



Independent national experts network in the area of adult education/adult skills

Full Country Report – Spain

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1.0 COUNTRY OVERVIEW

1.1 Trends for the entire population

1.1.1 Employment rate – entire population

Table 1.1: Evolution of employment rate - national average (2010-2016) compared to EU data

Geographical area	Years									Targets	
	2000	2005	2010	2011	2012	2013	2014	2015	2016	EU 2020	National 2020
EU-28 average	:	67.9	68.6	68.6	68.4	68.4	69.2	70	71	75% of the 20-64 year-olds in employment	74
Member State	60.6	67.5	62.8	62	59.6	58.6	59.9	62	63.9		

Source: Employment rates by age and educational attainment level (%) Eurostat code *lfsa_ergaed*, last updated 25 April 2017.

Explanatory note: This table compares the average employment rate of the population (ISCED all levels) aged 20 to 64 in a given Member State over the period 2000-2016 to EU targets and average, including the EU2020 target, national 2020 targets and the average EU employment rate for 2016.

-Comparison to EU2020 target

The employment rate in Spain is 63.9%, compared to the EU2020 target of 75%. Whilst the employment rate has been increasing since 2014, it is unlikely that the national employment rate will achieve the EU2020 target.

-Comparison to National 2020 target

The national Government has changed the target from 73% to 74%. As the national rate stands at 63.9%, it is unlikely that the national target will be met by 2020.

As we can see from the above data, the current national rate is 10 percentage places below the EU 2020 target.

-Comparison between 2016 national data and the EU-28 average for 2016

There was a 7.1 percentage point gap between the national rate and the EU average rate in 2016.

-Evolution over time

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In Spain, the employment rate has continuously increased from 2014. Despite this, issues remain relating to: a) differences between ages – young and adult people – gender – men and women – and, overall, large differences between different territories inside Spain¹.

Another important consideration is the general use of temporary contracts in the country, which impacts negatively on employees wellbeing and job satisfaction and cannot necessarily be considered as a stable base upon which growth will be built. In fact, the Commission has criticised Spain for the precarious use of temporary contracts in strategic sectors of public employment, such as health. ²

1.1.2 Participation rate – entire population

Table 1.2: Evolution of participation rate in education and training - national average (2010-2016) compared to EU data

Geographical area	Years									Targets	
	2000	2005	2010	2011	2012	2013	2014	2015	2016	EU 2020	National 2020
EU-28 average	:	9.6	9.3	9.1	9.2	10.7	10.8	10.7	10.8		
Member State	4.5	10.8	11.2	11.2	11.2	11.4	10.1	9.9	9.4	15% of adults in lifelong learning (LLL)	

Source: Participation rate in education and training by sex and age (%), Eurostat code trng_ifse_01, last updated 25 April 2017.

Explanatory note: This table compares the participation rate in lifelong learning of adults aged 25-64 to EU data over the period 2000-2016.

-Comparison to EU2020 target

The participation rate in education and training was 9.4% in 2016, compared to EU2020 target of 15%.

-Comparison to national target

There is no national target for education and training.

¹ <http://www.datosmacro.com/paro-epa/espana> (Accessed June 4, 2017)

² <http://www.eleconomista.es/economia/noticias/8173237/02/17/Bruselas-alerta-del-uso-generalizado-de-contratos-temporales-en-Espana.html> (Accessed June 4, 2017)

-Comparison between 2016 national data and the EU-28 average for 2016

The participation rate for Spain at 9.4% in 2016 was slightly behind the EU-28 average of 10.8%. Spain therefore has some way to go to narrow the gap between participation rate in education and training, and that of the EU-28 average.

Taking into account the direction of travel in the figures it is possible to confirm that there will be a certain level of convergence between EU rates and national rates, but the most surprising element is that participation rates in Spain were lower in 2016 than in 2015.

-Evolution over time

There was an increase rate in the participation rate between 2000 and 2013 from 4.5% to 11.4%, despite stagnation in the rate between 2010 and 2012 (the rate steadied at 11.2%).

From 2009, and across 2010 and 2011, there was a significant reduction of activities related to training, and there was also a drastic cut in the budgets for these activities.

In the opinion of the expert, another important element of context to understand is the lack of an educational policy that encourages people to attend educational activities, and to promote a culture of learning in Spain.

1.2 Trends for low qualified adults

1.2.1 Share of low qualified adults

Table 1.3: Share of low-qualified adults (ISCED 0-2) – national data (2010-2016) compared to EU-28 average 2016

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
EU-28 average	:	30.6	27.3	26.6	25.8	24.8	24.1	23.5	23
Member State	61.4	51.2	47.1	46	45.3	44.5	43.4	42.6	41.7

Source: Population by educational attainment level, sex and age (%), Eurostat edat_ifse_03, last updated 25 April 2017.

Explanatory note: this table compares the percentage of the population with low qualifications (ISCED levels 0-2) in 2016 to the EU-28 average for 2016 and the period 2000-2016.

-Comparison to EU-28 average

The proportion of low skilled adults was 41.7% in 2016, and below the EU-28 average rate. There is a gap of 18.7 percentage points between the two rates.

According to the table above, the rate of low skilled adults in Spain is almost double the EU average.

-Evolution over time

The proportion of low skilled adults in Spain has been in steady decline. Between 2000 and 2016, the national rate decreased from 61.4% to 41.7%, a drop of 19.7 percentage points. The EU-28 rate also decreased from 30.6% in 2005 to 23% in 2016 (7.6 percentage point change). The gap between the national and EU average rate fell from 20.6 percentage points in 2005 to 18.7 percentage points in 2016.

In the last PIAAC report³, the literacy proficiency of Spanish adults is scored at 252, which is below the OECD average of 268. In maths the score is 246, which is below the OECD average of 263. There are no figures in 'problem solving in technology-rich environment' and the absence of data can be understood as very significant information because Spain could be considered as an advanced economy.

Regarding low qualified adults, the percentage of people included in levels -1 to 2⁴ in literacy is 66% compared to an OECD average of 49% while in Maths and 71% are included in this category compared to an OECD average of 52%⁵. Finally, the general score of low qualified adults is 225, which is below OECD average of 231.⁶

1.2.2 Employment rate of low skilled adults

Table 1.4: Employment rates of low skilled adults (ISCED 0-2) – national data (2010-2016) compared to EU-28 average 2016

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
EU-28 average	:	55.7	53.8	53.4	52.7	52	52.6	53.2	54.3
Member State	53.8	58.8	53	52.3	49.3	48.3	49.4	51.6	53.9

Source: Employment rates by age and educational attainment level (%) Eurostat code lfsa_ergaed, last updated 25 April 2017.

Explanatory note: This table compares the employment rates of those with low qualifications (ISCED levels 0-2) to the EU average over the period 2010-2016.

³ OECD (2016), Skills Matter: Further Results from the Survey of Adult Skills: http://www.oecd-ilibrary.org/education/skills-matter_9789264258051-en [Accessed September 3, 2016]

⁴ Programa Internacional para la evaluación de competencias de la población adulta (PIAAC). Retrieved from <http://www.mecd.gob.es/educacion-mecd/> [Accessed Septiembre 4, 2016]

⁵ Programa Internacional para la evaluación de competencias de la población adulta (PIAAC). Retrieved from <http://www.mecd.gob.es/educacion-mecd/> [Accessed Septiembre 4, 2016]

⁶ Programa Internacional para la evaluación de competencias de la población adulta (PIAAC). Retrieved from <http://www.mecd.gob.es/educacion-mecd/> [Accessed Septiembre 4, 2016]

-Comparison to EU-28 average

The national employment rate of low skilled adults was 53.9% in 2016, relatively close to the EU-28 average of 54.3%. These figures suggest that the gap of 0.4 percentage points is likely to be narrowed, and that the national rate will catch up with the EU rate in the near future.

-Evolution over time

The national employment rate of low skilled adults fluctuated between 2000 and 2016. The rate was 53.8% in 2000, and increased by 2005 to 58.8%, it then decreased to 48.3% in 2013. After this point, the rate began to rise and is currently 53.9% in 2016.

On the one hand, as in the case of employment rates for the entire population, there is some instability in some of the employment sectors because of an over-reliance on temporary contracts. For instance, many within the labour market, including those in the public sector, have contracts for a period of hours, days or weeks.⁷

On the other hand, the labour market in Spain is based mainly on tourism and agriculture. This means that sometimes the jobs that exist do not need specific qualifications, thus there is no incentive for individuals employed in these sectors to enhance their qualification levels.

1.2.3 Participation rate of low skilled adults

Table 1.5: Participation rate of low skilled adults – EU average in comparison to national average

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
EU-28 average	:	3.7	3.9	4	3.9	4.5	4.5	4.3	4.2
Member State	1.1	4.1	4.9	4.7	4.7	4.6	3.9	3.6	3.4

Source: Participation rate in education and training by sex and educational attainment (%), Eurostat code and trng_ifse_03, last updated 25 April 2017.

Explanatory note: This table compares the participation rate in lifelong learning of adults aged 25-64 with low qualification levels (ISCED levels 0-2) to EU data and over the period 2000-2016.

-Comparison to EU-28 average

The participation rate of low skilled adults in Spain in Life Long Learning (LLL) was 3.4% in 2016, relatively close to the EU-28 on average of 4.2%. Both the national rate and the EU-28 average rate were lower in 2016 compared to 2015.

⁷ http://economia.elpais.com/economia/2017/06/02/actualidad/1496384406_738303.html

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-Evolution over time

The national rate in 2000 was 1.1%, and then increased to 4.9% in 2010. The rate then dropped to 4.7% across 2011 and 2012, and fell to 4.6% by 2013. The rate then fell to 3.9% in 2014, 3.6% in 2015 and 3.4% in 2016. The EU-28 rate shows a different pattern of growth over time (increase between 2005 and 2011 (3.7% to 4%) then the rate fluctuated to 3.4% in 2016.

The low participation rates of the low skilled in LLL is more worrying than the rates for participation in LLL for the whole population. This is because adults who have low skills are more likely to be socially excluded, and education and training are one of the ways in which to support them to become more integrated into the labour market and civil society as a whole.

2.0 BRIEF OVERVIEW OF ADULT LEARNING SYSTEM

2.1 Main features and a concise summary of historic development

Developing a uniform overview of adult learning system in Spain is very difficult. These difficulties have intensified because of the tensions between the Central and Autonomous Governments who are competing for control on issues around funding and the enacting laws, which was ongoing when this report was being prepared, and has led to uncertainty in the system. Some policy elements such as health services, public transportation, taxes, education, and others, are in the hands of the Autonomous Governments. Every territory has full legislative authority, taking into account the minimum standards set up by the national government's Ministry of Education, Culture and Sports.

In terms of adult education, there is no adult education law that exists at the national level; however, there are adult education laws in Galicia (1992)⁸, Valencia (1995)⁹, the Canary Islands (2003)¹⁰ and the Balearic Islands (2006)¹¹. There is also the Organic Education Act (2006)¹² which was followed by an Education Act (2007)¹³ in Andalusia, and another Education Act (2009)¹⁴ in Catalonia. Other Ministries are also involved in adult education and learning including the Ministry of Employment and Social Security.¹⁵ Each territory in the state therefore has full legislative power and can implement its own adult education legislative measures in the framework of the minimum standards set by both ministries at state level.

Regarding administrative terms, the set up of each department in every territory can be different, and can change when the 'colour'¹⁶ of the Autonomous Government in a territory changes¹⁷. In this context, it is very difficult to define a lifelong learning strategy that can be said to be implemented at a national level. However, it is possible to identify and define the main legal documents that regulate adult education and adult learning at a national level. These are set out later on in the report under Section 3.1.2. Finally, it is important to stress that education has been – and still is – a partisan issue. It means that each turn of government – from left to right, or on the contrary – means new regulations. In fact, the former Ministry of Education in the last socialist cabinet tried to implement an agreement related to education, which consisted of 148 measures. The agreement did not succeed because education has become a partisan issue¹⁸. At present time, there is an attempt to sign a new agreement that tries to bring education out of the partisan debate.

⁸ <https://www.boe.es/buscar/pdf/1992/BOE-A-1992-22924-consolidado.pdf>

⁹ http://www.docv.gva.es/portal/ficha_disposicion.jsp?id=24&siq=0213/1995&L=1&url_lista=

¹⁰ <http://www.gobiernodecanarias.org/boc/2003/079/001.html>

¹¹ <https://www.boe.es/buscar/pdf/2006/BOE-A-2006-8354-consolidado.pdf>

¹² <https://www.boe.es/buscar/act.php?id=BOE-A-2006-7899>

¹³ <http://www.juntadeandalucia.es/boja/2007/252/1>

¹⁴ http://dogc.gencat.cat/ca/pdogc_canals_interns/pdogc_resultats_fitxa/?documentId=480169&language=ca_ES&action=fitxa

¹⁵ <http://www.sepe.es>

¹⁶ For example, when there is a change in Government

¹⁷ For instance, after the last elections in Andalusia, the new government change some denominations.

Research is now included in a new department called 'Economy and Knowledge'.

¹⁸ <http://www.elmundo.es/elmundo/2010/04/21/espana/1271886486.html> [Accessed September 30, 2016]

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However, this has presented some difficulties, for example, the Catalonia issue is shadowing other policy issues¹⁹

Based on the context for developing policy in Spain, as set out above, it can be concluded that while there is a lifelong learning strategy at the national level, this is open to specific and practical interpretation at the territorial level. Another way of explaining adult education policy is by saying that there are similar practices across the country, but varying developments and practices in regions.

In line with European goals and benchmarks, adult education policy in Spain aims to expand the territorial network of public adult education provision; this includes distance learning either in formal and non-formal settings.²⁰

Regarding Vocational and Educational Training, there are plans to:

- Encourage workers' lifelong learning, to improve the employability of workers through both training actions and requalification;
- Promote the accreditation of workers' professional competences acquired through training or work experience;
- Encourage the integration of unemployed people – e.g. disabled people, low qualified adults, women, young adults, etc. - into the labour market through VET actions.

On the other hand, the focus concerning adult education is defined in the following items:

- To acquire a basic education that allows people to develop their knowledge and gain access to different levels and teachings in the education system;
- To improve professional qualifications;
- To develop the skills needed to express themselves better ;
- To develop the capacity to participate in social life, including active citizenship;
- To implement programmes for people at risk of social exclusion;
- To implement new programmes addressed to older people, such as Universities of Third Age and other programmes developed in Community and Civic Centres, usually depending from the City Halls;
- To develop policies and strategies that overcome gender inequalities.

In addition, we can add some of the VET (Vocational Education and Training) priorities, which stress the creation of a National System of Qualification:

- The creation of a specific sub-system of VET for employment;
- To develop new VET degrees;
- To develop a both orientation and information system;

¹⁹ http://www.eldiario.es/sociedad/parlamentarios-permitirian-Lomce-sobreviviera-legislatura_0_658634479.html [Accessed September 23, 2017]

²⁰ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Adult_Education_and_Training [Accessed September 4, 2016]

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- To improve education and training of teachers and trainers.

In relation to historic development, The Ley Moyano (Moyano Act) in 1857 established for the first time evening and Sunday classes devoted to adults learners. These classes mostly related to literacy, but also included a kind of professional training.

Following the general elections in February 1936, the new Government organised literacy and cultural campaigns that lasted throughout the three years of the Spanish Civil War.

After the restoration of the democracy, and between 1975- 1980 – there was an attempt to strengthen education and culture.

Finally it is important to stress two different things:

1. At the beginning of 19th Century Spain's illiteracy rate was around 60% of the total population. This high rate continued during the 19th and 20th Centuries (Viñao, 1990).
2. Traditionally, adult education in Spain is linked to cultural and community issues more than the schooling (Lucio-Villegas, 2017).

Table 2.1 Number of participants in formal education and training by level of education and age

	Age 20-24	Age 25+	Total
Level of education (i.e. basic, vocational, higher)			
Primary	5,467	74,245	79,712
Lower secondary	47,844	81,369	129,213
Upper secondary	189,940	230,393	420,333
Post-secondary non-tertiary education		23,984	
Short-cycle tertiary education		131,726	
Bachelor's or equivalent level		360,161	
Master's or equivalent level		199,694	
Doctoral or equivalent level		28,596	
			1,373,419

Source: Eurostat, Eurostat database table "Pupils and students enrolled by education level, sex and age (educ_uoe_enra02)", accessed 2017.08.21

The figures presented in Table 2.1 are in line with recent developments in the education system in Spain. A significant number of adults, approximately 420,333, are participating in Bachillerato (post-compulsory secondary education).

Participation figures related to elementary and basic education are lower than other levels, this is likely to be because of early school leaving.

2.2 Provision

2.2.1 *Helps adults improve their Basic Skills*

Education authorities are the main providers that offer formal adult education to help adults to improve their basic skills. There are around 1,407 public adult education institutions, 147 adult education classrooms, 280 secondary schools where adults can obtain a degree on compulsory secondary education, and 32 institutions related to distance adult education, for example, adult education for prisoners, etc²¹. Distant and classroom-based provision offered by education authorities include basic and compulsory education or professional training. There are also some programmes provided in a university setting such as the Universities of Third Age, or The Experience Classrooms²², which are specifically targeted at older adults²³.

Specifically, the offer to help adults to improve their basic skills includes the following levels of education²⁴:

- Basic education for adults divided into initial education, and secondary education for adults. The first is also divided in two different levels: i) Level 1 or Literacy that aims to provide people with literacy and numeracy skills, and level 2 or Consolidation of Knowledge and Instrumental Techniques that aims to enable adults to participate in social, cultural, political and economic life.
- Secondary education for adults is organised in three areas: i) Communication – including a foreign language²⁵ ii) Social Sciences, Geography and History, Citizenship Education, and iii) Scientific-Technological area that includes Mathematics, Technology, Health and Environmental issues.
- Vocational Secondary Education for Adults. This vocational training involves two years training and is classroom-based in adult education schools.
- Finally, language education to acquire the Basic User Level (A1 and A2) according to the Common European Framework of Reference for Languages.

These four types of provision drive people to obtain a certificate.

²¹ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Main_Providers [Accessed September 29, 2017]

²² See, for instance, the Experience Classroom at the University of Seville <http://institucional.us.es/aulaexp/>

²³ Valle, J. E. (2014). Educación permanente: los programas universitarios para mayores en España como respuesta a una nueva realidad social. *Revista de Educación Superior*, vol. 43 (3), 171, 117-138.

²⁴ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Main_Types_of_Provision [Accessed September 17, 2017]

²⁵ This means that in some places people can learn three languages: Spanish, the language of their own Autonomous Community and the first foreign language.

There also are private institutions. During the 2014/2015 academic year there were 99 private adult education institutions which represented 4.51% of the offer. These fall under three main categories²⁶:

- Non-for-profit institutions, including Popular Universities;
- Private for-profit institutions usually related to language and professional training;
- Private for-profit institutions focus on the provision of distant learning.

Usually not-for profit institutions are financed from public budget. Only some Schools of Business and Schools of Languages can be considered as self – financing private institutions.

2.2.2 Helps adults achieve a Recognised Qualification

Adults can achieve a recognised qualification from education authorities after either finishing the types of study presented in the previous section or by finishing Bachillerato (Post-compulsory Secondary Education) or Vocational Training for adults. This official qualification proves the development and consolidation of basic skills and enable adults to access vocational training, artistic education or/and university education.

2.2.3 Helps adults develop other knowledge and skills, not for vocational purposes

The major providers in this domain are local authorities and Civil Society Organisations that organise a wide range of cultural activities. One example of this is the Popular Universities^{27,28}. Popular Universities organise official studies as described in 2.2.1., and cultural activities such as leisure workshops, activities related to local history and traditions, travels and visits to historical places.

Local authorities offer an assorted array of cultural activities through community centres, as in the case of the city of Seville²⁹ – presented only as example of this kind of activities.

2.2.4 Facilitates Transition to the Labour Market for unemployed people or those at risk of unemployment (ALMPs)

The main provider of training that helps unemployed people or those at risk of unemployment transition to the labour market is the Ministry of Employment and Social Security³⁰. This includes supplying training for people with special training needs or those who have difficulties in accessing the labour market³¹. The Department of Employment

²⁶https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Adult_Education_and_Training_Funding#Private_education [Accessed September 29, 2017]

²⁷ See <http://www.feup.org/>

²⁸https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Main_Types_of_Provision [Accessed September 17, 2016]

²⁹ http://participasevilla.sevilla.org/?page_id=2 [Accessed September 17, 2017]

³⁰ Other educational institutions and providers can only play a role in some projects. Some relevant interventions are listed in annex 2 of this report

³¹ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Main_Types_of_Provision [Accessed September 18, 2017]

and Social Security develops an annual programme that takes into account proposals made by the Autonomous Communities. This programme includes:

- Subsidising training actions with a recruitment commitment for least 60% of the trainees;
- Training plans to support the unemployed access existing employment opportunities
- Training programmes for specific groups, especially young people.

Finally, it is important to stress the Plan PREPARA³² for people who cannot access unemployment benefits. These people are encouraged to take part in training that helps them to get a new qualification or reintegrate into the labour market. In addition, participants are also given financial support for six months while training. This plan was agreed between the State and the Autonomous Communities³³.

2.2.5 *Opens up Higher Education to adults*

There are no specific programmes for adults linked to the above. There are three routes to Higher Education which depend on three entry requirements (for non-traditional applicants): an access route for people over 25; those over 40 related to professional or work experience; and for people over 45. Universities have to reserve a number of places between 1% – minimum – to 3% maximum.³⁴ Traditional applicants have to pass Bachillerato and an exam to enter University (traditionally call Selectividad, in Spanish)..

Another way adults can also access adult education is through the Universities of Third Age³⁵. Usually these Universities of Third Age – or Experience Classroom (Aula de la Experiencia, in Spanish) as run by the University of Seville, for instance – organise leisure activities more than degree study programmes.

Another path is related to taking a Master Degree programmes either at public or private universities or in other institutions such as the Chambers of Commerce³⁶. Currently, Master Degrees are considered as important qualifications that enable people to access the labour market, or improve their prospects in their own company.

³² https://www.sepe.es/contenidos/personas/formacion/programa_prepara/prepara.html [Accessed September 18, 2017]

³³ <http://www.elmundo.es/economia/2017/08/14/599069fa468aebc8738b458f.html> [Accessed September 18, 2017]

³⁴ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Bachelor#University_entrance_examination [Accessed September 18, 2017]

³⁵ See, for instance, <http://www.institucional.us.es/aulaexp> at the university of Seville

³⁶ See <http://en.camaradesevilla.com/formacion/curso/50/M%C3%81STER%20EN%20ADMINISTRACI%C3%93N%20DE%20EMPRESAS%20-%20MBA%20POSGRADO> or <http://cursos-formacion.camaramadrid.es/> as examples

2.2.6 *Enables adult employees to develop their work-related skills*

The main providers of provision that enable adult employees to develop their work-related skills are employment-related organisations. There are 19,283³⁷ such organisations authorised to provide training to employed and unemployed people. These include: private training companies; business organisations; and trade unions, etc. Usually these organisations are financed by public funds.

2.2.7 *Other (if any)*

There are several programmes related to specific groups, for example, migrant people³⁸ – mainly developed by Civil Society Organisations that focus on teaching Spanish and other co-official languages as a second language. Other programmes are specially geared towards Gipsy people³⁹⁴⁰.

³⁷ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Main_Providers [Accessed September 29, 2017]

³⁸ <http://www.accem.es/inmigracion/?lang=es> [Accessed September 30, 2017]

³⁹ <http://www.mecd.gob.es/dctm/ministerio/educacion/ifiie/lineas-investigacion-innovacion/educacion-intercultural/publicaciones-informes/publicaciones/gitanos-mercadillos-escuelas-institutos?documentId=0901e72b807b22e8> [Accessed September 13, 2016]

⁴⁰ <http://www.msssi.gob.es/ssi/familiasInfancia/inclusionSocial/poblacionGitana/docs/PlanOperativoPoblacionGitana2014-2016.pdf> [Accessed September 13, 2016]

3.0 ADULT LEARNING POLICIES

3.1 Context

3.1.1 *Distribution of responsibilities regarding adult learning*

The distribution of adult learning responsibilities is across three different levels:

State level: The Ministry of Education, Culture and Sports is responsible for the general regulatory framework. The last legislative measures⁴¹ have seen a shift in some regulatory powers to a more centralised organisation;

Second level: Departments of Education – or similar - in the different Autonomous Government that are responsible for implementing specific policies of adult education and learning;

Finally, local authorities – municipalities – are responsible for the maintenance of buildings. They also organise some training actions mostly related to leisure activities: dance, painting, sewing, sports, etc⁴².

The provision of employment related training is regulated by the Department of Employment and Social Security⁴³, through the State Public Employment Service (SEPE)⁴⁴. However, these activities are also organised in the same framework discussed in the previous paragraph. Specifically, the SEPE is only in charge of the training provision when it goes beyond the territorial scope of an Autonomous Community, or in areas where the state maintains full competences (Army, prisoners, etc.).

The Autonomous Governments are responsible for the implementation of these training initiatives, in the framework of State regulations. For instance, the Autonomous Government of Andalusia announced the restart of training actions for the unemployed that were suspended in 2011. In the case of Seville, this will cover spending approximately EUR 15 million to organise 419 training actions for 6,285 unemployed people.⁴⁵

Local authorities – municipalities and supra local entities called Diputaciones^{46 47} - business organisations, trade unions or accredited training companies collaborate in implementing these training programmes. For instance, the Diputación of Seville organises an

⁴¹ Mainly the Organic Act On the Improvement of the Quality of Education

⁴² See for instance <http://www.sevilla.org/ayuntamiento/distritos/macarena/directorio-de-actividades/actividades-del-distrito> with an explanation regarding Seville City Hall activities.

⁴³ http://www.empleo.gob.es/es/sec_trabajo/formacion/index.htm

⁴⁴ <http://www.sepe.es/>

⁴⁵ http://www.diariodesevilla.es/sevilla/Junta-valida-Sevilla-desempleados-despues_0_1176482928.html

[Accessed September 28, 2017]

⁴⁶ In the Oxford dictionary Diputación is translated by Council. Diputaciones are responsible for implementing some policies, including training for unemployed an employment programmes at level of each province.

⁴⁷ Spain has a double administrative structure. The first level is the Autonomous Communities – there are 17. A second is the provincial level, 52 – including Ceuta and Melilla in the north of Africa. Each province has a *Diputación*. From time to time discussion about the usefulness of *Diputaciones* comes to the political debate.

employment programme for young people. Around EUR 3.3 million from European Social Fund has been invested in this programme⁴⁸.

3.1.2 Major national socio-economic strategies governing the provision of Adult Learning

The major strategies include:⁴⁹

1. A Strategic Lifelong Learning Plan (2014-2016)⁵⁰⁵¹, some of the aims of this Plan are:
 - To provide widespread access to information, guidance and counselling to guarantee that all citizens can participate in Lifelong Learning;
 - To promote innovation in Lifelong Learning;
 - To adapt training provision to citizens' personal, social and labour needs;
 - To increase the percentage of citizens who participate in lifelong learning activities, as well as their qualification levels.
2. A reform of the vocational training system that responds to the need of the labour market that started in 2014 and was derived from the implementation of the 'The Organic Act on the Improvement of the Quality of Education' ('Ley Orgánica para la mejora de calidad educativa' in Spanish)
3. A National System of Qualifications and Vocational Training (SNCFP)⁵², which was established in 2002. In addition, a Catalogue of Vocational Qualifications (CNCP)⁵³ that sets out how to recognise and accredit professional competences.
4. The promotion of distance education through the Centre for the Innovation and Development of Distant Education (CIDEAD) created in 1990.
5. Reform of the national employment system. The main aim is to offer guidance, training, and qualification and advice measures for the unemployed.
6. Updating the National Catalogue of Vocational Qualifications.
7. Focusing on ensuring that at least 15% of adults participate in lifelong learning. To do this the strategy will focus on the following:
 - Adults without basic skills or compulsory education;
 - The economically active population who have professional qualifications that are not accredited;
 - Early school leavers;
 - Young people without Lower Compulsory Secondary Education Certificate.

⁴⁸ www.dipusevilla.es/noticias [Accessed September 27, 2017]

⁴⁹ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Developments_and_Current_Policy_Priorities [Accessed September 29, 2017]

⁵⁰ Plan Estratégico de Aprendizaje a lo largo de la vida 2014-2016. Retrieved from: <http://www.mecd.gob.es/dms/mecd/educacion-mecd/areas-educacion/sistema-educativo/estudios-sistemas-educativos/espanol/especificos/estrategia-competencias-ocde/documentacion/Plan-estrategico-de-aprendizaje-a-lo-largo-de-la-vida.pdf> [Accessed September 5, 2016]

⁵¹ At present time remains the same document without data.

⁵² http://www.educacion.gob.es/educa/incual/ice_legislacion.html

⁵³ http://www.mecd.gob.es/educa/incual/ice_CualCatalogo.html

Specific programmes of this lifelong learning strategy are⁵⁴:

- Basic education;
- Post-compulsory education;
- Preparation for entrance examinations either in intermediary and advanced vocational training or University;
- Basic vocational training;
- Training in the use of ICT;
- Foreign language learning. For instance: 'That's English', a distance education programme⁵⁵;
- Spanish as a foreign language;
- Other initiatives related to personal and social development and citizenship.

Classroom-based adult education includes programmes that help adults obtain a diploma in Compulsory Secondary Education. Other programmes are devoted to preparing for University Entrance, Spanish as second language, etc. Distant education is mainly focused on foreign language learning. In general, there are not many offers related to personal and social development or citizenship.

3.2 Adult learning policy framework

3.2.1 A summary of major developments/ changes since 2010

As discussed in the previous section, it is important to take into account the structure of the State in the implementation of adult education laws. In this sense, legal documents and regulations are developed at different levels of state intervention: the national level of intervention is concerned with minimum standards in relation to curricula and degrees, while Autonomous Governments take full legislative power to organise the practices and development of curricula and degrees. Finally, there are institutions at both provincial⁵⁶ and local levels that develop practices and rules concerning adult education and adult learning. Examples of such practices and rules have been mentioned in the previous section.

The major reform from 2010 is the enacted Organic Act on the Improvement of the Quality of Education in 2013. Another important development is the Act on Sustainable Economy enacted in 2011 that introduced changes in professional training.

3.2.2 Main legislative act(s) governing the provision of adult learning

The main legal documents are the following:

⁵⁴ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Lifelong_Learning_Strategy [Accessed September 18, 2016]

⁵⁵ <http://www.rtve.es/alacarta/videos/thats-english/>

⁵⁶ See Distribution of Responsibilities

The Organic Education Act (Ley Orgánica de Educación, in Spanish)⁵⁷, enacted in 2006. Article 5 of the Act states as one of the main objectives that lifelong learning is every citizen's right. The responsibility to carry this out on behalf of the State resides at different regional/national levels. Chapter IX of the law (articles 66 to 70) is devoted to adult education. There are two important elements:

- Adult education is presented as voluntary, and the State can collaborate with other administrations to develop adult education programmes;
- The law defines adult education as: basic education; post-compulsory education (upper secondary education and professional training); and others, including professional training, higher education, learning foreign languages, Spanish language learning for immigrants (which could also be other official languages in the State depending on the territory), etc.

As previously mentioned, there are other Education Acts such as Andalusia's (2007) and Catalonia's (2009) that regulate adult education in the formal sector. For instance, Andalusia's Education Act refers to education for adults and learning networks, and stresses the role of ICT and distance education. Furthermore, there are other Adult Education Acts that are specific to adult education. Important legislation in relation adult education provision includes:

- The Organic Act on the Improvement of the Quality of Education (Ley Orgánica para la mejora de calidad educativa, in Spanish)⁵⁸, enacted in 2103, this establishes a new regulation on professional training and reinforces the power of regulations at State level, and also the roles that School Heads and the school council play, among other changes.
- The Organic Qualifications and Professional Training Act, (Ley Orgánica de las Cualificaciones y la Formación Profesional, in Spanish)⁵⁹ enacted in 2002. Two important elements of this Act are: i) that it aims to guarantee the inclusion of people who are at-risk socially, such as women, the unemployed over the age of 45 years and workers with low qualification levels; and ii) that it aims to create a counselling and guidance system addressed to workers, employers, students and families, in order to facilitate the dissemination of knowledge regarding professional qualification, schools, and requirements from the labour market. The main characteristics of this law are it is:
 - i. Intrinsically related to the labour market;
 - ii. Outlines the creation of a Catalogue of Professional Qualifications;
 - iii. Sets out a modular structure more adequate to the labour market;
 - iv. Introduces the possibility that training can be offered not only in educational institutions but also in labour institutions and social agencies such as trade unions.

⁵⁷ <https://www.boe.es/buscar/act.php?id=BOE-A-2006-7899>

⁵⁸ <http://www.mecd.gob.es/educacion-mecd/mc/lomce/inicio.html;jsessionid=05902D00E597EC7C656ED6711BE7743A>

⁵⁹ <https://www.boe.es/buscar/act.php?id=BOE-A-2002-12018>

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- The Act on Sustainable Economy (Ley de Economía Sustentable, in Spanish)⁶⁰ enacted in 2011. This is strictly not an education law, but it introduces changes in the production system that has influence in education – mainly in VET. Complementary to this is the Organic Act 4/2011 (Ley Orgánica 4/2011 complementaria de la Ley de Economía Sostenible)⁶¹ enacted also in 2011. Both modify aspects of previous Acts mainly The Organic Qualifications and Professional Training Act cited above.
- The Act 30/2015⁶² that regulates the system of professional training for employment in the labour market (Ley 30/2015 por la que se regula el sistema de Formación Profesional para el empleo en el ámbito laboral, in Spanish) enacted in 2015. This is an update of the 2020 Act.

These laws are developed in several Royal Decrees.

3.2.3 *Main strategies*

The strategic documents that refer to adult learning are included in section 3.1.2. This section explains the main national goals and visions for the development of adult learning.

The main aim of the adult education system in Spain is to offer people over 18 the chance to acquire, complete or expand their knowledge and skills for their personal and professional development. To achieve this, the laws cited below outline some specific aims which are⁶³:

To develop the ability to participate in social, cultural, political and economic life;

To develop programmes to overcome the risk of social exclusion;

To foster real equality of rights and opportunities between men and women, as well as critically analysed and asses' inequalities between them.

As already mentioned above⁶⁴, Spain also has a target to ensure that at least 15% of adults participate in lifelong learning.

⁶⁰ <https://www.boe.es/buscar/doc.php?id=BOE-A-2011-4117> [Accessed September 27, 2017]

⁶¹ https://www.boe.es/diario_boe/txt.php?id=BOE-A-2011-4551 [Accessed September 27, 2017]

⁶² https://www.boe.es/diario_boe/txt.php?id=BOE-A-2015-9734 [Accessed September 27, 2017]

⁶³

[https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Fundamental Principles and National Policies](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Fundamental_Principles_and_National_Policies)

⁶⁴

[https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Developments and Current Policy Priorities](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Developments_and_Current_Policy_Priorities) [Accessed October 10, 2017]

3.2.4 Main implementing acts

There are a number of programmes that are organised in the framework of Acts discussed under Section 3.2.2 that are due to be developed in 31 December 2017⁶⁵ as follows:

- A programme for financing textbooks and didactic materials worth EUR 24 million;
- Financing the implementation of a new basic vocational training worth EUR 230 million;
- Financing of the development of quality actions in vocational training worth EUR 11,500 million;
- Financing of dual vocational training actions worth EUR 1,200 million.

Another recent legislative measure is the design of external national standardised evaluations at the end of compulsory secondary education and Bachillerato for adults.

3.3 National quantitative policy targets

Table 3.1 Targets linked to Adult Learning in broader economic policies/LLL strategies/framework or implementing act

General information		Progress toward target		
Target (target figure and date to be achieved by)	Adoption date (e.g. 31/03/2018)	Initial value (at date of adoption)	Current value	Summary of progress against target
15% of adults participating in lifelong learning in 2020	2014 ⁶⁶	10,8%	9.4% (2016)	

Table 3.1 shows that the participation rates in lifelong learning has stagnated in Spain, and is 4.8 percentage points below the EU 28 average. As mentioned in section 1.1.2 of this report, the lack of a culture of learning may be one of the reasons for this stagnation.

⁶⁵[https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:National Reforms in Vocational Education and Training and Adult Learning](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning) [Accessed October 10, 2017]

⁶⁶<http://www.mecd.gob.es/dctm/inee/internacional/et2020informe-espanol-2014.pdf?documentId=0901e72b81c42cf3> [Accessed September 29, 2017]

3.4 Quality assurance

The 2013 Organic Act on the Improvement of the Quality of Education established the need to provide quality education for all citizens.

In formal adult education, evaluation and quality processes are conducted by the Education Inspectorate and the National Institute of Educational Evaluation⁶⁷ at state level, and by other institutions in each territory.

More specifically, the evaluation covers the following domains⁶⁸:

- The education system;
- Education institutions (internal and external);
- Teaching and managerial functions.

In the VET system, the main aim of quality assurance is that the training responds to the needs of both employers and employees, and the unemployed looking for a job. One of the main indicators is the impact of the training undertaken on job access and retention, and the improvement of the competitiveness of the companies. Data is not available on these two indicators.

In terms of methods for assessing quality assurance, it is worth stressing that:

- In the Adult education formal sector, a student final evaluation will also include a diagnostic assessment;
- In the VET system, there is an annual evaluation process that includes interviews with students, trainers and administrative personnel responsible for the training;
- The Ministry of Education, Culture and Sport considers that participation in the Programme for the International Assessment of Adult Competences (PIAAC) as way of monitoring quality assurance.

3.5 Future policy developments

The following objectives for the Ministry of Education, Culture and Sport, regarding adult education funding, were presented in the 2016 budget. These are mainly general declarations that are described as objectives for 2020 and are as follows: ⁶⁹:

- Promote adult learning as a key component of lifelong learning, thereby contributing to employability, mobility in the labour market and social inclusion;

⁶⁷ <http://www.mecd.gob.es/inee/portada.html>

⁶⁸ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Quality_Assurance [Accessed September 28, 2017]

⁶⁹ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Adult_Education_and_Training_Funding [Accessed September 23, 2017]

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- Ensure the quality of provision and establish a system for the monitoring of adult learning, and implement systems for the recognition of competences acquired outside the education system;
- Ensure the recognition of the competences required in lifelong learning, bearing in mind that they are acquired and recognised at all levels of education.
- For Vocational and Educational Training, the following objectives are outlined⁷⁰:
- Encourage unemployed and employed workers' lifelong learning in order to improve their professional competences and their employment and training pathways, as well as their professional and personal development;
- Contribute to the improvement of the productivity and competitiveness of companies;
- Meet the requirements of the labour market and the needs of companies by providing workers with the appropriate competences, knowledge and practices;
- Improve the employability of workers, especially of those who have difficulties remaining in the labour market or, or are socially excluded;
- Promote the accreditation of workers' professional competences acquired through training or work experience;
- Extend the benefits of information and communication technologies to workers, by promoting the reduction of existing digital breach and ensuring accessibility.

More specific reforms include:⁷¹:

- External evaluations at the end of compulsory secondary education and Bachillerato (Upper Secondary School) for adults;
- Reform of the intermediate vocational training;
- Consideration of teachers as a public authority and enactment of criminal sanctions for acts against public education officials;
- Reinforcement of the vocational information and guidance.

All these reforms are mainly linked to the Organic Act on the Improvement of the Quality of Education, are at risk of being abolished either totally or in some parts. Given this uncertainty, it is difficult to anticipate any policy developments in the short term.

In the opinion of the author of this briefing, the current paralysis of education policies could have some significant consequences in the adult education and learning system. This paralysis covers all the political life. In the opinion of the author, some of the reasons for this paralysis include firstly, two general elections, and secondly, the authoritarian manner of a minority government in parliament that has not got a culture of negotiation. In fact, the 2018 budget is not under negotiation at present time. Finally, the political situation around Catalonia's independence currently introduces significant uncertainty in all policy areas.

⁷⁰

[https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Adult Education and Training Funding](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Adult_Education_and_Training_Funding) [Accessed September 23, 2017]

⁷¹[https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:National Reforms in Vocational Education and Training and Adult Learning](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning) [Accessed October 24, 2016]

4.0 INVESTMENT IN ADULT LEARNING SYSTEMS

4.1 Total investment in adult learning and change over time

Institutions responsible for funding adult education are mainly in the public sector. In 2016, the State Budget established as one of the aims of the Department of Education, Culture and Sports to promote adult learning as a key component of lifelong learning. Unfortunately, information on investment in adult learning is only available from 2013⁷². In this year, the Ministry of Education, Culture and Sports invested EUR 337million in formal education in 2013⁷³, which represents 0.37% of the total budget. Approximately 30% was spent on primary education, 27% on secondary education⁷⁴. In addition, EUR 779.4⁷⁵ million was spent on occupational training.

The Ministry of Employment and Social Security and the State Public Employment Service invested in 2015 approximately EUR 2082.5 million in training activities for employed workers and the unemployed. This total amount was divided as follows:⁷⁶ EUR1043.54 million was as given to companies to train the unemployed; and EUR 989.43 million for training employed people including financing vocational training for active workers. EUR 49.4 million was transferred to Autonomous Governments for training activities.

Figures are not available for private investment. As noted in the earlier section, it would be difficult to analyse public expenditure in Autonomous Governments individually.

Specifically, the educational budget has decreased from 53 million EUR in 2009 to 46 million EUR in 2015.⁷⁷ However, according to information available from the Ministry of Education, Culture and Sports, the educational budget increased by 4.5% between 2014 and 2015.⁷⁸

In general, it is possible to think that investment in adult learning and vocational training could have more positive impacts, and that participation rates would be decreasing,

⁷²

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Adult_Education_and_Training_Funding [Accessed September 18, 2017]

⁷³

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Adult_Education_and_Training_Funding [Accessed September 11, 2016]

⁷⁴ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Funding_in_Education [Accessed October,10, 2017]

⁷⁵

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Adult_Education_and_Training_Funding [Accessed September 18, 2017]

⁷⁶

https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:Adult_Education_and_Training_Funding [Accessed September 18, 2017]

⁷⁷ http://politica.elpais.com/politica/2016/09/14/actualidad/1473854823_735626.h [Accessed September 16, 2016]

⁷⁸ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning#Expenditure_on_education_policy_in_2015 [Accessed October 24, 2016]

however, it seems that these investments have had limited impact on the inclusion of low skilled adults in the labour market.

Finally, there is a lack of official information about the use of the VET funds, and therefore a lack of transparency clouds the question of whether investments are being prioritised in an appropriate way.

4.1.1 Fees paid by learners

Compulsory education is free of charge; however, in post-compulsory education, or university entrance examination, fees are decided by each Autonomous Government. As an example, fees related to enrolling 'Aula Mentor'⁷⁹ are 24 EUR per month. The fees are likely to discourage participation in adult education and provide an explanation for the decreasing of participation rates.

Training actions organised by employment for public authorities are also free of charge. In the case of the unemployed, participation in training activities is a requirement for receiving unemployment subsidies as in the Plan PREPARA mentioned in Section 2.2.4.

In some cases, individuals can be awarded funds from public authorities to participate in language courses, post-compulsory education, university entrance fees, etc. However, the total amount of these grants has been drastically reduced since 2012.⁸⁰ Grants may cover registration fees, residence, transport and teaching materials.

4.2 Public national investment

Table 4.1 Breakdown of public national investment

Title of public investment source	Source of funding	Amount of funding	Targeted number of participants	Targeted level of provision	Start/ end date
Ministry of Education, Culture and Sports	State Budget	EUR 337 million	Adult people	Basic Education	2013 ⁸¹
Ministry of Education, Culture and Sports	State Budget	EUR 779,4 million	Employed and unemployed people	Occupational training	2013 ⁸²
Ministry of Employment and Social Security	State Budget	EUR 989,43 million	Employed people	Occupational training	2015
Ministry of Employment and Social Security	State Budget	EUR 1,043,54 million	Unemployed people	Occupational training	2015

⁷⁹ <http://www.aulamentor.es/>

⁸⁰ http://www.eldiario.es/sociedad/Radiografia-becas-ministerio-despues-Rajoy_0_418558787.html [Accessed September 14, 2016]

⁸¹ The last figures available are from this year

⁸² Idem

This table represents only the expenditure at State level. It is important to stress that each Autonomous Community has its own budget. Another important point to stress is that funding for VET is twice that allocated to general education for adults.

4.3 EU support via structural funds (primarily ESF)

4.3.1 Structural fund support planned as part of 2014-2020 financial framework

ESF structural funds are used in a variety of ways in Spain, some are used to fund general programmes and others are targeted at programmes in Autonomous Communities – Andalusia and Catalonia Examples if such programme are listed below:

Under the National Operational Programme for Employment, Training and Education⁸³, in the period 2014- 2020 period Spain will invest by the end of the funding period 3 billion EUR, including 2.1 billion EUR from the EU budget. The total amount will be shared among the Autonomous Governments. The main aims of this programme are:

- To reduce difficulties in finding a job in vulnerable groups;
- To increase employment and job quality;
- To decrease the risk of poverty;
- To improve education and training reducing early school leavers.

The expected impacts of this action⁸⁴ are as follows:

- More than a 1,000,000 people will take part in project financed by this programme;
- More than 500,000 people will benefit from an increase in vocational training places; More than 100,000 will be involved in projects related to social inclusion.
- Under the programme on Social Inclusion and Social Economy, Spain will invest 1.1 billion EUR, including EUR 800 million from the European Social Fund to strengthen the role of the social economy⁸⁵

The programme holds three guiding aims:

- To actively include citizens to participate in society and have a better chance in the labour market;
- To consider social economy as a key element to counteract the impact of the financial crisis in the labour market;
- To adopt an integrated approach that links different areas and create synergies.

More than 500.000 people are expected to take part in this programme, mainly people at risk of exclusion.

⁸³ <http://ec.europa.eu/esf/main.jsp?catId=576&langId=en> [Accessed September 10, 2016]

⁸⁴ http://www.empleo.gob.es/uafse/es/fse_2014-2020/programas_operativos/index.html [Accessed September 19, 2017]

⁸⁵ <http://ec.europa.eu/esf/main.jsp?catId=576&langId=en> [Accessed September 19, 2017]

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- Another programme of interest is the Youth Employment Initiative. The total budget is EUR 2.8 billion including EUR 2.4 billion from the European Budget⁸⁶.

The major goal of this programme is that every young person can have an employment, education, apprenticeship or traineeship within four months of becoming unemployed or leaving formal education.

Other aims of this programme are:

- A better activation;
- Enhanced employability and skills;
- Increase entrepreneurship;
- Increased indefinite hiring. From the ESF programme, Andalusia⁸⁷ will invest 1.19 billion EUR, including 954.4 million EUR from EU budget in programmes addressing creation of jobs, especially for people at risk of exclusion, support entrepreneurship, improve education and training, and reducing early school leaving.- More than 70,000 people at risk of exclusion are potential beneficiaries of this programme. It is expected that 48% of the total funding will be dedicated to improving the educational system to meet the demands to the labour market. It is expected that 1.1 million pupils in compulsory education can benefit of this programme. Finally, 750,000 unemployed people are expected to benefit by increasing their opportunities to find a job.
- Catalonia⁸⁸ will invest 609,.5 million EUR, including 304.7 million EUR from EU budget in programmes that:
 - Increase employment opportunities especially for long term unemployed, people with low skills or people older than 45;
 - Address the needs of people at risk of social exclusion and poverty;
 - Modernise the Catalan Public Employment Services;
 - Enhance labour opportunities.

The expected impacts include:

- Increasing employment opportunities for disadvantaged groups;
- Improving the employability of people out from the labour market;
- Increasing the quality and access to training activities for workers.

According to the operational programme circulated by the European Commission, the Spanish adult education system was scheduled to receive 162 million (out of a total 8.5 billion) EUR from European Structural Funds for 2014-2020.

⁸⁶ <http://ec.europa.eu/esf/main.jsp?catId=576&langId=en> [Accessed September 19, 2017]

⁸⁷ <http://ec.europa.eu/esf/main.jsp?catId=576&langId=en> [Accessed September 19, 2017]

⁸⁸ <http://ec.europa.eu/esf/main.jsp?catId=576&langId=en> [Accessed September 28, 2017]

4.3.2 *EU support via structural funds (primarily ESF) provided as part of 2007-2013 financial framework*

According to available data on financial support to Member States between 2014 and 2020, in July 2016, the planned financial support from ESF Operational Programmes for the investment priority was directly targeted at adult learning. The value of the investment priority 10.3 (Enhancing Access to Lifelong Learning) was EUR 162 million.

There is a lack of information on how the EU structural funds are spent. For instance, in Seville there is no information on funding for the last three years. However, ESF was equivalent to 15% of GDP of the province.⁸⁹

However, there is information on specific projects financed with these funds⁹⁰. One of these projects was to integrate vulnerable people into the labour market⁹¹ to enable them to gain confidence and motivational skills. This programme supported more than 1500 participants, and 54% of these found a job. Total budget of this programme was EUR 8,400,776, EUR 5,837,473 was from the European Social Fund (ESF).

Another project in Madrid is supporting prisoners to reintegrate back into society, and into the labour market. This project will benefit approximately 109 prisoners. Part of the project is funded by ESF to the value of EUR 32,599 from a total budget of EUR 280,105.⁹²

4.4 Effectiveness of investment

It is very difficult to analyse the effectiveness of this investment because these funds are usually shared amongst Autonomous Communities. As noted in other parts of this report, to analyse Autonomous Communities individually will imply analysing the context, the total budget, legislative and social framework, etc. of each separately.

While it is possible to find many evaluation plans⁹³ on the programmes discussed in the report, only one evaluation report related to Youth Employment Initiative⁹⁴ in 2015 has been published. The report shows that in December 2014, the number of young people supported under the Youth Guarantee National System was 2105 – 76.17% were aged 20-24, and 22.43%, 15- 19. In November 2015, the figures were similar. To date, the number of young people aged 25-29 was 28.61%. Just over half, 53%, of the young people involved in the Youth Guarantee National System were men, and 47%, women. Andalusia had the largest number of people on this programme (65,480), and Catalonia, the second

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<http://www.diariodesevilla.es/article/sevilla/2390748/los/fondos/europeos/aportan/la/actividad/economica.html> [Accessed October 24, 2016]

⁹⁰ <http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&keywords=&theme=0&country=378&list=1> [Accessed October 24, 2016]

⁹¹ <http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=1879> [Accessed October 24, 2016 and September 28, 2017]

⁹² <http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=723> [Accessed September 28, 2017]

⁹³ http://www.empleo.gob.es/uafse/es/fse_2014-2020/evaluaciones/ [Accessed September 20, 2017]

⁹⁴ Primera evaluación de la iniciativa de empleo juvenil. Retrieved from http://www.empleo.gob.es/uafse/es/fse_2014-2020/evaluaciones/ [Accessed September 21, 2017]

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largest (19,410). Actions implemented are related to: second chance, counselling, training in languages and ICT or support to entrepreneurship among others.

According to the evaluation report, in relation to funding, some Autonomous Communities had not spent all the money allocated to them in the period 2014-2015. This was the case for Andalusia. Catalonia also spent only 38.59% of the total budget. In contrast, Navarra spent 90.92% of the total budget in 2015. At the State level, some institutions as was the case for Andalusia, did not spend any part of their budget in November 2015.

The report confirms that during 2014, 8339 actions mostly related to second chance, counselling, second language and ICT were developed.

Finally, the report highlights the creation of a repertoire of good practices, and the expected impact at community level by the creation of jobs opportunities.

5.0 ASSESSMENT OF EXISTING POLICY

Since the end of the Dictatorship, education and adult education have been a political battlefield without any consensus to stabilise the policy framework. On the other hand, tensions between regional/national governments and the State means that some policy developments have not been implemented in some territories – as is the case with some parts of the Organic Act on the Improvement of the Quality of Education⁹⁵.

Certain elements of the educational system exemplify these tensions: the teaching of co-official languages in some territories of the State, the teaching of religion reinstated by the Government in the above mentioned Act, the loss of a discipline about citizenship, among others.

Other matters, as mentioned in the previous section, are related to the lack of transparency regarding funding.

Adult education has historically been the poor relative of the educational system in Spain, and this remains an issue. In fact, in the beginning of the Constitutional State, adult education was important and provided answers to personal, community and job needs⁹⁶.

The following sub-sections assess the existing policy through the lens of the six key success factors for effective adult learning policy that have been identified in a recent study.⁹⁷ It is important to stress here that the existing policy has been originated in a context where ideological conflicts are common. On the other hand, the author will present some evidences and some opinions derived from his own both knowledge and experience.

5.1 Develop learners' interest in learning

As we can see in the figures presented at the very beginning of this report, participation rates at all levels, and specifically for low skilled adults, are decreasing. It is possible to consider that these figures on participation mean that individuals are not motivated to attend learning. It might be that people do not value the importance of learning. On the other hand, it also is important to stress the lack of a culture of learning, as it will be referred later on in this report, which acts as barrier to promoting awareness of the value of learning as an important tool for personal and social development. In the opinion of the author of this report, the Organic Act on the Improvement of the Quality of Education reinforces a schooling model that moves learners away from learning activities. This

⁹⁵<http://www.elmundo.es/sociedad/2016/06/07/5757025122601d53188b4699.html> [Accessed September 15, 2016]

⁹⁶ Lucio-Villegas, E. (2012). What's going on? An overview of adult education policies in Spain. *Journal of Adult and Continuing Education*, 18(1), pp. 77-89

⁹⁷ Key success factors, indicating the strength of evidence (available in all EU languages): <https://epale.ec.europa.eu/en/policy-tool/key-success-factors>; Study "An in-depth analysis of adult learning policies and their effectiveness in Europe" by EC (2015): <https://epale.ec.europa.eu/sites/default/files/final-report-20150817-en.pdf>

schooling model has which is based on the ties between school, curriculum and community has broken one of the adult education tradition in Spain.

5.2 Increase employers' investment in learning

An important part of the VET system is organised around the Tripartite Foundation for Training in Employment⁹⁸ which is mainly supported by public funds. In Spain, there is scope to develop a culture of entrepreneurship and learning within the business community. However, this is in a context of employers reducing their costs in response to the economic crisis. The focus on reducing costs means there is less interest in learning and teaching at this time. In fact, a research interviewing key informants of employers associations⁹⁹ concludes that the interest of employers association in workers training is more related to the funding to support their large structures than the training itself.

Plus, there are a lot of subcontracting workers in strategic sectors of Spanish economy as tourism.¹⁰⁰

5.3 Improve equity of access for all

There are specific programmes for migrant people¹⁰¹ – mainly developed by Civil Society Organisations – focused on the teaching of Spanish – or other co-official languages – as second language. Other programmes are particularly targeted at Gipsy people¹⁰²¹⁰³. Finally, there are some programmes for disadvantaged neighbourhoods that focus on refurbishing of buildings, and the development of social movements and associations to help prevent early school leaving, and improve people's job prospects etc. One of the most singular cases is the Polígono Sur (South District) in the city of Seville.¹⁰⁴

On the other hand, in the opinion of the author of this briefing, there is now less consideration given to basic skills in adult learning programmes. Taking into account the low level of literacy proficiency – see previous section devoted to attainment levels – the lack of focus on basic skills may explain the decrease in participation rates.

⁹⁸ <http://www.fundaciontripartita.org/Pages/default.aspx>

⁹⁹ Hernández, R. & Lucio-Villegas, E. (2015). Vocational Education and Training from the Perspective of Key Informants of Employer Associations in Spain: A Qualitative Analysis. In S. Bohlinger, U. Haake, C.H. Jørgensen, H. Toiviainen & A. Wallo (Eds.), *Working and Learning in Times of Uncertainty. Challenges to Adult, Professional and Vocational Education* (pp. 197-208). Rotterdam: Sense Publishers. Available at <https://www.sensepublishers.com/catalogs/bookseries/research-on-the-education-and-learning-of-adults/working-and-learning-in-times-of-uncertainty/>

¹⁰⁰ https://elpais.com/economia/2017/06/22/actualidad/1498153929_094267.html [Accessed September 28, 2017]

¹⁰¹ <http://www.accem.es/es/educacirn-de-adultos-inmigrantes-alfabetizacirn-en-lenqua-castellana-para-la-integracirn-social-p159> [Accessed September 13, 2016]

¹⁰² <http://www.mecd.gob.es/dctm/ministerio/educacion/ifiie/lineas-investigacion-innovacion/educacion-intercultural/publicaciones-informes/publicaciones/gitanos-mercadillos-escuelas-institutos?documentId=0901e72b807b22e8> [Accessed September 13, 2016]

¹⁰³ <http://www.msssi.gob.es/ssi/familiasInfancia/inclusionSocial/poblacionGitana/docs/PlanOperativoPoblacionGitana2014-2016.pdf> [Accessed September 13, 2016]

¹⁰⁴ <http://www.poligonosursevilla.es/opencms/opencms/>

5.4 Deliver learning that is relevant

In this case, the role of the Tripartite Foundation mentioned above is very important because it is a space – with the limitations already mentioned in this section – where representatives of the State’s Public Employment System, trade unions, and companies meet and organise training actions in an attempt to provide specific training solutions in response to industry needs. In a recent research¹⁰⁵ about the transfer of training, authors differentiated between traditional training and training for innovation. The research concluded that the transferability of training and skills must be improved to enhance their relevance and effectiveness in the work place. The research also revealed a general feeling amongst trainers that a greater awareness of the application of skills in the workplace within the learning environment is crucial to improving the motivation of learners.

5.5 Deliver learning that is of high quality

In Spain there is scope to develop the skills of the adult education workforce. Teacher training is mainly focused on school levels.¹⁰⁶ There appears to be very limited attention paid to the development of teaching skills in the variety of non-formal or informal settings where adult education takes place.

5.6 Ensure coherent policy

Three main elements can be discussed in relation to the coordination of lifelong learning policy:

1. There are some efforts to link educational authorities’ lifelong learning policies at either the State level or regional/national level with employment authorities at the same levels.
2. Coordination is a significant challenge – due to the political tensions referred to above between the diverse levels of the administration: state level, regions/nations or local level. This lack of coordination, for the reason already mentioned, leads to the duplication of some initiatives as well as gaps in the delivery of others.
3. There is very little coordination at the local level amongst libraries, businesses, community centres, schools, Civil Society Organisations, etc. This lack of coordination impedes the creation of a learning culture outside the walls of the school.¹⁰⁷

¹⁰⁵ Quesada, C., Círasso, A., Pineda, P. & Janer, A. (2015). Training for innovation in Spain. Analysis of its effectiveness from the perspective of transfer of training. In S. Bohlinger, U. Haake, C.H. Jørgensen, H. Toiviainen & A. Wallo (Eds.), *Working and Learning in Times of Uncertainty. Challenges to Adult, Professional and Vocational Education* (pp. 183-195). Rotterdam: Sense Publishers. Available at <https://www.sensepublishers.com/catalogs/bookseries/research-on-the-education-and-learning-of-adults/working-and-learning-in-times-of-uncertainty/>

¹⁰⁶ One example is the curriculum in the majority of Faculties of Education. See, for instance:

<http://www.unex.es/conoce-la-ueex/centros/educacion/titulaciones>, or <http://fcce.us.es/estudios>

¹⁰⁷ Gelpi, E. (2004). *Trabajo Futuro. La formación como proyecto político*. Xàtiva: Edicions del CREC.

6.0 STRENGTH AND WEAKNESSES OF THE ADULT EDUCATION SYSTEM

6.1 Strengths

Based on the evidence presented earlier and the views of the author, some key strengths of the adult education system are identified below.

- Traditionally, adult education in Spain has been linked to communities either in a social dimension or in relation to the local economy. While a part of this important tradition has been lost, its influence remains, as seen in the Communities of Learning operating in disadvantaged neighbourhoods such as the Polígono Sur¹⁰⁸ (South District) in the city of Seville – referred to in a previous section, and other similar initiatives spread around the country. These kinds of initiatives can be considered strengths because people find in these activities a motivation to participate in learning activities^{109,110}. Specifically addressed to adult education and learning it could be highlighted the experience of La Verneda. An adult education school in Barcelona that can be considered as an example of Community of Learning¹¹¹.
- There are examples of strong collaboration between the public sector, workers and employers in the field of adult training. The Tripartite Foundation for Training in Employment in particular is a private foundation that provides training for employed workers. The Foundation is jointly governed by trade unions, employers, and the State Public Employment Service.¹¹²
- There are also examples of Civil Society Organisations filling gaps in adult education and learning provision. For example, in the city of Seville important work in relation to literacy with migrant people is being taken forward by Hermandades (Fraternities). This also occurs in other countries in Europe.¹¹³ Another example is El Vacie, a shanty dwelling's neighbourhood, also in the city of Seville, where volunteers of some CSOs help people deal with issues such as child care, health, personal and family hygiene, etc¹¹⁴. These programmes can be considered as good practices. For instance, in El Vacie the programmes developed have improved the family hygiene and other issues related to health.

6.2 Weaknesses

Key weaknesses can be identified as follows:

¹⁰⁸ <http://www.poligonosursevilla.es/opencms/opencms/>

¹⁰⁹ Flecha, R. (2015). [Comunidades de aprendizaje](#): sueños posibles para todas las niñas y los niños. *Aula de Innovación Educativa*, 241, 12-16.

¹¹⁰ Flecha, R. & Puigvert, L. (2015) [Las Comunidades de Aprendizaje: Una apuesta por la igualdad educativa. Cultura para la esperanza: instrumento de análisis de la realidad](#), 99, 29-35

¹¹¹ <http://www.edaverneda.org/edaverneda8/> [Accessed September 28, 2017]

¹¹² <http://www.fundaciontripartita.org/Pages/default.aspx>

¹¹³ Professor Peter Mayo. University of Malta. Personal communication.

¹¹⁴ http://elpais.com/diario/2000/05/24/andalucia/959120523_850215.html [Accessed September 29, 2016]

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- A key weakness is that there is not a strong culture of learning in the country. This can be related to relatively low levels of literacy. Based on figures from the census of 2011 just under a third, 31%, of the adult population in Spain is functionally illiterate.¹¹⁵¹¹⁶ . Other figures show that 43% of adult people have a low level of education.¹¹⁷ Other data on the behaviour of the population can be useful here: with figures from 2014¹¹⁸ showing that only 33% of the population went to visit a museum, 62% read a book and 23% attended theatre performances.
- There is a lack of training focused on specific teaching approaches for adults. The psychology of the adult, or specific teaching methodologies used in adult learning are not seen as an important element of teacher training in the majority of Faculties of Education.
- There is a lack of political consensus about the fundamental building blocks of the educational system in Spain. As the education system is a partisan battlefield, new governments tend to introduce new educational laws leading to disruption and a lack of stability at the level of practical implementation. This lack of consensus is regarded as the reason for the relatively poor performance of the educational system in Spain, the proportion of early school leavers in 2015 is currently around 20%¹¹⁹ (23.2% were men and 15.4% women).¹²⁰ In this case, there also are big variations in the education system across the different territories in Spain¹²¹. For instance, early school leavers in 2015 in Andalusia was 24.9%, in Catalonia, 18.8%, and in Extremadura, a poor region, 24.5%. Finally, in Navarra – one of the richest region in the State - the rate is 10.8%¹²².

¹¹⁵http://www.ine.es/dynqs/INEbase/es/operacion.htm?c=Estadistica_C&cid=1254736176825&menu=resultados&idp=1254735576508 [Accessed September 1, 2016]

¹¹⁶ They are the last figures available concerning illiteracy rates. Include illiteracy people, and people less than 5 years of schooling.

¹¹⁷ <http://www.elmundo.es/espana/2015/06/12/5579fbc8268e3e26118b459d.html> [Accessed September 15, 2016]

¹¹⁸ Educación y Cultura. Retrieved from www.ine.es [Accessed September 1, 2016] There are no new figures.

¹¹⁹ http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=t2020_40&plugin=1 [Accessed September 1, 2016]

¹²⁰ http://www.ine.es/ss/Satellite?L=es_ES&c=INESeccion_C&cid=1259925480602&p=1254735110672&pagename=ProductosYServicios%2FPYSLayout [Accessed September 28, 2017]

¹²¹ http://ccaa.elpais.com/ccaa/2016/08/01/madrid/1470070603_695615.html [Accessed September 4, 2016]

¹²² https://www.educacion.gob.es/educabase/tabla.do?sel_1=1&busc_1=&cri1=01&sel_2=1&busc_2=&cri2=00&sel_3=1&busc_3=&cri3=13&rows=comunidad+aut%F3noma&columns=sexo&columns=a%F1o&numCri=3&NumCeldas=1&type=pcaxis&path=%2FFormacionymI%2FEPA2014%2FIndi%2FI0%2Ffile=Indi01.px&divi=&per=&idtab=&accion=html [Accessed September 28, 2017]

7.0 FURTHER POLICY REFORMS AND ORIENTATIONS NEEDED

At the present time it is difficult to address the future orientation of the system, given the uncertainty surrounding the political situation in the country. Prior to the general elections in December 2015¹²³ there was an agreement amongst all the political parties – except the Popular Party – to abolish the Organic Act on the Improvement of the Quality of Education¹²⁴.

In the current situation, the Government produces general statements. For example, regarding VET the main aims are to implement the new basic vocational training, reinforce the procedures for the recognition of professional competences acquired through work experience and develop a dual vocational training model. It also aims to implement the Spanish Quality Network and provide other types of provision in order to facilitate lifelong learning,¹²⁵

Related more to adult education and learning, as discussed in earlier sections of the report, the aims should be on focusing on enlarging the territorial network of public adult education institutions, to complete distance education provision through the Centre for the Innovation and Development of Adult Education, increase non-formal distance education provision through extending and disseminating lifelong learning, and encouraging initiatives aimed at achieving the European objectives for 2020.¹²⁶

Concerning the already cited Act on the improvement of the Quality of Education, some goals are cited such as to reduce early school leavers to less than 10%, and to increase the share of the population aged 30-34 having completed tertiary or equivalent education to at least 40% in 2020.¹²⁷

In terms of whether the current policies address the challenges in the sector, in the opinion of the author of this briefing, it is very difficult to provide responses to challenges such as the lack of a culture of learning, the situation of low qualified adults or the inclusion of young people in the labour market because of limited funding, and a lack of political willingness to move from these general statements to a specific policy to improve adult education and learning, which creates a culture of learning and encourages participation.

In terms of additional future policy reforms and orientations, taken together, the evidence presented above suggests that the following should be the focus of policy reforms in the area of adult education. These suggestions are similar to the previous report because the situation has not change due to the political paralysis mentioned above.

¹²³<http://www.europapress.es/sociedad/educacion-00468/noticia-partidos-quieren-derogar-lomce-superan-mayoria-absoluta-congreso-20160117113934.html> [Accessed September 6, 2015]

¹²⁴<http://www.elmundo.es/sociedad/2016/04/05/57040e3622601d42488b4607.html> [Accessed September 27, 2015]

¹²⁵https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning [Accessed September 29, 2017]

¹²⁶https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning [Accessed September 12, 2016]

¹²⁷https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning [Accessed September 12, 2016]

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1. To reinforce the social role of the teacher, not to reinforce this as the role of a public authority¹²⁸ but, on the contrary reinforce the role in social terms and by adopting measures that guarantee the functioning of schools in terms of budget, ratio teacher/learners, continuity of teacher in its works, etc. This also means to improve the salaries of teachers that are lower than in other countries analysed in the OECD report already cited.¹²⁹
2. A second element is related to teacher training. To develop a stronger adult education system, either in basic education or in the VET system, it is essential to change initial training provision for teachers of adult learners and create a new field of specialisation, in Higher Education Institutions, specially addressed to working with adult people.
3. In some marginal territories – for example mountains, rural areas in Andalusia, Extremadura, Castilla and other poor regions – classroom-based teaching has been substituted by distant learning. The problem here is that the population is very old, with low levels of literacy and difficulties to understand and use ICT. To improve participation rates it is important to rethink programmes addressed to these low qualified adults living in marginal areas.
4. To create a learning and literacy culture it is important to link education and provision in the wider community¹³⁰ and to develop programmes that include children and the adult schools – school of families¹³¹ - libraries, community centres, etc.
5. Finally, it seems important to link learning and work in the workplace¹³³ and not only in the services of employment.

¹²⁸ https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Spain:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning [Accessed September 12, 2016]

¹²⁹ Education at a glance 2016. Retrieved from http://www.oecd-ilibrary.org/education/education-at-a-glance-2016_eag-2016-en [Accessed September 16, 2016]

¹³⁰ Gelpi, E. (2004). *Trabajo Futuro. La formación como proyecto político*. Xàtiva: Edicions del CREC.

¹³¹ <http://www.juntadeandalucia.es/educacion/webportal/web/escuela-de-familias/para-formarte/organiza-tu-escuela-de-familias> [Accessed September 15, 2016]

¹³² Ricoy, M.C. & Feliz, T. (2002). Estrategias de intervención para la escuela de padres y madres. *Educación XX1*, 5, 171-197.

¹³³ Gelpi, E. (1990). *Educación Permanente. Problemas laborales y perspectivas educativas*. Madrid: Popular.

8.0 SUMMARY

In the current political scenario, the situation of adult education and learning in Spain could be summarised in the same way as in the past year. In the opinion of the author, we have lost two years in the development and implementation of political measures regarding adult education and learning because of the current political situation discussed in previous chapters. This includes the delay in the implementation of LOMCE.

1. Participation rates, educational levels, inclusion of low qualified adults in the labour market and other statistics generally point to Spain making slow progress in relation to European goals. In 2016, general participation rate was 9.4%, and 3.4% for low skilled adults. In this sense, the situation of the adult education system has declined over the last five years. The last OECD¹³⁴ report indicates that investment in education decreased from 9% to 8%, well below the average of European countries (11%).
2. As stated in the above sections in the report, there are general statements concerning adult education and learning, but there are no initiatives to encourage people to attend adult learning. One example could be the reduction in grants, as already cited above. The current political situation presents a paralysis in the functioning of legislative measures because a majority of parties in the current parliament favours abolishing the Organic Act on the Improvement of the Quality of Education¹³⁵. This is a major issue, because this Act, as Organic Act, is currently implemented at a state level, but contested in a majority of the Autonomous Governments, including those that have the same colour as the current Government.
3. Some strengths and weaknesses could be stressed. Key strengths include the tradition that connects adult education and learning with communities, and the work that is been doing by CSOs. In terms of weaknesses, it is possible to cite the lack of a culture of learning, the lack of a workforce with specific training, and the utilisation of education as a partisan issue.

The key challenges at present time can be summarised as follow:

- To create culture of learning that motivates people to attend lifelong learning activities either in classroom-based or distance education;
- To improve the training of teachers devoted to adult education and learning;
- To improve the educational level of the population. The number of people in levels -1, 1 and 2 are not according to the expected rates of a developed country in Western Europe;
- To reinforce the provision of general education. Figures regarding budget present an unbalance between funding devoted to employed and unemployed and funding addressed to general education. In this case difficulties are also related to the lack

¹³⁴ Education at a glance 2016. Retrieved from http://www.oecd-ilibrary.org/education/education-at-a-glance-2016_eag-2016-en [Accessed September 16, 2016]

¹³⁵ <http://www.elmundo.es/sociedad/2016/04/05/57040e3622601d42488b4607.html> [Accessed September 27, 2016]

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of transparency in the utilisation of the funds and the impossibility to know about its effectiveness;

In the previous section, I have considered some necessary reforms in the adult education system in Spain in order to improve adult skills and achieve the European goals in 2020.

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ANNEXES

Annex 1: List of adopted legal acts, strategies, laws

Name	Date of adoption	Short description of content
The Organic Qualifications and Professional Training Act, (Ley Orgánica de las Cualificaciones y la Formación Profesional)	2002	The main characteristics of this law are: i) it is intrinsically related to the labour market; ii) it outlines the creation of a Catalogue of Professional Qualifications; iii) it delineates a modular structure more adequate to the labour market; iv) it points to the possibility that training can be offered not only in educational institutions but in labour institutions and social agencies such as trade unions
The Organic Education Act (Ley Orgánica de Educación)	2006	There are two important elements: i) adult education is presented as voluntary; ii) the law establishes the structure of adult education as: Basic education; Post-compulsory education (upper secondary education and professional training); and others, including access to professional training, access to higher education, learning foreign languages,
Act on Sustainable Economy (Ley de Economía Sustentable)	2011	It is not an education act, but it has a great influence in the modification of VET.
Organic Act 4/2011 (Ley Orgánica 4/2011 complementaria de la Ley de Economía Sostenible)	2011	Complementary to the above Act
The Organic Act on the Improvement of the Quality of Education (Ley Orgánica para	2013	Establishes a new regulation on professional training and reinforces the power of regulations at State level, and also the power of the School Head instead of the power of the schooling council, among other changes

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la mejora de calidad educativa		
Act 30/2015 that regulates the system of professional Training to employment in the labour market (Ley 30/2015 por la que se regula el sistema de Formación Profesional para el empleo en el ámbito laboral)	2015	Update the VET system

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Annex 2: Inventory of policy interventions

Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target? (tick all relevant)						Further details/description (purpose, duration, responsible entity etc.)
				Fosters learners' interest in	Employers' investment in	Improve equity of access for all	Learning that is relevant	High quality learning	Coherent policy	
Helping the vulnerable into work	http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=1879	EUR 8 400 776, EUR 5 837 473 from ESF	1500 individuals. Around 54 % of participants have gone on to find jobs			X				A project developed by Accion contra el hambre www.accioncontraelhambre.org

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Finding a path out of social exclusion	http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=2317	EUR 237 492 , EUR 171 588 from ESF	42 participants				X		During the first phase, participants follow one of two training programmes: 'Hairdressing and Personal Image' and 'Geriatric Care'. Both programmes provide professional qualifications (certificates) and have been selected for their high labour market insertion rates. During the second phase, participants receive job counselling and further support to find a job or start their own business as self-employed. It is developed The Canary Island by Fundacion Adsis https://www.fundacionadsis.org/es
The right to a family, and working life	http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=525	EUR 22 361 320, EUR 17 889 056 from ESF	34 000 people had participated in actions covered by the plan				X		The plan aims to help residents combine family responsibilities with their right to a decent job. http://empleoyformacion.jccm.es/principal/conciliacion-de-la-vida-

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										laboral-familiar-y-personal/conoce-el-plan/
Jobseekers find confidence in teamwork	http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=1501	EUR 165 000 from ESF	80 participants	X						Our most important achievement is participants' social and personal transformation, they recover motivation. A project developed by Accion contra el hambre www.accioncontraelhambre.org
Youth Employment - ESF/YEI	http://ec.europa.eu/esf/main.jsp?catId=576&langId=en	EUR 2,786,943,900.00, EUR 2,360,617,817.00 from EU funds	In November 2015 the number of young people affiliated to the Youth Guarantee National System aged 25-29 was 28,61%. In November 2015 53%						X	The actions for young people not in employment, education or training (NEET) are grouped along four specific objectives: a better activation, enhanced employability and skills, increased entrepreneurship and increased indefinite hiring.

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			<p>of young people inscribed in the Youth Guarantee National System were men and 47% women. Andalusia holds the first place in number of people in this programme - 65,480- and Catalonia - in the second place - had 19,410.</p>							
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