common.

In Spain, self-evaluation is carried out but is not part of accountability. Education legislation states that the educational authorities will support and facilitate school self-evaluation, and inspectorate can advise and guide the process of self-evaluation so that schools can monitor the processes of teaching and learning, student results and measures proposed to prevent learning difficulties. Table 5.9 shows the difference between Spain and other countries:

**Table 5.9 School inspections and self-assessments of schools required for accountability reports in public schools (2015)**

		School inspections required for accountability of schools			Self-evaluations of schools required for accountability		
		Primary Education	1st Stage Secondary Education	2nd Stage Secondary Education	Primary Education	1st Stage Secondary Education	2nd Stage Secondary Education
	Spain						
	France						
	Greece						
	Italy						
	Portugal						
	Germany						
	Netherlands						
	Finland						
	Norway						
	Sweden						
	USA						
	UK (England)						
	UK (Scotland)						
	Ireland						
	Brazil						
	Chile						
	Mexico						
	Japan						

 Once a year or more frequently  
 Once every two or three years  
 Once very three or more years  
 No demand of frequency of inspections or self-evaluations  
 Inspections and evaluations required but with unknown frequency  
 There is self-evaluations but it is not part of the accountability system  
 Inspections or evaluations are not required

Source: Education at a Glance. OECD Indicators 2015 Spanish Report. Extract the D6.10a Tables, D6.10b, D6.10c, D6.12a, D6.12b, D6.12c. Education at a Glance 2015.

### The evaluation of the education system

According to the provisions of the LOMCE, evaluation of the education system must be conducted by the National Institute for Educational Evaluation (INEE) and by the corresponding bodies of the education authorities that these determine, within the scope of its powers.

The purposes of evaluation of the education system are to:

- Contribute to improving the quality and equity of education.
- Guide education policies.
- Increase transparency and effectiveness of the education system.
- Provide information on the degree of compliance with the improvement objectives set out by the education authorities.
- Provide information on the degree of achievement of the Spanish and European educational objectives, and the compliance with educational commitments in relation to the demand of Spanish society and the targets set in the context of the European Union.

Evaluation covers all educational fields and must be applied to the processes of teaching and learning and student results, the activity of teachers, the management role, operation of schools,

inspection and the education authorities themselves. With regard to evaluations of students, the LOE set out the obligation to perform diagnostic assessments based on eight basic competencies established in the curriculum. Diagnostic assessments of the basic skills of students introduced by the LOE are of two types: General Diagnostic Assessments at state level and Diagnostic Assessments undertaken by the Autonomous Communities in the exercise of their powers in education. In 2009 the first General Diagnostic Assessment in the 4th year of Primary Education was carried out, and in 2010 the first in the 2nd year of Compulsory Secondary Education.

The LOMCE has replaced these diagnostic assessments with end of stage external assessments, whose main objective will be to check the level of acquisition of the objectives of the stage, as well as certain key competences. These new assessments will take place in 3rd and 6th year of Primary, 4th of Compulsory Secondary Education and 2nd year of Baccalaureate.

The process began with the publication of the *Royal Decree 1058/2015*, of November 20, by which the general characteristics of the tests of the final assessment of Primary education are regulated, in order to ensure common minimum assessment characteristics for the whole of Spain. However, the design, implementation and correction of tests will correspond to the competent education authorities, which must ensure the proper application and qualification conditions of them.

These external final assessments provide:

- Teachers, students and families with the definition of goals and common objectives that must be overcome at the end of each stage.
- Families with information on the progress of their children in the education system. Transparency.
- Schools and teachers with detection of learning disabilities at an early stage and information on the outcome of the teaching-learning process and the need for individualized attention to students. Comparable and objective diagnostics. They focus on their teaching method and the educational project of the school, so no student is left behind.
- Schools, teachers and education authorities with another tool to deal with a change in teaching methodology that surpasses a model based almost exclusively on memorization and evolves towards a model that integrates competences.
- Education authorities with information to apply resources and establish improvement programmes, and also disseminate the performances of schools with good practices. They help to establish efficient education policies.
- Students with the motivation to stay in the educational system and continue their studies beyond the compulsory stages, and recognition of good results, excellence, effort and responsibility.
- Society with the existence of minimum common requirements for all territories, which guarantee the official nature and validity of degrees, comparable to those established internationally.

The results of the end-of-stage assessments will be shared with the educational community through common indicators for all Spanish schools, without identifying personal data and after consideration of background economic, social and cultural factors. Common indicators to all Spanish schools will be set by the Ministry of Education, Culture and Sport. Due to differences in social realities and environments of schools, there are no plans to disseminate comparative data on them.

#### External evaluation of schools

The legislation stipulates that the education authorities of the Autonomous Communities:

- Can develop and implement plans for evaluating schools, which take into account the socioeconomic and cultural situations of families and their students, the environment of the school itself and the resources available.
- They must support and facilitate self-evaluation of schools.

Therefore, each Autonomous Community is responsible for the design and implementation of mechanisms of external evaluation of schools in their territory and may also establish their own model of self-evaluation or internal evaluation. Given that the two are complementary, in several communities they are regulated jointly.

Diagnostic assessments of basic competences are one of the mechanisms of external evaluation of schools common to all Autonomous Communities. In addition, some of them develop plans for external evaluation that include other evaluator mechanisms. Although different between the education authorities, their salient features are as follows:

- They have a variable frequency, which often coincides with the performance period of the school management.
- The responsible body, usually the education inspectorate, in collaboration with agencies for evaluation and educational quality assessment of the autonomous community, define the areas to be evaluated by previously established and known indicators.
- In general, contextual aspects, resources, educational processes and outcomes are evaluated. In some cases also they evaluate other aspects such as equity conditions.
- The procedures used often include the analysis of school documents, conducting interviews and questionnaires for different sectors of the educational community, and direct observation of teaching and learning situations.
- The result of the evaluation is included in a report available to the education authority and the school, so they can introduce improvement measures.

On the other hand, several Autonomous Communities, generally through their agencies for educational quality and evaluation, have developed guidelines or guidance to support self-evaluation of schools. They address different aspects such as areas of evaluation, indicators, procedures, instruments or guidelines for the development of an improvement plan. This type of evaluation is usually carried out on an annual basis, although in some cases, they indicate that evaluation is ongoing and the results thereof are reflected in the external evaluations depending on the deadline for them. In general, the school management is responsible for coordinating the process of self-evaluation and the educational inspection performs advice or supervision tasks.

In addition, some communities have set up quality programmes for the implementation of quality management systems, which are voluntary for schools. In this case the education authorities provide schools the opportunity to be part of these models of quality management whose fundamental requirement for membership is an ongoing evaluation with high standards, by audit of all the processes and results given in a school, as well as those involved in it, with the ISO and EFQM models being those that are most accepted by both the Administration and schools.

Another mechanism of quality assurance are the service Charters, which are set as a quality control of educational services in the schools on the initiative of the authority. Service charters, as instruments for continuous improvement of services, are documents through which schools such as public organizations report on the quality commitments of services that they manage and provide, in response to the needs and expectations of families and users and the demand for transparency in the public sphere.

#### Evaluation of the teaching and management role



















The LOE states that education authorities of the Autonomous Communities must develop plans for evaluating the role of the teaching civil service, in order to improve the quality of teaching and teachers' work, and that they can develop plans for evaluating the management role. The evaluation plans for public teaching must be developed with the participation of teachers and be made public.


As for principals who wish to renew their term of office after the first four years and for periods of equal duration, the evaluation is provided for in the legislation (LOMCE Art. 85), following a


positive evaluation of the work carried out at the end of those periods. The criteria and procedures for this evaluation will be made public and objective and will include the results of individualized evaluations made during their term of office, which in any case, will take into account background socioeconomic and sociocultural factors and monitoring of the evaluation over time. Education authorities may set a maximum limit for the renewal of terms of office (LOMCE Art. 89).


If the evaluation of the teaching and managerial role is analyzed from the international perspective provided by the *Education at a Glance 2015* report (Table 5.10), it can be seen that in Spain teacher evaluation is limited to access to a permanent training, but there is no regular evaluation of teachers as such in the Spanish legislation. Principals need to be evaluated for the post and also on a regular basis after in order to renew their professional category.


**Table 5.10 Frequency of the different types of teacher and Principal evaluations according to the legal framework (2015)**


		Types of teacher's evaluation					Principal evaluation
		Completion of the trial period	Periodic evaluation	Access to permanent post	Evaluation for promotion	Reward or incentives plan	Evaluation
	Spain						
	France						
	Greece						
	Italy						
	Portugal						
	Germany						
	Netherlands						
	Finland						
	Norway						
	Sweden						
	USA						
	UK (England)						
	UK (Scotland)						
	Ireland						
	Brazil						
	Chile						
	Mexico						
	Japan						

 Mandatory and periodic

 Non mandatory / it is voluntary

 No data

 Mandatory and no periodic

 There are no laws for evaluation

Source: Education at a Glance. OECD Indicators 2015 Spanish Report. Extract the D7.3b Tables and D7.8b) Education at a Glance 2015.

## 5.6 Use of school facilities and supplies

In Spain, the conservation, maintenance and security of buildings for Pre-primary, Primary or Special Education schools is the responsibility of the municipality, and their use for purposes other services or ends needs prior authorization from the education authority.

The education authorities are responsible for establishing the procedure for the use of schools by the municipal authorities outside school hours for educational, cultural, sporting or social activities. Such use shall be subject only to the needs arising from the programming of the activities of those schools.

Education, sports and municipal authorities cooperate in setting out procedures to allow the double use of the sports facilities belonging to schools or municipalities (Ministry of Education, Culture and Sport 2004).

### **Using ICT at school**

It is widely recognized that one of the areas of special emphasis in view of the transformation of the education system is that of Information Technology and Communication (ICT). This requires a review of the notion of classroom and educational space from a broad reading of the educational role of new technologies. The widespread incorporation of ICT into the educational system will personalize education and adapt it to the needs and pace of each student. On the one hand, it will reinforce and support in cases of underperformance and on the other, will allow the limitless broadening of knowledge transmitted in the classroom.

In addition, ICT must also be a key tool in teacher training and lifelong learning, by allowing the general public to combine training with personal and work obligations, and also in management of processes.

The development and application of ICT in the classroom is coordinated, statewide, through the Plan of Digital Culture at School. This plan, which has been implemented since 2012, has five main areas of action:

- A. Connectivity of Schools
- B. Inter-operability and Standards
- C. Open Educational Resources
- D. Neutral point for paid educational resources
- E. Framework for Digital Teaching Competence

It also has two cross-curricular areas that support the above:

- Collaborative Spaces
- Internet and Social Networking

The Connectivity in Schools project of the Ministry of Education, Culture and Sport aims to provide better network connectivity to 100% of public schools in Spain. To this end, a Framework Agreement was signed in March 2015, worth 330 million euros, to carry out the connectivity project for schools.

The area of Inter-operability and Standards works on defining standards of academic records of students and teachers, as well as the creation of an Inter-operability Node for exchanging this information between different autonomous communities and schools. This node is also connected to the Teacher Training Database and the Schools Register, and may be consulted by interested parties (teachers, students and families).

In the area of Open Educational Resources the Educational Procommon Project has been developed, which integrates databases for open educational resources of the State and the Autonomous Communities. In July 2015, the Procommon had more than 115,000 open educational resources. This action is supplemented by the development and maintenance of eX\_eLearning software, an experimental tool for the creation, modification and publication of open educational content, and which already has over 260,000 downloads.

Another important ongoing project is the creation of a neutral point for digital educational content, not free, for coordinating the supply and demand for digital books and to facilitate their use in the classroom. This project is supported by the MARSUPIAL standard for on-line access to paid digital educational content, which is currently being developed to also support off-line content.

In 2014 the Common Framework of Digital Teaching Competence was developed, in cooperation with all Autonomous Communities, which sets the standard of what we mean by digital competences of teachers, drawn from the European Union DIGICOMP standard.

By educational stages, in the first stage of Compulsory Secondary Education it is specified that ICT will be used for work in all subjects of the three years, without prejudice to their specific treatment in some subjects. In 4th year it is one of the specific subjects among which students can choose a minimum of one and a maximum of three. In Baccalaureate, in both years, it is again considered as a specific subject, chosen by the students among two to three those provided. In this educational stage they are organised under the name, "Information and communications technology I and II".

The new approach for ICT in the academic organization of the Spanish educational system, as well as the set of programmes and actions described, are based on multiple criteria, among which the following are considered essential:

- New information and communications technology (ICT) allow efficient access to and use of different information, after its critical and competent evaluation, for the problem or issue in question. The textbook can no longer be the only source of information in the teaching of quality education.
- In an increasingly digital culture and society is important to integrate the use of virtual environments for personal learning in education processes in order to provide children and young people with the skills, knowledge and understanding that will help them participate actively and fully in society and the information economy, both now and in their future careers.
- ICT expands and enhances learning opportunities, facilitates efficiency, promotes creativity and encourages the motivation of students.
- Its use has already contributed to the resurgence of reading and writing as essential skills that every person must possess; it also develops another core skill in the 21st century, that of digital competence, which means having access to a wide range of practical and cultural resources that are related to the use of digital tools and services that make up the virtual learning environment. It is also the ability to produce and share content in different ways and formats; to create, collaborate and communicate effectively and understand how and when digital technologies can help in more active learning. Digital competence supports learning of content within the context of a society that increasingly creates and transmits information through technologies such as the Internet. Skills, knowledge and understanding of digital competence are therefore increasingly essential for young people to grow and develop in a society where digital technology plays an increasingly important role. And that training must be done in an integrated way in the learning of all subjects.
- It also facilitates collaborative learning with students from other schools and other countries. Thanks to new communication technologies communicative practice and multilingual content learning can be expanded.
- In addition ICT allows transparency in what is taught and what is learned, and can be used as a tool to investigate, organize, evaluate and communicate information, as well as for having a fundamental understanding of the ethical and legal issues involved in access and use of information; for this it is essential, given the age of the students who use ICT intensively, to develop the necessary training on security, privacy and rules in order to deal with the new digital media appropriately, something which can only be learned through intensive practice of content learning with those media and in those environments.

As well as its importance which has been recognized in education reforms, ICT has also been granted an important role in the workplace in some of the actions that make up the Strategy of Entrepreneurship and Youth Employment 2013-2016, adopted by the Spanish Government on the basis of European guidelines grounded in the deep concern about youth unemployment associated with skills shortages that are related to education and training, in order to promote self-learning.

In the Spanish education system the modality of teaching called e-learning is becoming increasingly more common and which, generally speaking, affects both general education as

either academic or Vocational Training, and also Adult Education. It is based on the generation of virtual environments which in turn allow the creation of Virtual Classrooms managed by teachers with technical assistance from the educational authority. Full qualifications or modular studies are accessible to a growing number of users who discover the benefits of these methodologies, mainly with regard to the comfort of permanent access without the segmentation of school times into strict periods, and the elimination of the need to move from remote rural areas or disadvantaged environments.

The teachers involved in and responsible for virtual environments, use of the necessary platforms and Virtual Classrooms, are, to all intents and purposes, part of the School Faculty; they can spend their whole day in the e-learning modality, or share the day with a regular classroom-based modality. Furthermore, these studies are also supervised by the competent service for this which is the Educational Inspectorate.

The presence of Information and Communication Technology in Spanish education is in the process of improvement and consolidation at all levels, as described, and all the local and regional authorities are combining their efforts in cooperation with the Ministry of Education, Culture and Sports.

As a result of this common drive in all authorities, the MECED statistics with the latest data reflect important developments in the availability and use of computers by students. The average number of students per computer meant for teaching and learning tasks that in 2008 was 6.1 has been reduced to 3.1, the average of Spain for public schools being 2.8; likewise, the percentage of schools with broadband Internet connection (minimum 1Mb) has improved from 72% in 2008 to 92.8% (97.7 in private schools) in 2013.

Complementing this progress, the National Statistics Institute also publishes a growth in the number of children and young people who, between 10 and 15 years, are regular Internet users, both at home and in the classroom, which has increased from 82.2% in 2008 to 91.9% in 2013.

## **5.7. Main challenges**

The main challenges in this chapter on use of resources are the following:

- Establishing a professional career for teachers which sets out a competence profile that evolves and is evaluated throughout their working life: from initial training before admission, conditions of admission, the initial mentored stage, ongoing training, definition of possible career pathways (teacher, principal, administrative/managerial, supervisor, etc.) and development as a senior professional.
- As a result of the implementation in the last reform of the LOMCE, having a masters degree for educational managers starting their career was set as a requirement for access to leadership positions. The consolidation, evaluation and monitoring of this measure are particularly important and represent a challenge within the Spanish education system.
- Although schools that have developed systems of self-evaluation and quality assurance have been around for years and are quite numerous, it is not standard practice. The processes of self-reflection are an essential first link for starting cycles of continuous improvement, so their organized and consolidated spread could provide a key tool in improvement and efficiency in the use of resources.
- Improve the use of educational facilities outside school hours in coordination with the local authorities that correspond to the school, which often duplicate these resources (sports facilities, libraries, study rooms, rooms for cultural use, auditoriums, etc.) resulting in more cost and inefficiency.



## Chapter 6: Resource Management

### 6.1 Ensuring knowledge of resource management

#### Resource Management Training

##### National programmes

There are training programmes which ensure that those most directly linked to the management of schools can learn about procedures to manage their resources and budgets effectively and transparently. The powers for organizing this training corresponds to the education authorities, each within the scope of its own territory, and that training is part of the respective plans for each year.

The Ministry of Education has a body for organizing training at a national level, the National Institute of Educational Technologies and Teacher Training, and their own budgets allocated to this body. Although this training in resource management exists, it is also true that is directed to management teams, since the training more widely delivered to other teachers is more related to updating in areas or specific subjects, or issues of great concern in schools such as the management of the diversity of students in classrooms or educational management with tools of digitized technology. Now the new education law aims to give impetus to this national training in the field of management skills.

To access the post of principal in public schools in Spain, and as a requirement to be a candidate for the Management, the legislation makes it compulsory to complete a training course on the development of the management role (LOMCE Art. 83). Within the framework of this new education law this was done for the first time at national level in 2015. The course, aimed at teachers from all over the country, has been taught by the National Institute of Public Administration (INAP) in collaboration with the Ministry of Education, Culture and Sport, and its participants have been selected through the announcement of April 16, 2015, from the Secretary of State, Vocational Training and Universities.

This course will be the basis on which future editions are developed and whose content should provide guidance to Autonomous Communities for their own courses, so that more detailed information is provided. This is a mixed modality course, which consists of a 40-hour attendance phase and a network phase of 110 hours; between the two they make up a total of 150 hours of training (Art. 134.1.c) of the Constitutional Law 2/2006 of 3 May, of Education, as amended by the Constitutional Law 8/2013, of December 9, for improvement of educational quality, Royal Decree 894/2014, of 17 October 2014, Resolution of 16 April 2015, of the Secretary of State for Education, Vocational Training and Universities.

1,197 public teachers applied for the course (Figure 6.1), of which 150 were selected from the following communities: Madrid (82), Andalusia (32), Murcia (16), Valencia (6), Castilla and Leon ( 5) Castilla La Mancha (3), Extremadura (3), Catalonia (2) Galicia (1) and Asturias (1). These percentages are shown in Figure 6.1 on the next page.

The training has responded to the key issues for future school principals, according to the following distribution of times, all during 2015:

Module I. Management Project (Transversal), June 27 to November 28

Module II. Accountability and quality of education, June 27 to September 13

Module III. Regulatory framework applicable to the school, Sept. 13 to Oct. 3

Module IV. Organization and management of the school, October 3 to October 24

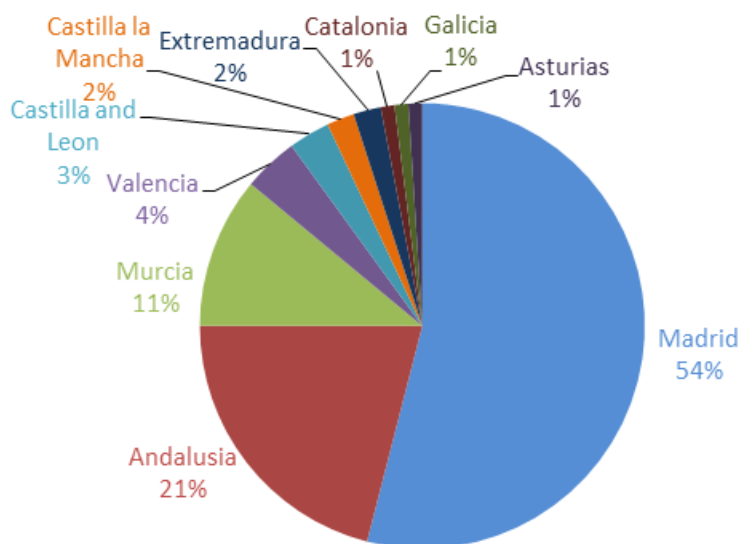
Module V. Resource Management, October 24 to November 28

Module VI. Key factors for effective leadership, November 28 to December 28

([http://blog.educalab.es/intef/wp-content/uploads/sites/4/2016/01/2016\\_01\\_12InformeFinalDirectores\\_licenciacc.pdf](http://blog.educalab.es/intef/wp-content/uploads/sites/4/2016/01/2016_01_12InformeFinalDirectores_licenciacc.pdf))

Previously (LOE Art. 134), all administrations carried out the initial training of future managers once they had been selected, after the selection process and before taking the post, i.e.: Principal of Secondary Education Institute (IES) or an Pre-primary and Primary Education School (CEIP).

**Figure 6.1 Percentage of teachers (Principal Management course) by Autonomous Community. 2015**



Source: MECD. INTEF.

#### Autonomic programs:

The regional education authorities periodically organize other training activities on Executive Management in addition to that already mentioned concerning the training of future Principals; it is contained in their Training Plans, but it is not compulsory for management teams who want to upgrade nor for teachers, but rather voluntary for all studies and all levels. In this case, the training has the merit value that the Authority itself establishes. One example of an educational administration (Canary Islands), whose course accreditation can serve as a prototype for other Autonomous Communities for the same purposes is mentioned below: The Canary Islands Government, Course: Accreditation for the administrative and financial management of public schools (course 2015/2016).

(<http://www3.gobiernodecanarias.org/medusa/perfeccionamiento/areapersonal/geco.php>)

El Canary Island Teacher Training Plan for non-university teachers regularly convenes this professional accreditation as a strategic activity within the "management team training program" line of action, with the overall aim of promoting the principles of transparency, effectiveness and efficiency in the administrative and economic management of public schools of the Ministry of Education and Universities.

#### ***What are the objectives of the announcement?***

- To promote the principles of transparency, effectiveness and efficiency in the administrative and financial management of public schools of the Ministry of Education and Universities.
- To have trained and accredited people to carry out the administrative and financial management of public schools with the competence knowledge related to such management.

***Why this professional accreditation?*** Because:

- It provides a theoretical-practical basis that allows people who exercise the leadership and secretary roles of the schools to process documents and procedures that are generated in their operation within the financial, administrative and fiscal regulatory framework.
- It defines specific training that promotes continuous updating and improvement of professional qualifications for the performance of positions of governance, and participation in the control and management of the schools.

#### ***What does it mean to be accredited?***

- The accreditation will be recognized in the individual portfolio of teacher training and shall be regarded as having additional value in the terms considered by the educational authority.
- It may be considered as a merit for access to the management or the secretary role in non-university public schools and for transfers of teaching staff.

#### **Support and monitoring of the use of resources in schools**

As regards support measures, schools can have a variety of forms of help and advice:

- Advice from institutional web portals and pages of each education authority which provide extensive information on varied aspects of economic management and resource management (legislation, hiring, taxation, management of European funds, electronic invoicing).
- Programs (ICT) for financial management of schools: all schools have these programmes, with specific ICT applications for financial management. The Ministry of Education, Culture and Sport created a programme that was launched in 2000, a year before education transfers occurred, called Economic Management of Schools (GECE 2000) which has been the basis of the subsequent computerized financial management programmes of the regional education authorities that are currently in force. The programme has many features and utilities to support computerized financial management and allows the development of official budget models necessary for the accountability required for the academic year and the calendar year. Currently this programme is still in force, and which has last been updated in 2013 and adapted to the standards of economic management in each Autonomous Community which uses it.  
[https://sede.educacion.gob.es/publiventa/descarga.action?f\\_codigo\\_agc=11553\\_19](https://sede.educacion.gob.es/publiventa/descarga.action?f_codigo_agc=11553_19)
- In the case of the educational authorities who have created their own distinct programmes that update the online use and web environments of new applications, transition periods have been planned during which teachers (mainly Management teams) have been provided with the proper training to take on the changes more effectively.
- Procedure manuals: The educational authorities provide information on specific topics related to financial management, as happened more recently with the new legislation on administrative recruitment and its impact on the procedures and legal framework of schools mainly in:
  - Recruitment: object, selection, cost, duration, payments.
  - Administrative contracts (works, supplies, services).
  - Mixed contracts (for different services simultaneously, such works + supplies).
  - Private contracts.

In 2004, the Ministry of Education itself prepared a very useful document for all Spanish schools as help and guidance to all education authorities who had received transfers of educational services in 2000, which has also been of use to subsequent documents on financial management in the Autonomous Communities (Ministry of Education, Culture and Sport, Deputy Secretariat, Technical Inspectorate of Services, 2004: the financial management of public schools ([https://sede.educacion.gob.es/publiventa/descarga.action?f\\_codigo\\_agc=11553\\_19](https://sede.educacion.gob.es/publiventa/descarga.action?f_codigo_agc=11553_19)). This document was updated in 2013.

## **6.2 Monitoring and review of the use of resources**

### **State Level**

The Ministry of Education exercises the functions of direct supervision and review of the use of resources of schools within its jurisdiction, through its Provincial Directorates or Departments of Education Abroad.

The Deputy Secretariat, through the General Inspectorate of Services that develops review programmes of schools to evaluate their effectiveness and efficiency also exercises the functions of supervision and review.

Likewise, schools are subject to the review mechanisms established by the General Intervention of the State Administration.

### **Autonomic/regional level**

The LOMCE (Art. 119.1), in the article which refers to involvement in the operation and governance of public and subsidised private schools, states that education authorities will ensure the involvement of the education community in the review and management of schools supported by the Administration with public funds through the School Council.

Education authorities may allocate more allowances to public schools or subsidised private schools for the projects that need it, or to address the special needs of the school population. They also set limits for public schools to obtain supplementary resources with prior approval, as set out in the LOMCE, from the school's principal, and makes this allocation conditional to the accountability and justification for their proper use.

The education authorities exercise the review, supervision and monitoring of the effective and efficient use of resources both from their own financial services at the Technical General Secretariat, and from the Educational Inspectorate and Central Inspectorate, both within its jurisdiction. It is performed on all elements and aspects of the educational system to ensure compliance with laws, assurance of rights and the observance of the duties of those involved in the teaching and learning processes, improvement of the education system and quality and equity of education. The reviewing of resources is done within the framework of the following functions:

- Supervise and review from a pedagogical and organizational perspective, the operation of schools, and the programmes they develop.
- Supervise teaching practice, leadership roles and collaborate on continuous improvement.
- Participate in the evaluation of the education system and the elements that comprise it.
- Ensure schools' compliance of laws, regulations and other current provisions affecting the education system.

The Education Inspectorate supervises the operation of schools, which affects both material and human resources so that any modification or re-allocation of resources has the prior knowledge and supervision of the Inspectorate.

As happens at the state level, the Technical Inspectorate Service, the Delegate Intervention and the General Intervention perform the same functions within their territorial jurisdiction.

### **School level**

The financial management carried out by public schools is part of the exercise of their autonomy, but always within the margins set out by LOE, LOMCE and the regulation for each education authority, or the delegations that these create in their government bodies. Thus, schools can:

- Acquire goods, contract works, services and supplies.
- Formulate qualification requirements and professional training for certain posts in the school.

- Develop their management project, containing the organization and use of resources, both material and human.
- Manage staff, with principals being responsible for the management of resources available to them.

#### The financial budget in schools

The budget is designed as an instrument of financial planning of the school for the provision of educational services. The education authorities allocate resources to schools based on criteria among which are most relevant are school size (enrollment, units) and the studies they teach (General or Special System of Education, or Adult Education). The financial and budgetary management of schools has its legal framework in the following standards: *RD 2793/1998 of December 18, which regulates the autonomy of the financial management of public schools*, and their development and realization is regulated in the *Ministerial Order of 23 September 1999* both standards being currently valid.

The LOMCE states that school principals can organize contracting, authorize spending according to the budget or approve the acquisition of additional resources. (*Art. 132 of the LOE, as amended by LOMCE*) the definition of powers affecting the budget will be:

- To contract works, services and supplies, and authorize spending according to the school budget, arrange payments and approve the certifications and official documents from the school, all in accordance with that set out by the education authorities.
- To approve the acquisition of additional resources in accordance with the provisions (*Art. 122.3 LOE amended by LOMCE*).

As for the School Board, they are assigned functions including those related to the management and use of resources in financial matters:

- Evaluate the educational project, management project, and the rules of organization and operation of the school.
- Report guidelines for the collaboration, for educational and cultural purposes, with local authorities, with other schools, institutions and bodies.
- Promote the conservation and renovation of school facilities and equipment and report the acquisition of additional resources.
- Report guidelines for collaboration, for educational and cultural purposes, with local authorities, with other schools, institutions and bodies.

#### Contracting limitations in the use of resources

The powers of the principal on the discretionary availability of budgets allocated to the school are indicated in Royal Legislative Decree 3/2011 of 14 November, approving the revised text of the Law on Public Sector Contracts approved (TRLCSPP), which sets a limit for the completion of new works at €50,000, and for contracts for supplies and services at 18,000 €, which has changed the previous limitations for these administrative contracts set at 30,000 € for works and 12,000 € (*Law 30/2007 of 30 October, Public Sector Contracts (LCSP)*).

#### Procedural limitations in the use of resources

The limitations on the use of the education budget by school principals, as well as for managing the use of resources, from the point of view of the legal and financial procedures, is indicated by applicable legislation:

- Law on General State Budgets: approved annually in December by Parliament and valid for each year.
- Autonomous Laws of General Budgets: also approved annually in December, once the spending ceiling of the General State Budgets is known, by regional parliaments and are valid for each year.

- Royal Legislative Decree 3/2011 of 14 November, approving the revised text of the Law on Public Sector Contracts. In this legislative framework, whose application is compulsory for all Public administrations, each Autonomous Community can have its own legislation adapted to the socioeconomic reality of the territory.
- Autonomic Decrees which regulate the legal system of autonomy of the financial management of schools in each education Authority regulates, and lower ranking legal norms on development.

### Budget Structure

The budget of schools consists of a statement of spending and a statement of revenue, and both must be balanced for its approval. Each of these statements is structured internally so that it details the nature of the forecasted credits for spending and the source of estimated revenue. As for the criteria for the development of the budget, those that stand out are the ones that contribute to a greater awareness in the responsible use of resources, with the guiding principles being:

- There must be a balance between revenue and spending for the same period of execution.
- Effectiveness and Efficiency in achieving the set objectives and in the use of available resources to achieve the aims or goals of the school.

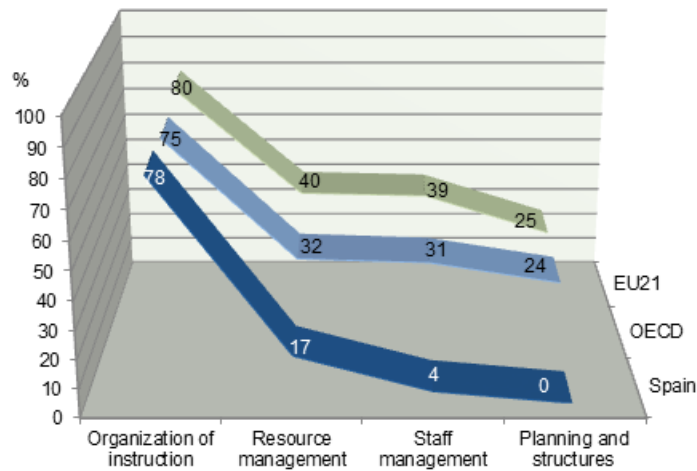
The budget must contain:

- Statement of expected revenue, consisting of the following resources: balance or surplus from the previous year, allocations from the General State Budget, resources received from other public authorities, school's own resources from donations, agreements, providing services, sale of property, use of school facilities, bank interest and other authorized revenue.
- Statement of spending to be carried out to achieve the proposed objectives, related to maintenance and repair of buildings and other structures, machinery, facilities, transport, furniture, equipment for information processes, costs of office supplies, office furniture, supplies, supplementary, extracurricular, and cultural activities and those related to work experience of students in companies, work done by other companies for school meals, transport, school residences or cleaning.
- Quantification of spending by objectives with the priorities for each school year based on indicators of school management such as number of students, size and facilities, number of hours the school is open, number of activities, number of students participating in activities, cost of the school place, or cost of the activity.
- Summary of the quantification of spending by objectives.

### Accountability

As for accountability from each school, this is done at the level of educational authority, but with each school allocated with their own budget, the management has autonomy to use these resources during each school year. In each Ministry of Education it is the General Technical Secretariat which has the responsibility to support and advise schools in this matter, through the Economic Management Services. The following figure shows a general comparison between the EU, OECD and Spain (Figure 6.2):

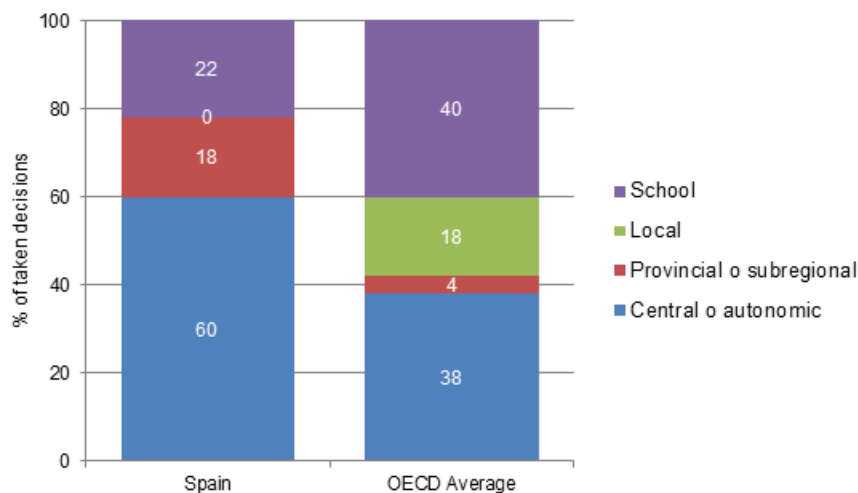
**Figure 6.2. Decision making in schools**



Source: Education at a Glance. OECD Indicators 2012.

The principal of the school is ultimately in charge of managing the financial resources of the school. The management team is accountable for the financial management by presenting Management Account, which will be approved by the School Board and who must know the status of the spending and revenue in each budget year, and sent to the financial management service of the General Technical Secretariat on the dates set by the educational authority. It must be accompanied by a statement containing the results and the evolution of the indicators. Figure 6.3 shows the joint responsibility regarding Secondary Education decisions in all institutional levels.

**Figure 6.3 Percentage of decisions made in each level of government in the first stage of public Secondary education. 2010**



Source: Prepared by INEE from OECD (2013): *Educational policy perspective. Spain. Education Policy Outlook*.

Supporting documents of the costs incurred must be kept under the safekeeping and responsibility of the principal for possible monitoring or audit by other financial bodies such as the Auditors

Tribunal, the General Auditor or the General Inspectorate of Services or to carry out the necessary checks in the field of their respective powers. The minutes of the School Council concerning the approval of the management accounts should incorporate the contents of this account in the Council minutes as proof of the spending and revenue of the school.

The General Technical Secretariat, upon receipt of documentation from all schools prepares the consolidated account of all schools through the Financial Management Service. The General Inspectorate of Services can develop review programmes of schools to evaluate their effectiveness and efficiency.

Likewise, schools are subject to the review mechanisms established by the General Auditor of the State Administration or Delegated and Territorial Auditors in the Autonomous Communities, where appropriate.

### **6.3 The efficiency of education spending**

In comparison, Spain invests more per student than other OECD countries. From Primary school to higher education, in 2010 the spending per student (USD 9,484) was higher than the OECD average (USD 9,313) and Spain spent more per student than the OECD average in Secondary and higher (excluding research and development). Overall, spending per student in primary, secondary and higher education increased by 13% between 2005 and 2010, due to the fact that spending increased more than the number of enrollments.

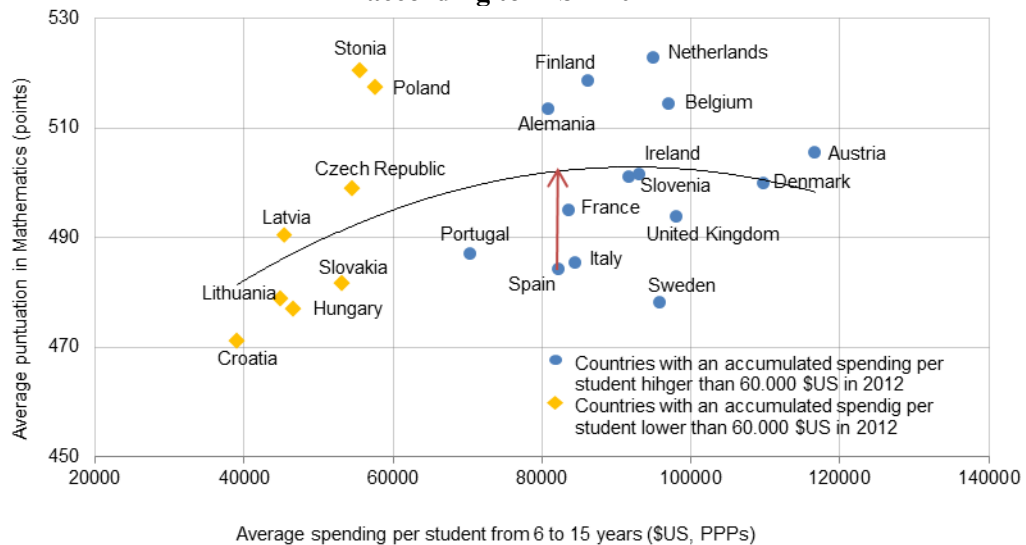
Ensuring that this spending is allocated where it is most needed is particularly important in a context of economic crisis. For example, the total annual cost per student that has repeated a course is estimated at more than 20,000 euros in Spain. Repetition in Spain represents nearly 8% of total spending on Primary and Secondary education, one of the highest rates among OECD countries. This represents a great economic impact for Spain in the educational context of decentralized financial responsibility for the 17 governments, since education is mainly based on sources of public funding (85% in Spain compared to 83.6% OECD average in 2010 ) (OECD. 2013b).

The latest report of the State Board of Education (2015) shows the possibilities for Spain to adopt more efficient public policies for the use of resources in order to obtain greater benefits for society, in terms of better positioning of the performance of Spanish students. The concept of efficiency includes the costs, results and benefits, as well as the relationship between them. It is possible to carry out a graphical approximation of the concept of efficiency by taking the cumulative spending per pupil between 6 and 15 years as an expression of educational spending; and as a measure of results, the performance obtained in the PISA tests.

Figure 6.4 represents the position corresponding to all the countries of the European Union and the line that best fits this cluster (efficiency curve). In this case, with them being comparable countries in terms of spending, the efficiency curve is practically a straight line. When attention is focused on the case of Spain, it is observed that its corresponding point in the input/output diagram is below the efficiency curve, indicating that its results are less than what one would expect from the resources provided by the system. With a similar average cumulative spending per student between 6 and 15, France and Germany get better results, or in other words, have more efficient education systems. On the other hand, countries such as Poland or the Czech Republic, part of the group of countries with cumulative spending per student lower than US \$ 60,000 they get better results, however. So, for the same inputs, in 2012 the Spanish education system had some way to go in terms of improvement to reach the efficiency curve, which is represented in the graph by a vertical arrow. This lays down the challenge of optimizing the allocation of resources by prioritizing the end use of these over those factors which have a maximum impact on the improvement of results, ie: to spend better. In short, this means getting society to benefit to a greater extent from its own economic effort in favour of education.



**Figure 6.4. Relationship between the accumulated spending per student from 6 to 15 years and the performance in Mathematics in the countries of the European Union according to PISA 2012**



Source: State Board of Education Report 2015. <http://ntic.educacion.es/cee/informe2015/i2015cee.pdf>

## 6.4 Main Challenges

The main challenges in this chapter on managing resources are as follows:

- With respect to publication and dissemination of the information concerning the use of educational resources, the recent coming into force in late 2014 of the *Law 19/2013, on transparency, access to public information and good governance*, mandatory for all public administrations, represents a specific challenge when specifying the general principles in specific implementation actions for education, of utmost importance and interest to the families of students and society in general, as the final beneficiary of the public service of education.
- To establish networks to exchange experiences and good practices in the efficient use of resources, allowing their dissemination and collaborative learning.
- To establish incentive systems at different levels which could range from access to additional funding, taking into account the results, to prizes for the most successful experiences or similar, always based on the evidence of the changes that the adoption of such measures have meant at school, and that have been taken on by the entire educational community, beyond a classroom experience.
- To encourage initiatives of exchange of good practices (benchmarking) between schools in the use of resources.
- To establish channels of communication and stable mechanisms for coordination between those responsible for resources in the Education authorities and those responsible in schools for managing those resources.
- To use the evidence of what causes a greater impact on learning as a basis in order to make a review of spending and the allocation of the budget to where it is most needed.
- To set up incentives for the good use of resources in schools, as well as for advertising and communication of results on the responsible, effective and efficient use of resources in schools.
- To address high rates of school repetition, since they consume a high level of education budgets and have a great impact on spending per student over the whole country.
- Spread a shared social awareness of the effectiveness and efficiency in the use of educational resources so that spending and investments can be made in areas where they are most needed.



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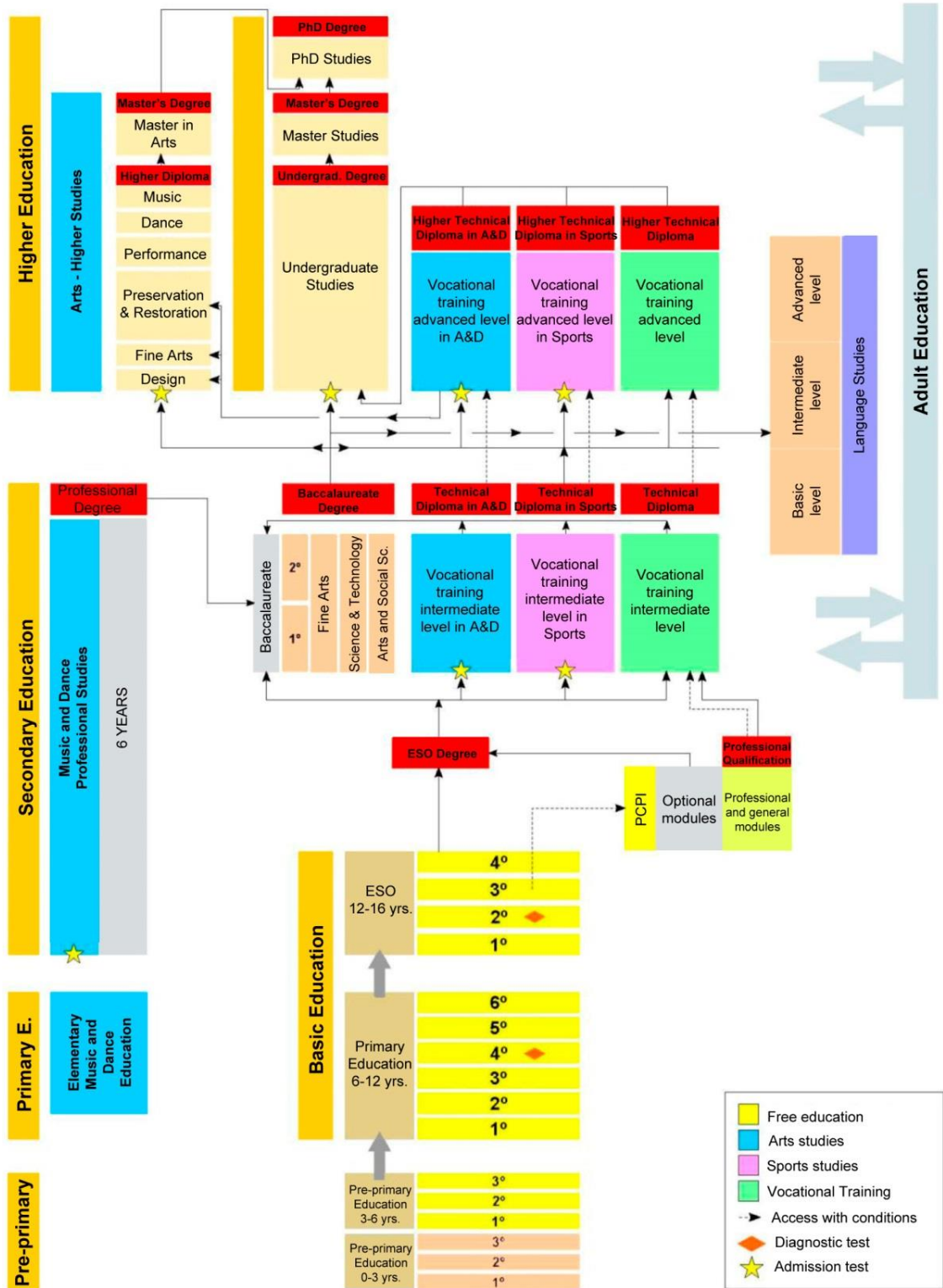
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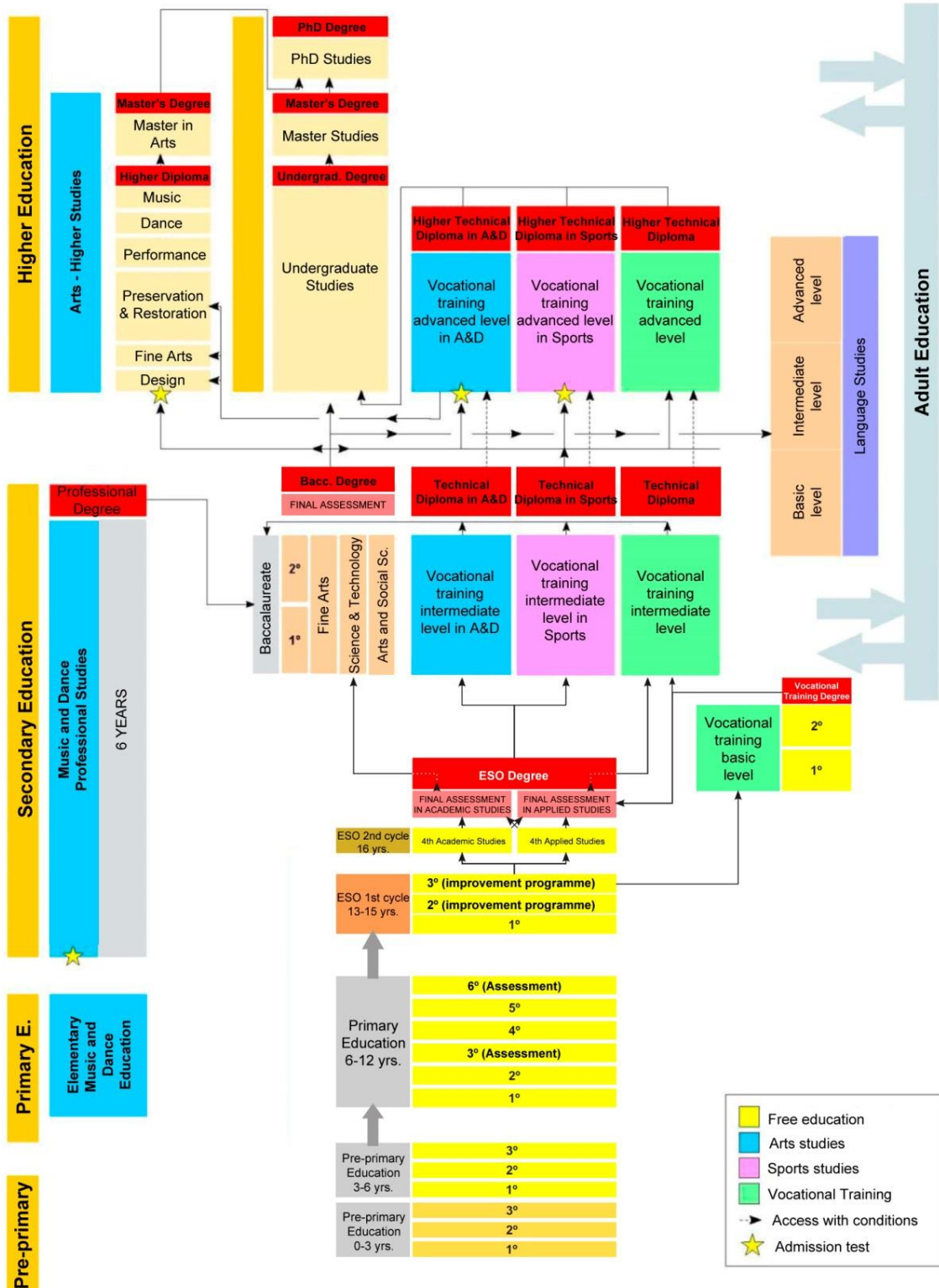


# APPENDIX I

## A. Organisation chart of the Spanish Educational System LOE



## B. Organisation chart of the Spanish Educational System LOMCE

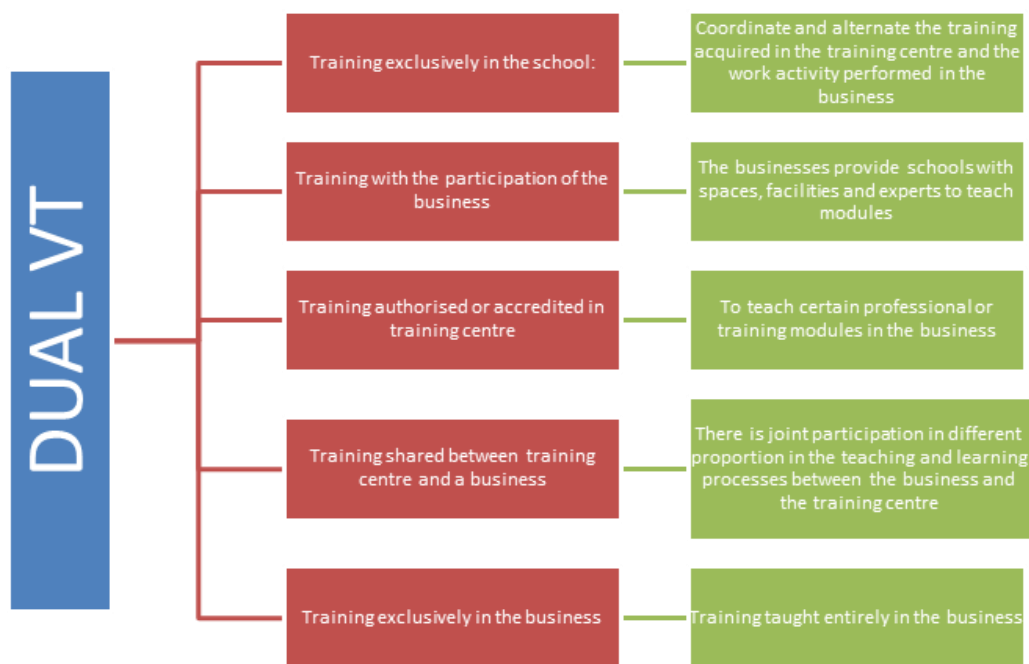


## APPENDIX II

### Dual Vocational Training (VT)

Dual vocational training in Spain is understood as *the set of actions and training initiatives aimed at the professional qualification of individuals, combining teaching and learning processes in business and the training center* (RD 1529/2012, of November 8th).

The types of modalities within VT according to the royal decree are:



Source: BOE 1529/2012 on DUAL VT

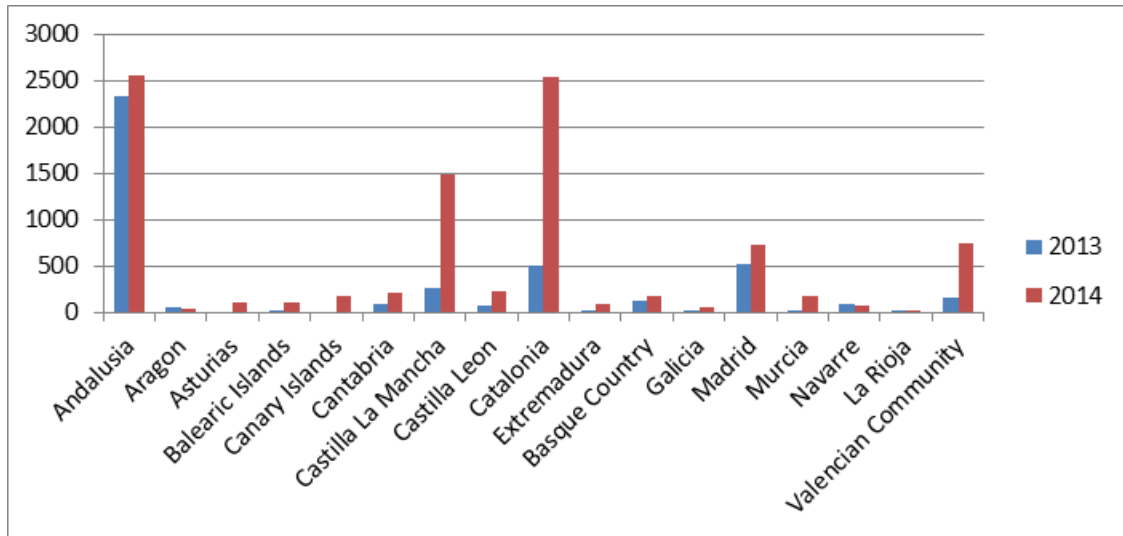
Dual vocational training has meant improved access to the labour market for young people in Spain. Also for businesses, since they can provide these young people with the specific training tailored to the business needs they require. Thus, there has been a coming together of students-businesses-schools, thereby ensuring better employability of young people<sup>6</sup>.

In fact, the number of students who opted for dual VT increased significantly from 2013 to 2014<sup>7</sup>. This can be seen by communities in the following Figure 1:

<sup>6</sup> Data about students of Dual Vocational Training <http://www.mecd.gob.es/mecd/dms/mecd/prensa-mecd/actualidad/2014/01/20140113-fpdual-bankia/datos-fpdual-2013-14.pdf>

<sup>7</sup> Data regarding the monitoring of Dual Vocational Training students <http://www.mecd.gob.es/prensa-mecd/dms/mecd/prensa-mecd/actualidad/2014/01/20140113-fpdual-bankia/informe-seguimiento-fpdual.pdf>

**Figure 1. Increase in % of Dual Vocational Training students by regions 2013-2014:**

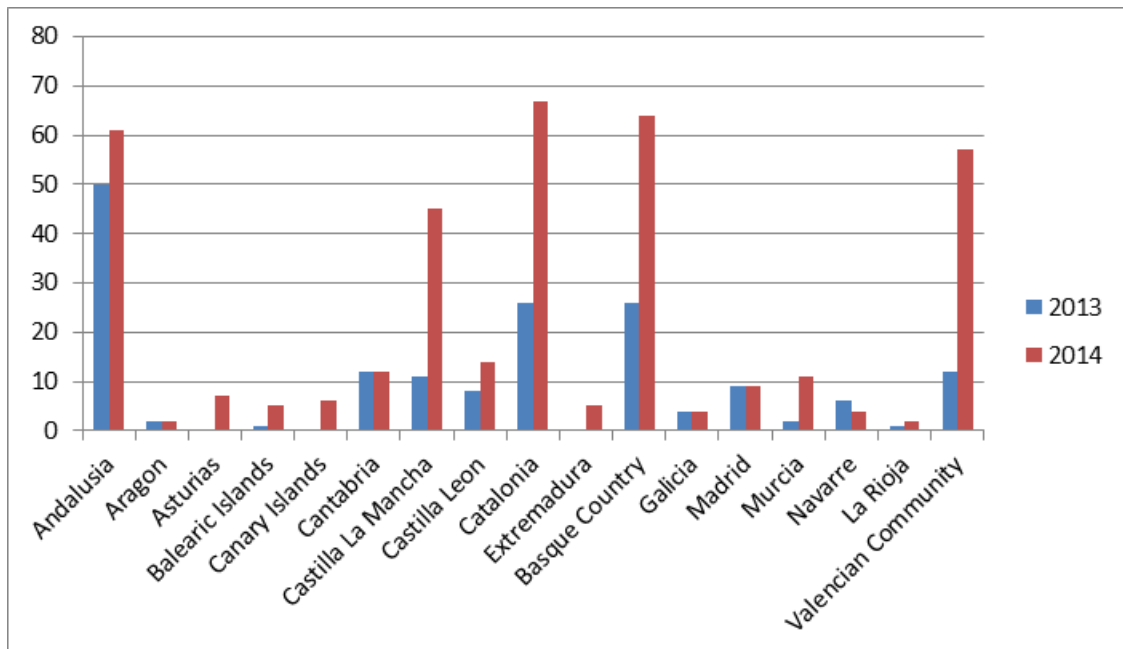


**Source:** Own preparation from Ministry of Education press report on Dual VT: <http://www.mecd.gob.es/mecd/dms/mecd/prensa-mecd/actualidad/2014/01/20140113-fpdual-bankia/datos-fpdual-2013-14.pdf>

As background to 2014, Andalusia can be seen as the Community which has the most students who opted for the dual VT in its first year, so the proportional increase was not as significant as in other communities. In Catalonia and Castilla la Mancha the difference was more significant between 2013 and 2014.

The number of schools that developed dual VT in 2014 also increased, specifically 218% more than in 2013. And the same for the participating businesses, from 513 in 2013 to 1,570 in 2014. These data are reflected in Figure 2:

**Figure 2. Number of schools with VT in 2013 and 2014**

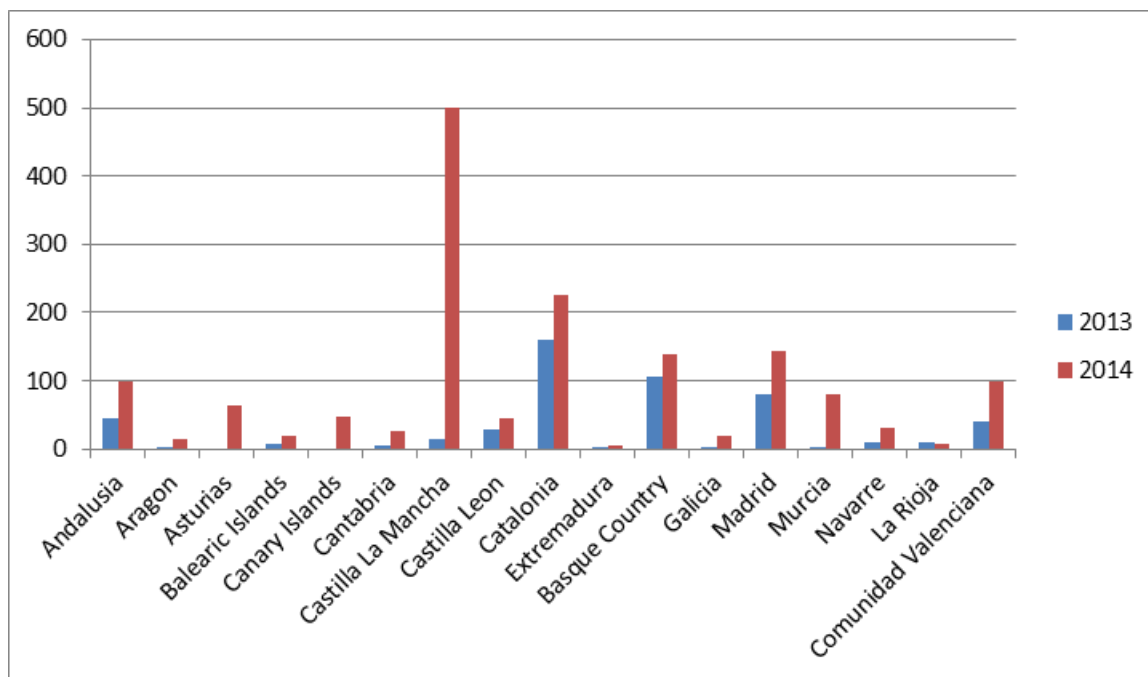


**Source:** Own preparation from Ministry of Education press report on Dual VT: <http://www.mecd.gob.es/mecd/dms/mecd/prensa-mecd/actualidad/2014/01/20140113-fpdual-bankia/datos-fpdual-2013-14.pdf>

Significant increases in the number of schools can be seen in 10 autonomous communities in relation to 2013, highlighting the communities of Castilla-La Mancha, Basque Country, Catalonia and the Community of Valencia.

Lastly, there was a considerable increase with respect to the number of businesses that collaborated with the dual VT between 2013 and 2014, the increase being 300%. Figure 3 represents the comparison of 2013 and 2014 with respect to the number of partner businesses with dual VT (Figure 3):

**Figure 3. Empresas colaboradoras con la FP dual**



Source: Own preparation from Ministry of Education press report on Dual VT: <http://www.mecd.gob.es/mecd/dms/mecd/prensa-mecd/actualidad/2014/01/20140113-fpdual-bankia/datos-fpdual-2013-14.pdf>

The case of Castilla-La Mancha is striking, whose participation has been considerable compared to the other autonomous communities. Without doubt the project set up for the promotion of youth employment in Castilla-La Mancha has been a great incentive for young people in the community<sup>8</sup>.

<sup>8</sup> Education policies of the Autonomous Communities [http://ntic.educacion.es/cee/informe2015/i1509x\\_anexo.pdf](http://ntic.educacion.es/cee/informe2015/i1509x_anexo.pdf)

## APPENDIX III

### A. Organization of Compulsory Secondary Education in sub-stages and subjects

	First sub-stage: 1st 2nd 3rd of Compulsory Secondary Education		Second sub-stage: 4th of Compulsory Secondary Education	
	1st and 2nd of Compulsory Secondary Education	3rd of Compulsory Secondary Education	Option of academic studies for starting Baccalaureate	Option of applied studies for starting Vocational Training
<p><b>Core subjects</b>, are taught in each of the courses or depending on the option chosen. The corresponding minimum hourly not be less than 50% of the school timetable set by each educational administration as a general.</p>	<ul style="list-style-type: none"> <li>• First stage Biology and Geology</li> <li>• Physics and Chemistry Second stage</li> <li>• Geography and History both stages</li> <li>• Spanish and Literature both stages</li> <li>• Mathematics both stages</li> <li>• First foreign Language both stages</li> </ul>	<ul style="list-style-type: none"> <li>• Biology and Geology</li> <li>• Physics and Chemistry</li> <li>• Geography and History</li> <li>• Spanish and Literature</li> <li>• First foreign Language</li> </ul> <p>To chose as free choice subject</p> <ul style="list-style-type: none"> <li>• Mathematics oriented to academic studies</li> <li>• Mathematics oriented to applied studies</li> </ul>	<ul style="list-style-type: none"> <li>• Geography and History</li> <li>• Spanish and Literature</li> <li>• Mathematics oriented to academic studies</li> <li>• First foreign Language</li> </ul>	<ul style="list-style-type: none"> <li>• Geography and History</li> <li>• Spanish and Literature</li> <li>• Mathematics oriente to applied studies</li> <li>• First foreign Language</li> </ul>
<p>Optional subjects from the core subjects, at least two. Calculated in the minimum time corresponding to the core subjects.</p>	—————	—————	<ul style="list-style-type: none"> <li>• Biology and Geology</li> <li>• Economics</li> <li>• Physics and Chemistry</li> <li>• Latin</li> </ul>	<ul style="list-style-type: none"> <li>• Sciences applied to professional activities</li> <li>• Introduction to entrepreneurial and business activities</li> <li>• Technology</li> </ul>
<p>Specific subjects</p>	<ul style="list-style-type: none"> <li>• Studied in each of the stages: Physical Education; Religion or Ethical Values (chosen by parents or tutors)</li> <li>• Minimum one, maximum four studied, and they can be different in each one of the stages: Classical Culture; Plastic and visual education; Introduction to entrepreneurial and business activities; Music; Second foreign Language, Technology, Religion or Ethical Values.</li> </ul>		<ul style="list-style-type: none"> <li>• Studied by all students: Physical Education; Religion or Ethical Values (chosen by parents or tutors)</li> </ul> <p>Minimum one, maximum four studied: Drama and Dance; Scientific Culture: Classical Culture; Plastic and Visual Education; Philosophy; Music; Second foreign Language; Information and Communication Technologies; Religion or Ethical Values. An extension subject from the core subject block; A subject from the core subjects block not studied by the student.</p>	
<p><b>Of autonomous configuration</b>, they are studied in accordance to the regulation established by each educational administration:</p> <ul style="list-style-type: none"> <li>• Coofficial Language and Literature, which receives a similar consideration to the área of Spanish Language and Literature.</li> <li>• Block subjects from the specific subjects not studied or subjects to be decided on.</li> </ul>				

(1) To facilitate the transition from primary education, the education authorities or schools can group the subjects of this course in areas of knowledge.

(2) preparatory, not linked to the options studied in 3rd year.

Source: Eurydice Spain-REDIE (CNIIE, MECD) from the Constitutional Law for the Improvement of Educational Quality (LOMCE).

## B. Organization of the Baccalaureate into years and modalities (LOMCE)

Modalities		First year of Baccalaureate		Second year of Baccalaureate	
		General Core Subjects <sup>1</sup>	Free choice core subjects (to study two) <sup>1</sup>	General Core Subjects <sup>1</sup>	Free choice core subjects (to study two) <sup>1</sup>
<b>Science</b>		<ul style="list-style-type: none"> <li>• Philosophy</li> <li>• Spanish and Literature I</li> <li>• Mathematics I</li> <li>• First foreign Language I</li> </ul>	<ul style="list-style-type: none"> <li>• Biology and Geology</li> <li>• Technical Drawing I</li> <li>• Physics and Chemistry</li> </ul>	<ul style="list-style-type: none"> <li>• History of Spain</li> <li>• Spanish and Literature II</li> <li>• Mathematics II</li> <li>• First foreign Language II</li> </ul>	<ul style="list-style-type: none"> <li>• Biology</li> <li>• Technical Drawing II</li> <li>• Physics</li> <li>• Geology</li> <li>• Chemistry</li> </ul>
<b>Humanities and Social Sciences</b>	<b>Humanities</b>	<ul style="list-style-type: none"> <li>• Philosophy</li> <li>• Latin I</li> <li>• Spanish and Literature I</li> <li>• First foreign Language I</li> </ul>	<ul style="list-style-type: none"> <li>• Economics</li> <li>• Greek I</li> <li>• Contemporary World History</li> <li>• Universal Literature</li> </ul>	<ul style="list-style-type: none"> <li>• History of Spain</li> <li>• Latin II</li> <li>• Spanish and Literature II</li> <li>• First foreign Language II</li> </ul>	<ul style="list-style-type: none"> <li>• Business Economics</li> <li>• Geography</li> <li>• Greek II</li> <li>• Art History</li> <li>• History of Philosophy</li> </ul>
	<b>Social Sciences</b>	<ul style="list-style-type: none"> <li>• Philosophy</li> <li>• Spanish and Literature I</li> <li>• Mathematics applied to Social Sciences I</li> <li>• First foreign Language I</li> </ul>	<ul style="list-style-type: none"> <li>• Economics</li> <li>• Greek I</li> <li>• Contemporary World History</li> <li>• Universal Literature</li> <li>• Latin I</li> </ul>	<ul style="list-style-type: none"> <li>• History of Spain</li> <li>• Spanish and Literature II</li> <li>• Mathematics applied to Social Sciences II</li> <li>• First foreign Language II</li> </ul>	<ul style="list-style-type: none"> <li>• Business Economics</li> <li>• Geography</li> <li>• Greek II</li> <li>• Art History</li> <li>• History of Philosophy Latin II</li> </ul>
<b>Arts</b>		<ul style="list-style-type: none"> <li>• Philosophy</li> <li>• Art Basics I</li> <li>• Spanish and Literature I</li> <li>• First foreign Language I</li> </ul>	<ul style="list-style-type: none"> <li>• Audiovisual Culture I</li> <li>• Contemporary World History</li> <li>• Universal Literature</li> </ul>	<ul style="list-style-type: none"> <li>• Art Basics II</li> <li>• History of Spain</li> <li>• Spanish and Literature II</li> <li>• First foreign Language II</li> </ul>	<ul style="list-style-type: none"> <li>• Dramatic Arts</li> <li>• Audiovisual Culture II</li> <li>• Design</li> </ul>
<b>Specific Subjects Common to all types of Baccalaureate</b>		<ul style="list-style-type: none"> <li>• Taken by all students: Physical Education</li> <li>• Taken for a minimum of 2 years and a maximum of 3: Music Analysis; Applied Anatomy; Scientific Culture; Artistic Drawing I; Technical Drawing I; Music Language and Practice; Religion; Second foreign Language I; Industrial Technology; Information and communication technologies I; Volume; A subject of content extension of some of the core subjects not studied by the student.</li> </ul>		<ul style="list-style-type: none"> <li>• Taken by a minimum of 2 years and a maximum of 3: Music Analysis II; Earth and Environmental Sciences; Artistic Drawing II; Technical Drawing II; Administration and Management Fundamentals; Philosophy History; Music and Dance History; Image and sound; Psychology, Religion; Second foreign Language II; Graphic-plastic expression techniques; Industrial Technology II; Information and communication Technologies II; A subject of content extension of one of the core subjects and a subject from the core subjects not studied by the student.</li> </ul>	
<p><b>Autonomic free configuration subjects</b>, which are studied according to the regulations established by each education authority:</p> <ul style="list-style-type: none"> <li>• Joint-official Language and Literature, which receives a similar treatment to that of the area of Spanish Language and Literature.</li> <li>• Not studied from the specific subjects block, Physical Education (in 2nd year) or subjects to be determined.</li> </ul>					

(1) The corresponding minimum hours will not be less than 50% of the school timetable set by each education authority as a whole.  
Source: Eurydice Spain-REDIE (CNIIE, MECD) from the Constitutional Law for the Improvement of Educational Quality (LOMCE).

## APPENDIX IV

### Evolution of the number of schools and enrolled students. Years 2010-11/ 2014-15

#### A. Classification of schools according to studies they teach (1) and ownership

	2010-11	2011-12	2012-13	2013-14	2014-15 (2)	Variation%(2 014-15 and 2010-11)
<b>ALL SCHOOLS</b>						
<b>Total</b>	<b>26.639</b>	<b>27.055</b>	<b>27.478</b>	<b>27.663</b>	<b>27.987</b>	<b>5,1</b>
Pre-primary E. Schools(3)	7.603	7.980	8.341	8.485	8.790	15,6
Primary Schools (4)	10.272	10.293	10.349	10.350	10.312	0,4
Primary and ESO Schools (4)	2.226	2.209	2.142	2.131	2.130	-4,3
Compusory Secondary Education and/or Bacc. and/or VT Schools (5)	4.661	4.682	4.729	4.774	4.834	3,7
Primary, ESO and Bacc./VP Schools (4)	1.389	1.399	1.424	1.427	1.426	2,7
Special Ed. School	482	482	478	470	473	-1,9
Distance Learning Schools	6	10	15	26	22	266,7
<b>PUBLIC SCHOOLS</b>						
<b>Total</b>	<b>18.381</b>	<b>18.602</b>	<b>18.740</b>	<b>18.812</b>	<b>19.028</b>	<b>3,5</b>
Pre-primary E. Schools (3)	3.843	4.040	4.137	4.207	4.427	15,2
Primary Schools (4)	9.789	9.816	9.877	9.887	9.857	0,7
Primary and ESO Schools (4)	605	587	533	518	512	-15,4
ESO and/or Bacc. and/or VT Schools (5)	3.943	3.960	3.990	3.995	4.019	1,9
Primary, ESO and Bacc./VP Schools (4)	6	4	4	4	5	-16,7
Special Ed. School	192	191	190	187	194	1,0
Distance Learning Schools	3	4	9	14	14	366,7
<b>PRIVATE SCHOOLS</b>						
<b>Total</b>	<b>8.258</b>	<b>8.453</b>	<b>8.738</b>	<b>8.851</b>	<b>8.959</b>	<b>8,5</b>
Pre-primary E. Schools(3)	3.760	3.940	4.204	4.278	4.363	16,0
Primary Schools (4)	483	477	472	463	455	-5,8
Primary and ESO Schools (4)	1.621	1.622	1.609	1.613	1.618	-0,2
ESO and/or Bacc. and/or VT Schools (5)	718	722	739	779	815	13,5
Primary, ESO and Bacc./VP Schools (4)	1.383	1.395	1.420	1.423	1.421	2,7
Special Ed. School	290	291	288	283	279	-3,8
Distance Learning Schools	3	6	6	12	8	166,7
<b>SUBSIDIZED PRIVATE SCHOOLS</b>						
<b>Total</b>	<b>4.999</b>	<b>5.077</b>	<b>5.055</b>	<b>4.976</b>	<b>-</b>	<b>-0,5</b>
Pre-primary E. Schools(3)	1.251	1.316	1.309	1.217	-	-2,7
Primary Schools (4)	412	399	392	383	-	-7,0
Primary and ESO Schools (4)	1.561	1.566	1.550	1.548	-	-0,8
ESO and/or Bacc. and/or VT Schools (5)	398	401	391	410	-	3,0
Primary, ESO and Bacc./VP Schools (4)	1.093	1.110	1.134	1.139	-	4,2
Special Ed. School	284	285	279	279	-	-1,8
Distance Learning Schools	0	0	0	0	-	-
<b>INDEPENDENT PRIVATE SCHOOLS</b>						
<b>Total</b>	<b>3.259</b>	<b>3.376</b>	<b>3.683</b>	<b>3.875</b>	<b>-</b>	<b>18,9</b>
Pre-primary E. Schools(3)	2.509	2.624	2.895	3.061	-	22,0
Primary Schools (4)	71	78	80	80	-	12,7
Primary and ESO Schools (4)	60	56	59	65	-	8,3
ESO and/or Bacc. and/or VT Schools (5)	320	321	348	369	-	15,3
Primary, ESO and Bacc./VP Schools (4)	290	285	286	284	-	-2,1
Special Ed. School	6	6	9	4	-	-33,3
Distance Learning Schools	3	6	6	12	-	300,0

1) The statistical classification by type of school is based on the studies that the school provides in the year of reference, so any change in its educational provision could lead to a modification of the category in which it is included.

2) Advanced Data.

3) The " Early Childhood Education" schools exclusively provide Early Childhood Education and only include those authorized by the educational administration.

4) "Primary and Compulsory Secondary Education" and "Primary Education, Compulsory Secondary Education and Bacc./VP" schools can also teach early childhood education.

5) "Compusory Secondary Education and/or Bacc. and/or VT Schools" teach one or several of the following studies: Compulsory Secondary Education, Baccalaureate and/or training stages of VT.

**Source:** General Statistics and Studies Branch of the Ministry of Education, Culture and Sport.



## B. Students enrolled in General Education by types of school and studies

	2010-11	2011-12	2012-13	2013-2014	2014-15 (1)	Variation % (2014-15 and 2010-11)
<b>ALL SCHOOLS</b>						
<b>ALL STUDIES</b>	<b>7.782.182</b>	<b>7.923.293</b>	<b>8.019.447</b>	<b>8.075.841</b>	<b>8.090.017</b>	<b>4,0</b>
Pre-primary E.- First Stage (2)	432.222	446.519	449.406	443.868	440.593	1,9
Pre-primary E.- Second Stage	1.440.607	1.470.717	1462.918	1.440.474	1.396.013	-3,1
Primary Education	2.754.986	2.797.804	2828.445	2.858.130	2.904.948	5,4
Special Education	31.043	32.233	33.022	33.752	34.544	11,3
Compulsory Secondary Education	1.786.754	1.792.548	1808.502	1.820.470	1.840.071	3,0
Baccalaureate	623.489	628.753	634.604	640.978	637.370	2,2
Distance Baccalaureate	48.724	55.423	57.494	55.670	52.858	8,5
Training Stages of Classroom based Basic VT	-	-	-	.	39.874	
Training Stages of Classroom based Intermediate VT	289.568	302.445	317.365	330.749	331.695	14,5
Training Stages of Distance Intermediate VT	8.309	9.571	15.130	19.501	21.297	156,3
Training Stages of classroom based Higher level VT	266.012	280.495	300.321	315.409	320.243	20,4
Training Stages of Distance High level VT	18.687	22.568	28.231	33.035	34.885	86,7
Initial Vocational Training Programs	81.775	84.217	84.009	83.805	24.691	-69,8
Other training programs	-	-	-	.	10.935	
<b>PUBLIC SCHOOLS</b>						
<b>ALL STUDIES</b>	<b>5.278.828</b>	<b>5.394.203</b>	<b>5.464.246</b>	<b>5.506.882</b>	<b>5.507.913</b>	<b>4,3</b>
Pre-primary E.- First Stage (2)	218.013	230.809	232.040	228.998	228.927	5,0
Pre-primary E.- Second Stage	988.762	1.014.520	1.005.177	987.090	948.795	-4,0
Primary Education	1.858.163	1.888.928	1.908.737	1.930.126	1.967.637	5,9
Special Education	17.357	17.986	18.703	19.307	19.882	14,5
Compulsory Secondary Education	1.174.634	1.179.569	1.191.792	1.199.929	1.209.187	2,9
Baccalaureate	461.479	467.857	473.157	480.272	476.701	3,3
Distance Baccalaureate	46.489	52.543	54.614	53.277	50.706	9,1
Training Stages of Classroom based Basic VT	-	-	-	.	31.654	
Training Stages of Classroom based Intermediate VT	218.750	228.702	232.815	249.716	249.523	14,1
Training Stages of Distance Intermediate VT	8.200	9.407	240.378	18.347	19.403	136,6
Training Stages of classroom based Higher level VT	206.601	217.232	14.827	243.872	244.999	18,6
Training Stages of Distance High level VT	17.365	20.986	26.388	30.268	32.452	86,9
Initial Vocational Training Programs	63.009	65.664	65.618	65.680	20.648	-67,2
Other training programs	-	-	-	.	7.399	
<b>PRIVATE SCHOOLS</b>						
<b>ALL STUDIES</b>	<b>2.503.354</b>	<b>2.529.090</b>	<b>2.555.201</b>	<b>2.568.959</b>	<b>2.582.104</b>	<b>3,1</b>
Pre-primary E.- First Stage (2)	214.209	215.710	217.366	214.870	211.666	-1,2
Pre-primary E.- Second Stage	451.845	456.197	457.741	453.384	447.218	-1,0
Primary Education	896.823	908.876	919.708	928.004	937.311	4,5
Special Education	13.686	14.247	14.319	14.445	14.662	7,1
Compulsory Secondary Education	612.120	612.979	616.710	620.541	630.884	3,1
Baccalaureate	162.010	160.896	161.447	160.706	160.669	-0,8
Distance Baccalaureate	2.235	2.880	2.880	2.393	2.152	-3,7
Training Stages of Classroom based Basic VT	-	-	-	.	8.220	
Training Stages of Classroom based Intermediate VT	70.818	73.743	76.987	81.033	82.172	16,0
Training Stages of Distance Intermediate VT	109	164	303	1.154	1.894	1637,6
Training Stages of classroom based Higher level VT	59.411	63.263	67.506	71.537	75.244	26,6
Training Stages of Distance High level VT	1.322	1.582	1.843	2.767	2.433	84,0
Initial Vocational Training Programs	18.766	18.553	18.391	18.125	4.043	-78,5
Other training programs	-	-	-	.	3.536	

### C. Students enrolled in General Education by type of school and studies (continued)

	2010-11	2011-12	2012-13	2013-2014	2014-15 (1)	Variation% (2014-15 and 2010-11)
<b>PRIVATE SUBSIDIZED SCHOOLS</b>						
<b>ALL STUDIES</b>	<b>1.994.956</b>	<b>2.024.579</b>	<b>2.048.931</b>	<b>2060054</b>	-	<b>3,3</b>
Pre-primary E.- First Stage (2)	73.183	77.011	73.227	68821	-	-6,0
Pre-primary E.- Second Stage	384.875	391.976	397.937	398220	-	3,5
Primary Education	785.934	798.564	809.943	818679	-	4,2
Special Education	13.583	14.137	14.234	14387	-	5,9
Compulsory Secondary Education	548.985	551.081	554.461	557523	-	1,6
Baccalaureate	65.132	64.954	67.534	67948	-	4,3
Distance Baccalaureate	0	0	0	0	-	
Training Stages of Classroom based Basic VT	-	-	-	-	-	
Training Stages of Classroom based Intermediate VT	62.289	64.165	66.794	69994	-	12,4
Training Stages of Distance Intermediate VT	0	0	0	0	-	
Training Stages of classroom based Higher level VT	42.250	44.114	46.674	46556	-	10,2
Training Stages of Distance High level VT	99	163	0	0	-	-100,0
Initial Vocational Training Programs	18.626	18.414	18.127	17926	-	-3,8
Other training programs	-	-	-	-	-	
<b>PRIVATE INDEPENDENT SCHOOLS</b>						
<b>ALL STUDIES</b>	<b>508.398</b>	<b>504.511</b>	<b>506.270</b>	<b>508905</b>	-	<b>0,1</b>
Pre-primary E.- First Stage (2)	141.026	138.699	144.139	146049	-	3,6
Pre-primary E.- Second Stage	66.970	64.221	59.804	55164	-	-17,6
Primary Education	110.889	110.312	109.765	109325	-	-1,4
Special Education	103	110	85	58	-	-43,7
Compulsory Secondary Education	63.135	61.898	62.249	63018	-	-0,2
Baccalaureate	96.878	95.942	93.913	92758	-	-4,3
Distance Baccalaureate	2.235	2.880	2.880	2393	-	
Training Stages of Classroom based Basic VT	-	-	-	-	-	
Training Stages of Classroom based Intermediate VT	8.529	9.578	10.193	11039	-	29,4
Training Stages of Distance Intermediate VT	109	164	303	1154	-	
Training Stages of classroom based Higher level Vocational Training	17.161	19.149	20.832	24981	-	45,6
Training Stages of Distance High level VT	1.223	1.419	1.843	2767	-	126,2
Initial Vocational Training Programs	140	139	264	199	-	42,1
Other training programs	-	-	-	-	-	

1) Advanced Data

2) Early Childhood Education First Stage reflects the students in schools authorized by the Educational Administration

Source: Statistics of non university education. General Statistics and Studies Branch of the Ministry of Education, Culture and Sport.

## APPENDIX V

### A. Extraordinary measures for attention to diversity in compulsory education

Measure	Characteristics
<b>Significant curricular adaptations</b>	In order to adapt the mainstream curriculum to the specific needs of the student their essential aspects are modified: objectives, content, evaluation criteria.
<b>Curricular diversification programs or Programs for the improvement of learning from year 2015-16</b>	<p>Curricular diversification programs</p> <ul style="list-style-type: none"> <li>• Intended for students on 3rd and 4th year of Compulsory Secondary Education. Students who finish the 2nd year but do not comply with the requirements to move up to 3rd year and have repeated a cycle once on the stage can also access this program.</li> <li>• Are intended for students to reach the overall objectives of the stage to get the Certificate in Secondary Education.</li> <li>• The studies of these programs are organized in two specific areas, one of socio-linguistic nature and other of scientific and technological nature. Also it can establish a practical area. The teaching methodology is a holistic approach that allows adjustments to the needs of the student.</li> </ul> <p>Learning improvement programs</p> <ul style="list-style-type: none"> <li>• They will be developed in 2nd and 3rd year of Compulsory Secondary Education. They are aimed at students who have repeated at least one year at any stage and that, once completed 1st year, are not able to promote to 2nd year (two year program), or who, having completed 2nd year, are not able to move up to 3rd year (one year program). Exceptionally, students who are not able to promote to 4th year can join the program to repeat 3rd year (one year program)</li> <li>• It is intended that students can be organized in an integrated manner, or with different subjects than those in the general program, structured in at least three areas: linguistic-social, scientific, mathematical and foreign languages.</li> <li>• The studies can be organized in an integrated manner, or with different subjects than those in the general program, structured in at least three areas: linguistic-social, scientific-mathematical and foreign languages.</li> </ul>
<b>Basic Vocational Training</b>	<ul style="list-style-type: none"> <li>• These are training stages lasting 2 academic years for people who have not completed Compulsory Secondary Education and want to continue their studies toward a field of Vocational Training. These studies are part of the compulsory and free education and replace those that until now were known as PCPI (Initial Professional Qualification Programs). People can access them between 15 and 17 years old having passed the first stage of Compulsory Secondary Education or, exceptionally, having completed 2nd year of Compulsory Secondary Education.</li> </ul> <p>The training stages of the Basic Vocational Training will include the following vocational modules:</p> <ol style="list-style-type: none"> <li>a) modules associated with competence units of the National Catalogue of Vocational Qualifications.</li> <li>b) modules associated with the common blocks set out in Article 42.4 of the Constitutional Law 2/2006 of May 3rd, according to the amendment made by paragraph thirty-five the single article of the Constitutional Law 8/2013 of 9 December for the Improvement of Education Quality, to ensure the acquisition of the competences for lifelong learning:             <ol style="list-style-type: none"> <li>b.1 Communication and Society Module I and Communication and Society Module II, which develops competences from the Communication and Social Sciences common block.</li> <li>b.2 Module of Applied Sciences I and Applied Science II, which develops competences from the Applied Sciences common block.</li> <li>c) training module in workplaces.</li> </ol> </li> </ol> <p>Also, the core curriculum of each qualification may include other modules not associated with competence units related to the professional profile of the qualification.</p> <ul style="list-style-type: none"> <li>• The Basic Vocational Training is organized in accordance with the principle of attention to the diversity of students and its mandatory character. Attention measures for diversity will be geared to meet the specific educational needs of the students and the achievement of learning outcomes linked to the professional competences of the qualification, and respond to the right to an inclusive education that allows them to achieve those objectives and the corresponding qualifications, as established in the current legislation on the rights of persons with disabilities and their social inclusion.</li> </ul>
<b>Flexible permanence in the educational stage</b>	This measure is specific for each of the profiles of the students who have specific educational support needs.

(1) The implementation of the LOMCE during the year 2014/15 involved the creation of new Basic Vocational Training stages, which can be accessed between 15 and 17 years old having passed the first stage of Compulsory Secondary Education or, exceptionally, having completed 2nd year of Compulsory Secondary Education. The implementation of the 1st year involves the disappearance of the supply of mandatory modules Initial Vocational Qualification Programs (PCPI) that had been developed with the LOE. Source: Prepared by Eurydice Spain - REDIE (CNIIE, MECD) from current regulations.

**B. Measures for attending to students with special educationa needs associated with disability or serve behavioural disorder**

Measure	Characteristics
<b>Significant curricular adaptations</b>	<ul style="list-style-type: none"> <li>• To adapt the regular curriculum to the needs of students their essential aspects are modified: objectives, content and evaluation criteria.</li> <li>• Support teachers that have educational, Masters specialised in Therapeutic Education or Hearing and Language, reinforces the work of teachers responsible. In addition schools have other health profiles (Physiotherapists, College of Nursing Diploma, Technical Educational Assistants or Technicians for Sign Language Interpretation) that contribute to support for students with these needs.</li> </ul>
<b>Adaptations for access to curriculum</b>	<ul style="list-style-type: none"> <li>• Allow modifications or forecasts of resources, whether of staff or material, so that students with certain difficulties of accessibility can take the mainstream curriculum. They are based on technical aids, alternative communication systems or elimination of architectural barriers.</li> </ul>
<b>Special Education Classrooms in mainstream Schools</b>	<ul style="list-style-type: none"> <li>• These are group programs adapted to students with severe physical, mental or sensory disabilities or severe personality or behavioral disorders. The most significant adaptations are performed in a specific classroom within the school, and are compatible with their participation in the regular school activities, favoring their adaptation and social integration. Specifically, students with autism spectrum disorders (ASD) have these Open Classrooms to improve their education with specialized staff.</li> </ul>
<b>Reduction of number of students per Classroom</b>	<ul style="list-style-type: none"> <li>• In classrooms with special education students, the number of students is reduced.</li> </ul>
<b>Support from specialized Teachers</b>	<ul style="list-style-type: none"> <li>• This support can be given inside or outside the classroom, individually or in small groups, depending on the needs of students and based on the curricular adaptation.</li> </ul>
<b>Flexibilización de la permanencia en el nivel o etapa educativa Easing of permanence in the level or stage of education</b>	<ul style="list-style-type: none"> <li>• El alumnado con necesidades educativas especiales puede permanecer en el nivel o etapa educativa un año más de lo previsto para el resto del alumnado, tanto en Educación Primaria como en la Educación Secundaria Obligatoria. Students with special needs can remain in the level or stage of education a year than expected for the rest of the students in both primary education and compulsory secondary education.</li> </ul>

Source: Prepared by Eurydice Spain - REDIE (CNIIE, MECD) from current regulations

### C. Modality of Schooling for students with educational needs support and special needs associated with impairment

Modality of Schooling	Characteristics
<b>Mainstream schools</b>	<ul style="list-style-type: none"> <li>Students with educational support needs will generally be schooled in mainstream schools and programmes, as set out in the current regulations governing the admission process of students.</li> </ul>
<b>Special Education schools</b>	<ul style="list-style-type: none"> <li>Schooling in Special Education schools will only be proposed when it can be reasonably seen that their requirements for specific educational support and care, due to severe or profound intellectual disability, multiple disabilities or general developmental disorders, cannot be met within the framework of the diversity attention measures of mainstream schools.</li> </ul>
<b>Special Education Units in Mainstream schools</b>	<ul style="list-style-type: none"> <li>The Administration may create or enable Special Education Units in mainstream schools which may substitute Special Education Schools.</li> <li>The Education Report and the educational inspectorate report will specify, within reason, that the requirements of specific educational support and attention due to severe or profound intellectual disability, multiple disabilities or general developmental disorders shown by the student cannot be met within the framework of the diversity attention measures of mainstream schools.</li> </ul>
<b>Combined Schooling</b>	<ul style="list-style-type: none"> <li>This is a modality which combines schooling between a mainstream school and a specific special education school, alternating activities between the schools.</li> <li>It must be established by the Education Report of the Educational Guidance Teams.</li> </ul>
<b>Special Schools for Motor Disability</b>	<ul style="list-style-type: none"> <li>These are mainstream schools with special attention for students with motor disabilities</li> <li>They have specific resources to cater to these students: removing barriers, material resources (adapted furniture, technical aids) and staff resources (Physiotherapists, Special Education Assistants or Educational Technical Assistants) as well as teachers specialized in Therapeutic Education and Hearing and Language</li> <li>Schools adapted in this way encourage the comprehensive education of these students and their inclusion in the school environment.</li> <li>In some Autonomous Communities there are Special Schools for students with Autism Spectrum Disorders</li> </ul>
<b>Schools with Specialised Open Classrooms in Autism Spectrum Disorders (ASD)</b>	<ul style="list-style-type: none"> <li>Schools with Specialised Open Classrooms for ASD have these integrated into the mainstream school. A maximum of between four and six students can attend in Early Childhood and Primary Education, and between four and seven in Secondary Education.</li> <li>A specialist in therapeutic education is in charge of the coordination of the Classroom, and they also have specialist teachers for Hearing and Language and an Educational Technical Assistant who is responsible for looking after these students during breaks, during school meals and the periods before and after meals, as well as any other needs arising from the personal situation of students.</li> <li>Students only spend the necessary time in the Classroom, since the rest of the school day they are in their reference class with their classmates, doing other school activities.</li> </ul>
<b>Hospital Classrooms and Home Care</b>	<ul style="list-style-type: none"> <li>Aimed at students who cannot regularly attend school, either because of hospitalization or convalescence at their home due to prolonged illness.</li> <li>These students, on the prescription of the teaching faculty, continue their schooling at the school where they are enrolled and receive educational care that ensures the continuity of the educational process and encourages their return to their reference group in the school.</li> <li>The educational authorities, with the prior agreement or arrangement of the health authorities, can adapt or create Hospital Classrooms in public or private hospitals which have at least five pupils of compulsory school age hospitalized on a regular basis.</li> <li>Hospital and Home Care Teams for these students are made up of primary and secondary school teachers from different curricular areas and subjects</li> <li>Collaboration with public institutions or non-profit organizations for carrying out actions aimed at providing education for these students and supporting their families is also common.</li> </ul>

## APPENDIX VI

### Education spending of the Ministry of Education in the laws of General State Budgets 2006-2012

The information published by the Ministry of Finance and Public Administration in the draft General State Budget (PGE) may explain the previous spending behaviour of the Ministry each year:

**2007:** The increase experienced in total public spending is 8.29%. Almost half of the resources allocated to educational policy by the Ministry are for scholarships and grants to students. In addition, learning of English programmes are promoted and the measures considered in the LOE (which came into force in May 2006) are developed. During 2007 the transfers to Autonomous Communities continue to grow but with less intensity (31.90%). In this year the Constitutional Law 4/2007 of 12 April is approved, amending Constitutional Law 6/2001 of 21 December on Universities (LOU), and which is intended to modernize the university system.

**2008:** The biggest growth in Ministry spending over this period is reached in 2008, estimated at 25.31%. Scholarships and grants to students; the line of loans for postgraduate studies; the actions forecast in the LOE (among which are the agreements with the Autonomous Communities); the support and reinforcement of primary and secondary schools; and the free nature of Pre-primary Education are the main recipients of this spending. Transfers to Autonomous Communities once again increase their growth with a rate of 80.90%.

**2009:** From 2009, as has already been advanced in previous paragraphs, growth rates are attenuated significantly at all levels of administration. In the case of the Ministry it becomes 5.8% (representing a drop of almost 20 pp. compared to 2008). In 2009 the gradual development of the LOE continues, the programme of scholarships and grants is improved (Erasmus grants increasing by 10%) and the Educa3 plan is presented (with the aim of increasing enrollment rates at an early age and whose implementation will be gradual until 2012). Overall, transfers to Autonomous Communities experience more moderate growth estimated at 16.50%.

To continue the process of modernization of our universities, which began with the LOU, the University Strategy 2015 is aimed at promoting the academic and teaching excellence and the internationalization of the university system. Other priority objectives of university policy are the development of the European Higher Education Area and the specific program "University - Income Loans".

**2010:** Despite being the first year of the period in which the total public spending on education is reduced (by -1.53%), the Ministry spending decreases further, by -7.57%, as well as Autonomous Communities spending that is cut by -1.71%. On the other hand, transfers from the Ministry to the Autonomous Communities also decrease by -8.56%. Throughout 2010 the implementation of the LOE and the development of the Educa3 plan continues and the programme of scholarships and grants is consolidated. The new School 2.0 innovative educational programme is presented and the new programme of Training for Graduates who are unemployed is incorporated, aimed at public universities so they can provide free tuition for master's degrees to unemployed graduates aged between 25 and 40 years old. In addition, in the field of university education the implementation of the 2015 University Strategy continues (to encourage the European Higher Education Area and the Campus of International Excellence Programme) and it also highlights the "University -Income Loans" programme.

**2011:** The downward trend of public spending that began in 2010 intensified in 2011 by decreasing -4.21%. Unlike previous years, the Ministry spending is cut by -9.76%, a reduction that surpasses that of the educational authorities of the Autonomous Communities which amounts to -3.28%. However, it is the transfers to the Autonomous Communities which experience the greatest fall, by -43.49%. During this year initiatives such as the Educa3 Plan, the School Program

2.0 or Campus of International Excellence programme are maintained. In terms of scholarships, which grow by 2.6%, salary-grants grow and continue to drive the "University -Income Loans" programme.

**2012:** Within the context of the general budgetary adjustment, carried out by the Government during this term to achieve budget stability and financial sustainability, the reduction of public spending in 2012 rises to -8.20%. This year sees the highest reduction by the Ministry, reaching -22.37%. Likewise, transfers to the Autonomous Communities are reduced by -70.11%, with most programmes suffering significant reductions. The decrease also affects the education authorities of the Autonomous Communities, with a fall of 8.28%.

**2013:** Budgetary adjustment in public spending continues, although the reductions are more moderate than the previous year. Compared to the previous year, total spending is reduced by -3.73%, spending by the Ministry of Education falls by -3.14, and the Autonomous Communities spending by 2.02%. However, transfers to Autonomous Communities increase by 78.11%, although the absolute figure remains low.

For more information see Table 4.1 of Chapter 4.

## APPENDIX VII

### Levels, institutions and models of teacher training for Early Childhood, Primary and Secondary

EDUCATIONAL STAGES	PROFESSIONAL FIGURES (EARLY CHILDHOOD) SPECIALITIES (PRIMARY) STUDIES (POST-COMPULSORY SECONDARY)	INITIAL TRAINING	INSTITUTIONS	DURATION	
<b>PRE-PRIMARY EDUCATION (0-6 years)</b>	Teacher of Early Childhood Education	University degree of Teacher of Early Childhood Education	<ul style="list-style-type: none"> <li>University teacher training schools</li> <li>Education faculties</li> <li>Teacher training centres affiliated to these faculties</li> </ul> Schools can be public or private	4 academic years 240 ECTS (30-60 ECTS of merit)	
	Higher Technician of Early Childhood Education (teaches in the first sub-stage: 0-3 years)	Higher Grade Vocational Training (VT).	<ul style="list-style-type: none"> <li>Public or private schools authorised by the education authority</li> <li>National reference centres for Vocational Training</li> <li>Integrated centres for VT</li> </ul>	2 academic years (2000 hours) 120 ECTS	
<b>PRIMARY EDUCATION (6-12 years)</b>	Specialised in Music	University degree of Teacher of Primary Education University degree in private education	With merit in Music	<ul style="list-style-type: none"> <li>University teacher training schools</li> <li>Education faculties</li> <li>Teacher training centres affiliated to these faculties</li> </ul> Schools can be public or private	4 academic years 240 ECTS (30-60 ECTS of merit)
	Specialised in Physical Education		With merit in Physical Education		
	Specialised in Foreign Language (French, English, German)		With merit in Foreign Language in the corresponding language and accreditation of level B2 of the Common European reference framework for Languages (1)		
	Specialities related to the attention to student diversity during their learning process		With merit in Therapeutic Education (3)		
	Specialised in Educational Therapy (2)	With merit in Hearing and Language			
	Specialised in Hearing and Language (2)				
<b>COMPULSORY SECONDARY EDUCATION (ESO) (12-16 years) (4)</b>		University degree and Masters which accredits necessary education and teacher training (Masters in Teacher Training for Compulsory Secondary and Baccalaureate, Vocational Training and Language Studies)	<ul style="list-style-type: none"> <li>University faculties</li> <li>University higher technical schools</li> <li>University higher polytechnical schools</li> </ul> Schools can be public or private	Grade: 4 academic years 240 ECTS Master: 1 academic year 60 ECTS (up to a maximum of 120 ECTS).	
<b>SECOND STAGE SECONDARY EDUCATION</b>	Baccalaureate (4)	Degree requirements in all of them are similar to teachers of Compulsory Secondary Baccalaureate in general terms.			
	Vocational Training (VT) (4)				
	Special Teaching Studies (Studies of Arts, Languages and Sports) (4)				

- (1) Exceptionally, those who have the initial training required to teach in Secondary Education in the subjects of foreign languages can teach in this speciality and in the corresponding language, after authorization from the corresponding education authority.
- (2) These teachers are part of the educational and educational psychology guidance teams that intervene in Early Childhood and Primary Education, and guidance departments in Secondary.
- (3) Or those other merits related to attention to students with special needs.
- (4) Exceptionally, the following can teach:
- In "Technology" of ESO: Technical teachers of VT whose initial training is similar to that required of teachers of this stage.
  - In "Technology" of Baccalaureate: Technical teachers of VT whose initial training is similar to that required of teachers of this stage.
  - In the training cycles of VT as specialist teachers: Other professionals, not necessarily graduates, who perform their activity in the occupational sphere.
  - In special education system: Other professionals, not necessarily graduates, of foreign nationality (Language Studies) who perform their activity in the occupational sphere. (Arts and Sports studies).

**Source:** Eurydice Spain-REDIE (CNIIE, MECD) from the current state regulations.



## APPENDIX VIII

### Allocation of educational resources for students. Other staff in non-university schools of General Education Studies

<b>All schools</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>
Other Staff	116526	123023	118588	114920
Specialized Staff	30545	32307	30310	28579
Teachers without teaching function and specialized staff	10401	11160	10355	11854
Doctors	59	54	54	46
Psicologists and Educators without teaching function	874	913	924	806
Social Assistants/ Social Workers	101	123	114	71
A.T.S and qualified nurses and auxiliary medical technicians	100	93	89	84
Physiotherapists	459	501	574	523
Occupational therapists	20	22	24	28
Educators	1540	1659	1601	1476
Carers / Technical Education Assistant	7572	8463	8109	6013
Other specialist staff	9419	9319	8466	7678
Management staff without teaching function	3399	3499	2868	3054
Management Staff	21101	23546	23846	20469
Services staff and Junior Employees	61481	63671	61564	62818
<b>Public Schools</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>
Other Staff	78520	81862	77233	75838
Specialized Staff	22335	23381	21675	19663
Teachers without teaching function and specialized staff	8273	8831	8026	9254
Doctors	32	28	28	22
Psicologists and Educators without teaching function	351	350	339	281
Social Assistants/ Social Workers	61	60	59	16
A.T.S and qualified nurses and auxiliary medical technicians	38	37	35	35
Physiotherapists	267	282	341	310
Occupational therapists	13	16	17	11
Educators	966	998	989	850
Carers / Technical Education Assistant	5704	6276	5994	4148
Other specialist staff	6630	6503	5847	4736
Management staff without teaching function	1430	1433	767	892
Management Staff	11981	13247	13039	9855
Services staff and Junior Employees	42774	43801	41752	45428
<b>Private Schools</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>
Other Staff	38006	41161	41355	39082
Specialized Staff	8210	8926	8635	8916
Teachers without teaching function and specialized staff	2128	2329	2329	2600
Doctors	27	26	26	24
Psicologists and Educators without teaching function	523	563	585	525
Social Assistants/ Social Workers	40	63	55	55
A.T.S and qualified nurses and auxiliary medical technicians	62	56	54	49
Physiotherapists	192	219	233	213
Occupational therapists	7	6	7	17
Educators	574	661	612	626
Carers / Technical Education Assistant	1868	2187	2115	1865
Other specialist staff	2789	2816	2619	2942
Management staff without teaching function	1969	2066	2101	2162
Management Staff	9120	10299	10807	10614
Services staff and Junior Employees	18707	19870	19812	17390

Source: Statistics of non university education. MECD.

## APPENDIX IX

### Basic aspects of the training course on the performance of the management role and the refresher course on management competences

Characteristics of courses	Training courses on the performance of the management role	Refresher courses on management competences
<b>Organization of the course</b>	May be organised by an education authority, or by individuals or companies as the Education authorities see fit.	
<b>Staff who it is aimed at</b>	Principally, civil servant teachers from public schools. If there are free places they can be taken by publicly employed substitute staff.	
<b>Structure of the course</b>	They comprise a theoretical part and a practical part. They have a modular structure of variable duration, depending on the content.	
<b>Modality</b>	The courses may be distance learning. The convocating education administration determines this format and may even combine distance and face-to-face delivery in the different modules.	
<b>Completing the course</b>	<ul style="list-style-type: none"> <li>• Course on one block which accumulates all the modules.</li> <li>• Accumulation of modules from the same course split up over time, over a maximum of two years.</li> </ul>	
<b>Core modules (minimum) (as well as other specific modules set by the education authority)</b>	Module I. Regulatory framework applicable to schools Module II. Organisation and management of schools Module III. Management of school resources Module IV. Key factors for effective management. Module V. Accountability and quality of education. Module VI. Management project.	Module I. Updating of regulatory framework applicable to schools Module II. Management of institutional plans. Module III. Effective and efficient management of school resources. Module IV. Key factors for effective management. Module V. Accountability and quality of education. Module VI. Management project.
	120 hours	60 hours
<b>Minimum duration</b>	Both calculations of hours include all the core modules. They do not include the specific modules set by education authorities.	
<b>Teaching and supervision</b>	The courses and their modules can be taught, supervised and evaluated by the following staff, as long as they have accredited competence in the subject: <ul style="list-style-type: none"> <li>- Education Inspectorate or the Inspectorate service of the education authorities;</li> <li>- School principals;</li> <li>- University teaching and research staff;</li> <li>- Civil servants from the MECD or the regional education authorities;</li> <li>- Other staff from the public authorities who are experts in specific areas;</li> <li>- Experts not pertaining to the Administration.</li> </ul>	
<b>Passing the course</b>	The education authority organising the course sets the assessment criteria for the management project and each of the modules.	
<b>Time validity</b>	Indefinite (once the course has been passed).	
<b>Territorial validity</b>	Both courses are valid throughout the national territory, regardless of the education authority which organises it.	
<b>Renewal</b>	<ul style="list-style-type: none"> <li>• Once 8 years have passed since the issuing of the corresponding certificate, they must carry out an update of the contents including the necessary competences for the exercise of the public teaching function, through passing the refresher courses.</li> <li>• Passing this content refresher course is not necessary for the renewal of the post of principal, but it may be taken into account as a merit in the selection procedures.</li> </ul>	
<b>Exemption of the realization and evaluation of certain modules</b>	Those who have an official master's degree or a postgraduate degree on Direction and Management of Schools are exempt of the realization and evaluation of all the general modules and all the specific modules determined by the organizing educational administration, with the exemption of the module "Direction Project".	

Source: Eurydice Spain-REDIE (CNIIE, MECD) from the current regulations.