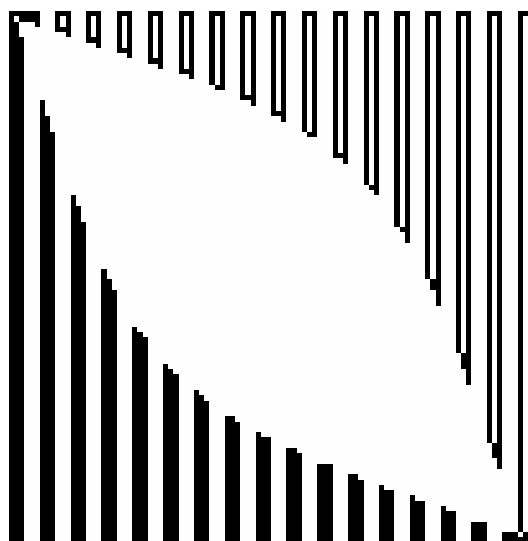


THEMATIC REVIEW ON ADULT LEARNING



SPAIN

COUNTRY NOTE

Visit: November 2001
Final version: September 2003

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1. INTRODUCTION

1.1 *Objectives and organization of the thematic review*

When they met in January 1996, OECD Education Ministers argued that far-reaching changes were needed to make lifelong learning for all a reality. “Strategies for lifelong learning need a wholehearted commitment to new system-wide goals, standards and approaches, adapted to the culture and circumstance of each country”. Recognizing that adults encountered particular problems in participating in lifelong learning, Ministers called on the OECD to “review and explore new forms of teaching and learning appropriate for adults, whether employed, unemployed or retired”. In October 1997, OECD Labour Ministers amplified the message. They recognized the adverse labour market consequences that arise due to the lack of access to lifelong learning opportunities, and “underlined the importance of ensuring that lifelong learning opportunities are broadly accessible to all persons of working age, in order to sustain and increase their employability”.

In 1998, the OECD and the U.S. Department of Education co-organized an international conference, *How Adults Learn*, to review recent research results and practices with regard to teaching and learning adapted to the needs of adults (OECD and US Department of Education, 1999). One of the conclusions from the conference was that a cross-country thematic review could be a valuable tool for understanding the role of policy and institutional environment in promoting adult learning and drawing policy lessons from different national experiences. In late 1998, the OECD Education Committee launched the Thematic Review on Adult Learning as a joint activity with the Employment, Labour and Social Affairs Committee.

The purpose of the activity is to analyze adult learning policy options under different contexts. It reviews the adequacy of learning opportunities, how to improve access and participation in adult learning and how learning interacts with the labour market. Among the different issues object of analysis are: The patterns of participation in adult learning; diagnoses of the problems that arise because of these patterns; policy programs and institutional arrangements that have been used by OECD member countries to expand learning opportunities for adults; options that can be regarded as “good practices” under diverse institutional circumstances and how these can be applied more widely within and across countries.

A meeting of national representatives to discuss the terms of reference and indicate interest in participation took place in Paris in June 1999. As a result, nine countries participate in the first round of the review: Canada, Denmark, Finland, Norway, Portugal, Spain, Sweden, Switzerland and the United Kingdom. A team of three reviewers, which comprises a rapporteur, from different countries and backgrounds (such as pedagogy, education, economics or social sciences) and two members of the OECD Secretariat visit each country. Each visit lasts about ten days and allows reviewers to capture both education and labour market issues. Each country prepares a Background Report drafted according to guidelines agreed by country representatives and the OECD Secretariat.

The visit enables the reviewers to analyze adult learning in the country on the basis of the Background Report, discussions with representatives of government, administration, employers, trade unions and practitioners, and through site visits. After each visit, the rapporteur, with the help of the review team, prepares a Country Note analyzing the main issues concerning adult learning and policy responses in the country under review. The note addresses the four major themes that impinge on participation by adults in learning: Inadequate incentives and motivations for adults to learn; complex pathways between learning settings and a lack of transparency in signalling learning outcomes across a variety of formal and non-formal settings; inappropriate teaching and learning methods; and lack of co-ordination between various public policies that directly or indirectly affect lifelong learning. A final Comparative Report addresses the

different issues and policy responses in a comparative perspective, including the insights gathered from the participating countries.

1.2 *Spain's participation in the review*

The review visit took place between the 12th and the 23rd of November of 2001. The list of members of the Spanish steering group, the author of the background report and the members of the OECD review team are presented in Annexes 1 and 2. The programme of the visit and the participants at the various meetings, are included in Annex 3. The review team would like to express their deepest appreciation to the steering group, the authors of the background report and to the wide range of officials and individuals involved in the visit. Their participation and commitment in the various aspects of the visit and in the provision of information on specifics, contributed to the overall accomplishment of its analysis of the status of adult learning in Spain.

1.3 *Structure of the Country Note*

After the present introduction, Chapter 2 of this Country Note addresses the context within which adult learning is being developed, highlighting the effects of economic, social and political features that place adult learning within its present context. Chapter 3 provides a quick snapshot of numbers and trends, summarizing the overall level of participation of adults in learning in Spain. It gives an overview of adult learning according to the different subsystems of supply: the Ministry of Education, the Public Employment Service (*Instituto Nacional de Empleo, INEM*), the Tripartite Foundation for Training at Work, the social partners and other private or non-profit providers. It ends with an overview of the most recent policies and legal measures. Chapter 4 analyses the different aspects of adult learning grouped under four main key themes: the role of different actors to improve the incentives and motivation for adults to learn; the existence of an integrated approach to the provision of, and participation in, adult learning; improving the quality, pedagogy and variety of learning provision; and policy coherence and effectiveness. Finally, Chapter 5 provides some issues for policy, observations and recommendations.

2. GENERAL CONTEXT

2.1. *Broad population changes*

The rate of growth of the Spanish population shows a sustained reduction over the past few decades. With growth rates at 3.2% in the eighties and down to 2.5% in the nineties, if current birth and mortality figures stay unchanged, Spain's population will begin declining around the year 2010. At present, Spanish population stands at 40.2 million inhabitants, 51.1% of them women, with the mode of the distribution placed at the 20-29 age tier (January 1, 1999). There are different trends, such as ageing, low birth rates and migration that are having a strong impact on this demographic situation. There are also strong differences in the regional and spatial distribution of the population.

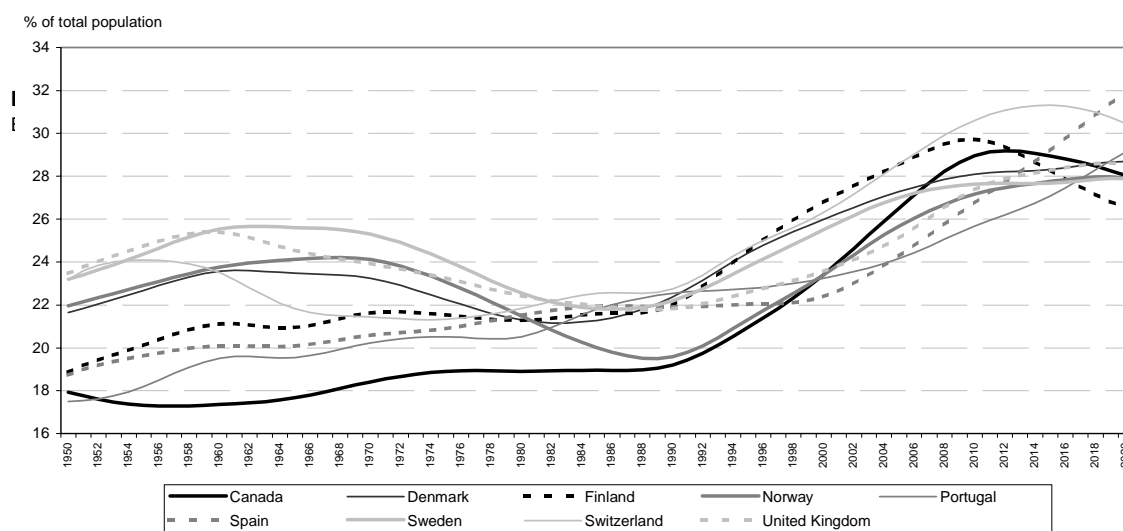
2.1.1. *An ageing population*

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Figure 1. Ageing of the population in selected OECD countries, 1950-2020

Evolution of the 45-64 year-olds as proportion of total population, 1950-2020



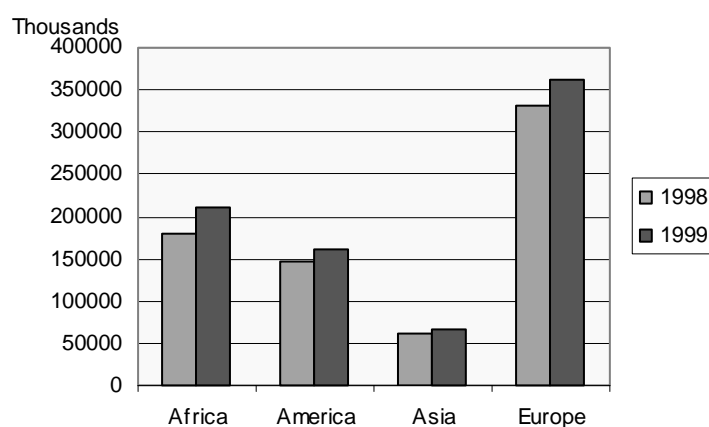
Source: United Nations (2001).

Spain is undergoing one of the fastest ageing processes in OECD countries, the most extreme in Europe (Figure 1). In 1999, there were approximately 36,000 people per month that went over the age of 65. Over the last century the Spanish population doubled its workforce, although the number of members of older generations has grown almost seven times. At the same time, the fertility rate in Spain is 1.1 children per woman, the lowest figure in Europe and insufficient to ensure generation replacement. Towards the year 2020, almost 32% of the population will be between 45 and 64 years old; those born between 1957 and 1977 will begin reaching retirement age, thus effecting an additional and major reduction in the number of people of working age and gradually further increasing the relative size of the older generations.

2.1.2. Recent growth in migration

Under the described conditions, changes in immigration patterns have become a central factor in maintaining Spanish population growth. The number of immigrants in Spain increased almost five times between 1975 and 1999, when they reached 801,329 registered migrants. The regulated foreign immigrant population makes up 1.8% of the total population, almost half of it being of European origin. Africa is the continent with the next largest group of immigrants in Spain, and also the one having increased the most in recent years. Latin Americans represent the third largest group. There are also strong inflows of non-regulated immigrant population for which there are no reliable figures.

Figure 2: Immigration to Spain by continent of origin, 1998-1999



Source: OECD (2001)a.

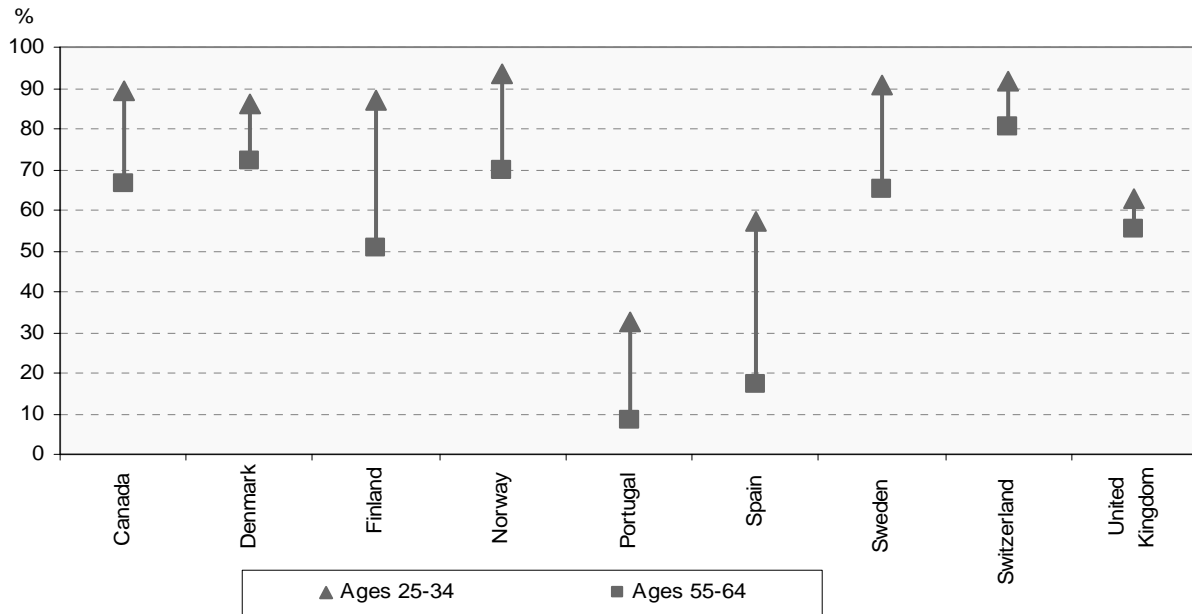
This situation must be kept in mind for the analysis of adult learning, in terms of labour market and language skills development. Although generally those coming from Latin America speak Spanish, four out of every five immigrants, most of them adults, will require language instruction in addition to posing a strong demand for skills training and integration into the Spanish society.

2.1.3. Improved educational attainment for younger adults

Although important improvements have taken place in the past decades, Spain's adult educational attainment is below average when compared with other OECD countries. More than half of the population aged 25 to 64 years had not completed upper secondary education level in 2001. Distribution however varies greatly according to age groups and to gender: there are more women with lower educational attainment levels, up to primary education, and these are actually older women. However, the differences are much larger by age groups while most illiterate people are over 60 with females being the largest group.

Figure 3: Adults with at least upper secondary education, 2001

Percentage of adults with at least upper secondary education by age group, 2001



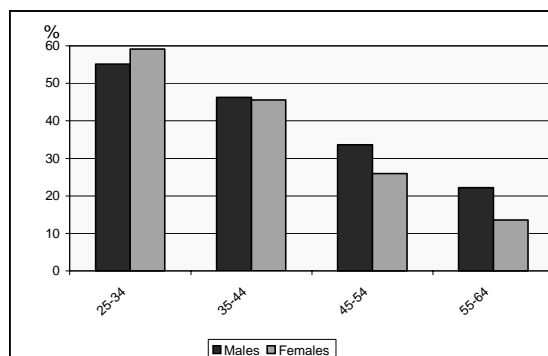
Source: OECD (2002)a.

Younger adults have higher educational attainment levels, following the trend in most OECD countries (Figure 3). There is a strong inverse relationship between education and age. As age increases, the percentage of people with high education levels decreases: in the past 20 years, younger generations have attained at least secondary education and even tertiary education at a very fast pace. This situation reveals the strong investments in improving educational attainment for young people that have been done in the past 30 years, but also shows the need for greater investments in both general education to match other OECD countries and in adult learning to improve skills and competencies of those adults with low educational attainment.

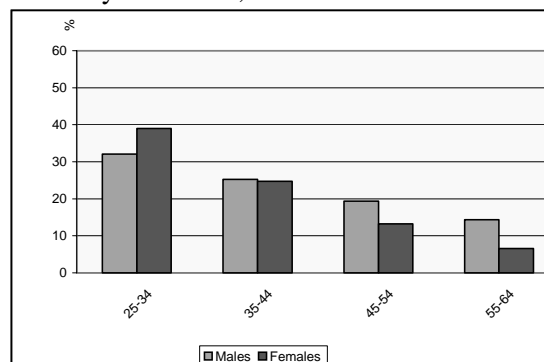
Present trends show that the educational structure of the adult population has started to change for the better, especially for women (Figure 4). At least 30% of men 25 through 34 years old have completed university studies, and this proportion stands at 40% for women. A similar relationship exists for young adults having completed upper secondary education. It is at age 35 where the educational and gender gap begins. Older adults, especially older women, have much lower educational attainment levels.

Figure 4: Educational attainment in Spain by age and gender, 2001

a. Percentage of population with at least upper secondary education, 2001



b. percentage of population with at least tertiary education, 2001



Source: OECD, 2002a.

There are also clear differences between adults in and out of the labour force. The active and working population have even higher education attainment than the rest of the population. The active population that completed only primary education is falling at an annual rate equivalent to that of the most developed European countries. In contrast, the segment of the active population showing the highest growth was the group having completed secondary education, showing a 5.3% increase, while those with tertiary studies, showed an increase of 7.8% (OECD, 2001a). However, despite this large improvement, overall levels still remain inferior to a number of OECD countries (Figure 2).

The above analysis means that the active population includes increasingly fewer people with low levels of education. This, on the one hand, can be claimed to be an effect of past and present educational policy decisions in general and of those related to adult learning in particular. On the other hand, the consequences for future adult learning policy decisions are also already evident. In the long run, as more educated younger generations enter adulthood, the focus might have to be on providing basic primary and secondary education opportunities to adults who never reached this level and to concentrate more on labour oriented programs.

2.2. The labour market reveals the need for adult learning

2.2.1. Unemployment and temporary employment

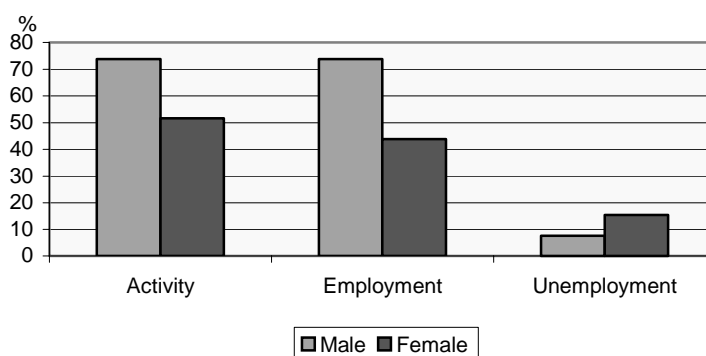
Spanish unemployment rates have been stubbornly high in the past 10 years. In 1997 for example unemployment rates reached 21%. Although unemployment has been falling, figures remain relatively high, with 10% in 2001 (OECD, 2002b). Furthermore, a significant segment of the unemployed remain a long period in that condition. Long term unemployment is one of the highest in OECD countries, with 61.8% of the total unemployed being unemployed after 6 months and 44% after one year (OECD averages stand at 41.8% for 6 months and over and 27.5% for more than one year). This should lead to a reconsideration of the role of adult learning as a tool for improving chances of employment in general as well as reversing trends of long term unemployment.

These high unemployment rates may also be coupled with a high proportion of temporary employment in the Spanish labour market. In 2000, almost one out of every three Spanish workers was in a temporary

contract, with higher rates than OECD average for workers with low educational attainment, in industry, in blue collar occupations and in smaller firms. It may result in a surge of atypical patterns in work careers. Individuals are affected by cyclical periods of unemployment, embark in education and training and periodically withdraw from the labour market. This situation can have an impact on the focus of adult learning: on the one hand by the need for the provision of learning opportunities to help persons to change their type of labour expertise and, on the other hand, to target those types of skills on demand in the labour market. Also, there might be consideration to including more learning possibilities for people on temporary contracts.

Figure 5: Labour force situation by gender, 2000

Percent of 15-64 year olds in the labour force and employment divided by the working age population and unemployment divided by labour force, 2000



Source: OECD (2002)b.

2.2.2. Shortage of high level skills

The relationship between education and both employment and unemployment rates is greatly influenced by the growing impact of the knowledge based economy. In general, unemployment rates are much higher for those with the lowest educational attainment levels. While unemployment is receding at all education levels, it is increasing among the illiterate population. This might mean, on the one hand, that basic adult education needs to be redefined and targeted more broadly and, in the other, that the more complex ones seem to be on target, thus rendering the expected results.

There also seems to be a shortage of labour in Spain, as shown by the fact that unemployment rates are similar or lower to those at the end of the previous year, and vacant rates are higher. This may imply that the labour market is not well functioning and that there are skills' shortages (OECD, 2001b). Coexistence of both unemployment and tight labour markets indicate a likely mismatch between supply and demand for work-related skills, which in turn suggests a role for adult learning policies.

2.2.3. High proportion of women joining the labour market

Women in Spain have been entering the labour force at very high rates in the past decade, with labour force participation rates for women 25 through 54, having grown from 47% in 1990 to 62.8% in 2000. Still, overall, women aged 16 and over are significantly less present than men in the labour market. Over 5.4 million women are employed, slightly over a third of the total individuals employed (37.3%);

unemployment is much higher among women, in terms of both the absolute value and the rate for unemployment (19.8%), which more than doubles that for men (Figure 5). This may call for adult learning programs specially targeted to women and to their re-entry into the labour market and/or the revision of access opportunities into regular programs considered for this gender. However, female unemployment is a multifactor and very complex phenomenon and training measures are not the only programmes needed to improve this high unemployment situation.

2.2.4. Employment and age

The Spanish employment to population ratio has been quite low compared to other OECD countries. Less than 59% of the total population aged 15 to 64 was in employment in 2001, while the OECD average was 65%. Age seems to play a significant role in the activity, employment and unemployment rates. The largest quantity of people considered active is found in the ages of 25 to 54, amounting to over 74% of the active population. Activity rates are therefore much higher in the central ages of a person's working life. However, the data shows that young people have higher unemployment rates and also lower activity rates. There is in fact an effective delay in the incorporation of young people into the labour market.

In a related issue, the ageing trends of the population and thus the "greying" of the working age population, which reveals itself high in Spain, will push elder population to stay in the labour market for longer years. Although labour force activity rates of population aged 55 to 64 are not high compared to other OECD countries, they might be increased in future years. Since in Spain older workers tend to concentrate the lower skills and/or lower educational levels of attainment, this situation generates pressure upon future learning needs.

In summary, there are some characteristic features to the Spanish labour market that call for adult learning policies: general unemployment are still high in comparative terms, especially for women and younger adults and, that long term unemployment is quite high. There is also an extremely high proportion of temporary employment, a late transition from school to work, ageing of the population, and skills shortages.

2.3. Political features

2.3.1. Decentralisation

The idea and practice of decentralisation has been at the heart of the political scenario in the history of Spain, since its inception as a nation. Recent developments and political changes, most of them coming into effect at the end of the twentieth century, have evolved into a newer and much more powerful idea of decentralized type of government. This has meant, on the one hand, a wider space for independent decisions on the part of the autonomic governments and, on the other, to keep the idea of a common nation and consequently a joint set of goals in terms of policy.

Decentralisation has and is having a strong imprint in many public policies, including education, in recent years. A large number of public policies have been decentralised, such as housing, active labour market policies, education policies, as well as universities. The historical development of the different Autonomous Communities has been diverse, with some such as Catalonia, Galicia or the Basque Country having longer experience on self development. The degree of development in capacity building has been and is different.

In terms of adult learning policies, decentralisation has meant, in general, positive outcomes. It is however, difficult to gauge overall, since decentralisation has taken place recently (throughout the past decade) and devolution of other related policies has occurred at different times. Different Autonomous Communities¹ have had different calendars and rhythms according to the date of devolution. All autonomies have educational responsibilities, but some are more developed than others, especially those called “historical” communities such as the Basque Country or Catalonia. Others have assumed responsibilities quite recently, and only 4 out of 18 have regulations covering adult learning (Galicia, Catalonia, Valencia and Andalusia), while others use different types of regulations.

Management of active labour market policies, which include vocational training for the unemployed, has been transferred to the Autonomic Governments, to the exception of the Basque Country² and Ceuta and Melilla. Measures geared to provide public support for worker training (through the Tripartite Foundation for Training at Work) have recently added a regional dimension, with regional committees to supervise, although the process is still unclear.

If we look at adult learning policies in a holistic view, decentralisation has resulted in different models of provision, some following the traditional path established by the Ministry of Education or the Ministry of Labour prior to decentralisation and others, having developed differentiated models. Two general effects can be mentioned: many new ideas have been originated at the autonomic level and then generalized to the rest of the nation, such as the case of the Craft School Workshops Programs, the Trade Schools and the Employment Workshops (Box 6), first born in Galicia and then extended to other autonomies; the second effect has to do with initiatives designed at national central level, but having sometimes the best expression at the autonomic level, which is the case of the Tripartite Foundation derived programs. If the intention is to determine the contribution of decentralized practices to adult learning, it is clear that they have constituted a clear positive factor.

2.3.2. Restructuring of ministries and agencies

As in many countries and particularly in recent times, changes in government systems have taken place. Decentralisation described above represents one of these changes. There have been a number of other changes of governmental or government related agencies; even whole ministries have been comprehensively changed or reorganized, thus transferring or even, in some cases, eliminating specific roles that have passed away together with the actors that used to play them.

The education and labour sector has not been the exception to such a rule, but on the contrary, it has been marked as a case in this respect, effecting upon adult learning. The changes under comment in most cases have meant either slowing down in the development or application of particular policies or introducing changes in emphasis, or even in the direction, of those policies: in some cases this has meant even stopping or reversing the course of their evolution.

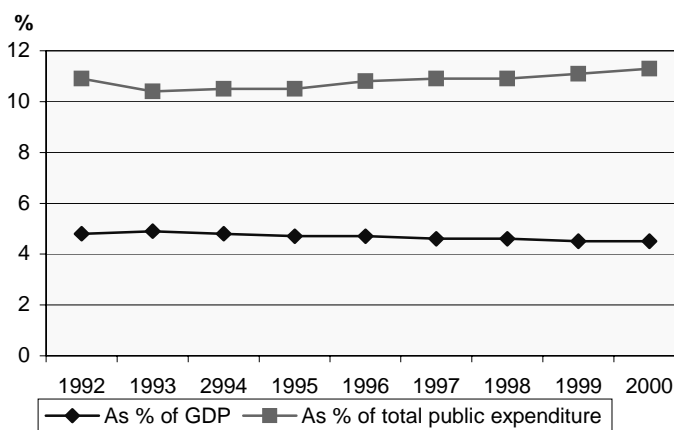
¹ The Country Note will use the terms Autonomous Communities, regional autonomies or Autonomic governments. It is important to clarify that the concept “autonomic” given here has a different meaning from that regularly used in the English language. While in English it is defined as something “acting or occurring involuntarily” (Merriam Webster Dictionary), this definition is unrelated to its meaning in Spanish. In Spain, which refers to “related to the autonomous communities” (Dictionary of the Spanish Language, Royal Spanish Academy), referring to the regional governments, the meaning we intend to use in this report.

² For more information on transfer years of related policies, see OECD (2001).

2.3.3. A slight reduction in educational spending

Education spending has show a stable but decreasing trend over the last few years. While the proportion of the GNP spent in education has declined from 4.8% in 1992 to 4.5% in 2000, education share in total public spending has increased from 10.9% to 11.3% in the same period (Figure 6). Ministry of education officials state that one of the reasons for a stable and almost decreasing budget is the fall in the number of students -close to a million in the years considered- and the high initial investments for a large scale education reform initiated in 1992.

Figure 6: Educational spending, 1992-2000



Source: MEC (2002).

3. AN OVERVIEW OF ADULT LEARNING IN SPAIN

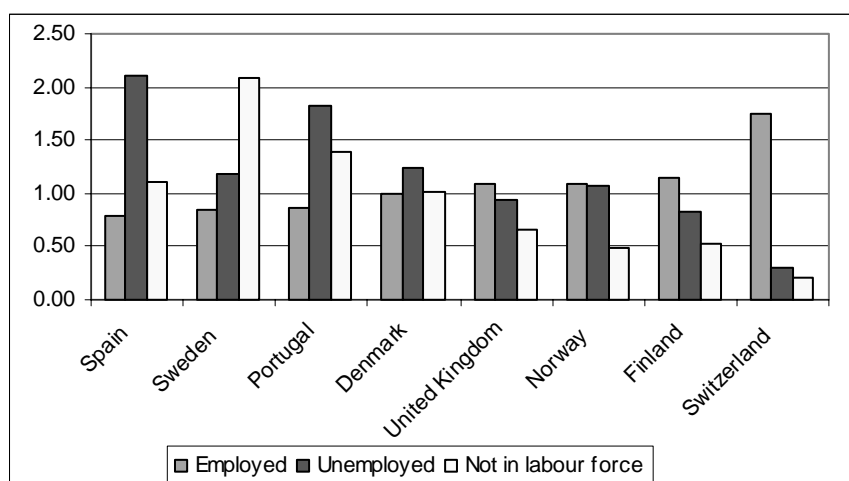
3.1. Participation in adult learning has the potential to increase

Participation in adult learning in Spain has almost doubled in the past decade to reach a million or more participants (Eurostat, 2002a and Figure 8). Efforts have been made to increase education opportunities for the population, especially of a vocational nature. However, enrolment in adult learning (four weeks prior to the survey) represents only 5 percent of the adult population 25 through 64 years old. It may imply that there is great potential for increasing coverage, not only because of the need for improved educational attainment for older persons, but also because of changing demographic conditions, high unemployment rates and other factors covered in the previous section.

Overall, participation in adult learning in Spain reveals clear patterns and strong inequalities. Younger people follow learning processes much more than older adults, with the broadest differences across ages when comparing to other countries participating in the Thematic Review. Differences in participation, as in other OECD countries, are quite prevalent according to educational attainment. Adult learners tend to be those with secondary and tertiary education rather than adults without or with only primary education. Other groups seem to have fewer opportunities: migrants, people working in blue collar occupations or people working in small and medium sized enterprises. It is interesting, however, to point out that Spain's unemployed have the highest participation ratios among OECD countries while the employed populations have much lower rates than other countries (Figure 7). Also, women participate more than men do, and more so among the unemployed and those out of the labour force.

Figure 7: Relative intensity of adult learning by labour force status

Ratio of participation rates by labour force status to the total participation rates for population 25-64 years old, 2000



Source: Eurostat (2002)a.

There are clear distinctive pathways for participating in learning throughout the country which vary according to the type of learning provided. There is adult basic education (*educación básica de adultos*), vocational training for the unemployed (*formación ocupacional*) and worker training (*formación continua*). There are also opportunities for adults to study at the university through special access programmes and also at a large distance university (*UNED*). Furthermore, there is a range of learning activities of a non-vocational nature, but it is difficult to find data on this aspect.

The first pathway consists of adult basic education services organized by education authorities –both at the national and the regional level-, which reached around 400.000 adults in 2000. These services include alphabetisation, primary and secondary education, Spanish language for immigrants and other vocational related training services provided through a country-wide network of adult education centres. Adult basic education provides a second chance for people who were not able to complete education degrees during their young years. Women and younger adults are the population groups taking the most advantage of these second-chance educational services. These cover some of the basic needs for improved educational attainment of adult population in Spain, but it is still not enough. There are still many illiterate adults in Spain³ and over 4.5 million people without qualifications. Thus, the potential demand is larger than the coverage provided. This is a recognised problem and the web of adult education centres throughout the country aims at reaching this population group.

Another pathway for potential adult learners, and an important component of active labour market policies of the Ministry of Labour and Social Affairs, has been the promotion of training to reduce unemployment. Almost 300.000 in 2000 participated in vocational training courses for the unemployed. There are courses in a large variety of fields and length, from 200 hours to over 600 hours per course. While courses offered target a large number of occupations, more than two thirds of students are enrolled in the service sector in fields such as administration and business, services to enterprises, health services and tourism. Higher educated and younger adults, especially between 20 and 29 years old, participate more than others: of those

³ Over a million illiterate people OECD, 2001, p. 29.

enrolled, around 10 per cent are university graduates and two thirds are less than 30 years old. This raises the question of the ability of the general education system in preparing young people to enter the labour market. Why are university or vocational training graduates taking training courses for the unemployed? High youth unemployment rates, long transitions from school to work, inefficiency of the education system in bringing students close to the world of work, public employment service that might not be using the potential available from graduates, economic and labour market structures....There can be a diversity of reasons that require further analysis. It does show a certain degree of lack of coherence in the system.

Another pathway for learning refers to training opportunities for the working population (*formación continua*). Participation of workers in this kind of learning services seems to be high, covering more than 1.5 million people in 2000. However, participation figures vary according to different sources and reference periods, so it is difficult to estimate what real participation rates are. According to data provided by the Tripartite Foundation for Training at Work (Box 1) 1.5 million workers took some training under the existing national training levy system in the year 2000 (Figure 8). According to the European Labour Force survey, 3.5% of adult workers 25 through 64 years old followed some learning activity in the past four weeks. The Continuous Vocational Training Survey (CVTS) revealed that at least 36% of all enterprises provide training, while 25% of workers benefited (Eurostat, 2002b). What is clear is that there are fewer women than in other types of learning and the highest proportion of participation ranges between 25 and 45 years old. Also, those with higher education and higher skills participate most. Most of the learning undertaken focuses on ICT use, languages and sales and services.

Furthermore, there is a broad range of private and non-profit organisations that provide different types of learning opportunities such as languages, information technology courses, or other of a less vocational nature. We are not able to provide more information, as there is no clear data on this type of learning.

Figure 8: Adult learning according to different sources, 2000

Sources	Adult learners
Total participation according to Labour Force Survey 25-64 years old, 4 weeks prior to survey, 2000)	906,500
<ul style="list-style-type: none"> Adult Basic Education (provided by the Ministry of Education, all ages, 1 year, 1999-2000) 	400,000
<ul style="list-style-type: none"> Training for the unemployed (by Ministry of Labour, 16 and over, 1 year, 2000) 	289,000
<ul style="list-style-type: none"> Training for the employed (16 and over, registered by FORCEM, 1 year, 2000) 	1,516,000

Source: Eurostat (2002)a, MEC (2001), MTAS (2001), FORCEM (2001)a.

A key question is whether the current levels of adult learning in Spain are enough. Apparently, there is a broad array of learning opportunities for adults, provided both by the public and private sectors. Learning rates however stand at 5 percent of the adult population 25 to 64 years old in the 4 weeks prior to the survey (Eurostat, 2002a), and there seems to be a large capacity for expansion. These low proportions for adults 25 and over are partly due to the fact that it is mostly younger people, below 25, who are

undertaking learning in Spain. In a comparative view, according to the same survey, Belgium, Germany, France, Greece, Italy, Luxembourg and Portugal also stand between 3 and 6 per cent training rates. However, in other countries such as Denmark, Finland, the Netherlands, Norway, Sweden or the United Kingdom, rates range between 15 and 20 per cent. There is, therefore a great potential for increase, not only because of the need for improved educational attainment for older populations, but also because of changing demographic conditions, high unemployment rates and other economic factors mentioned in the previous sector.

In a comparative effort, there appear to be two different adult learning models: an extensive model, which provides a fairly low volume of training to a large number of workers, and an intensive model, which concentrates more training efforts on a smaller number of people. This is derived from a comparison of participation rates of workers and average learning days. Spain seems to have opted, whether voluntarily or not, for the intensive model of less training but for longer periods of time.

Another key question is whether current supply meets demand. This leads us to analyse and clarify the structure of adult learning in Spain and the role of the key players and recent reforms in stimulating learning opportunities.

3.2. Adult learning in Spain: Structure and key actors

As the OECD review team was able to see, and has been shown above, there are well defined learning opportunities available in Spain. The public system of adult learning provision can be divided in three clear structures: The adult basic education system that provides basic initial education up to tertiary education access, including languages, organised under the Ministry of Education; vocational training for the unemployed provided under Public Employment Service arrangements; and training for employed adults, funded partly through a national training levy scheme. Other public institutions, such as the Popular Universities, or municipal civic centres provide adult basic education opportunities. Furthermore, the Autonomous Communities have developed adult learning provision in different manners. The private sector also plays an important role in this respect.

3.2.1. Adult basic education

The adult basic education system is geared towards giving access to education at all levels to adults. It offers the possibility of pursuing basic literacy and primary education to obtain the compulsory secondary education degree (*educación secundaria obligatoria*), secondary education to obtain the baccalaureate or **secondary education diploma (*Graduado en estudios secundarios, GES*)**. There is special access to university for adults 25 and over, Spanish for migrants, other types of education such as languages or social guarantee programmes (vocational training for people without qualifications) and also help in the preparation for exams for different levels of primary and secondary education and. Adults can also register for vocational training (*formación profesional reglada*), which is modular in nature but access by adults is not easy, mainly because of scheduling. Opportunities for distance vocational training are available, and also courses to take exams for access into vocational training.

Educational administrations cover adult basic education, and as there is a decentralised administrative model, responsibilities are distributed between the State, regional autonomies, local administrations and education institutions⁴. The management of this type of education has been transferred to all regional autonomies throughout the past 2 decades and thus there are different methods of development. Some may

⁴ For a detailed analysis refer OECD, 2001.

be provided in adult education schools, others in regular schools during evening courses, others may have rooms in special centres.

3.2.2. Vocational training for the unemployed

For the unemployed, there is a system of vocational training oriented to the acquisition of qualifications linked to concrete occupations which caters to around 300,000 people annually. Courses can be broad based, especially catered to younger people to provide general professional knowledge and skills; vocational courses for people without qualifications; adaptation courses for training into new professions; or special courses for updating or improving working skills and knowledge. They include theoretical and practical modules. Students are granted degrees (*certificado de profesionalidad*), which state the name of the course and its length.

Unemployed people also have the opportunity to enrol in craft school workshops, trade schools and employment workshops (especially for adults), where they obtain qualifications while completing professional internships in occupations related to the preservation or promotion of the nation's heritage (Box 5).

The labour administration covers employment related matters and therefore is involved in the promotion of adult vocational training. The Public Employment Service (*Instituto Nacional de Empleo, INEM*) is a self-governing agency that organises vocational training for the unemployed, although these activities have been transferred to most regional autonomies to manage active labour policies in cooperation with the *INEM*. There are 28 National Vocational Centers spread throughout the Spanish geography, and there are a large number of centres that are also entitled to provide this type of training: authorised private centres (*centros colaboradores*), social partner organisations, and agreed public or private training agencies.

3.2.3. Worker training

In Spain, there is public support for workforce training and development through a training levy scheme initiated in 1993. In this levy scheme, employers pay 0.7% of payroll into a training fund administered by a Tripartite Foundation for Training at Work (previously called *Fundación para la Formación Continua, FORCEM*), composed of employer, trade union and government representatives. Companies with over 100 employees can submit individual plans, while small and medium sized enterprises need to join forces and submit sectorial or territorial-based group plans. Individuals may also request for individual training grants. Different criteria for selection may be defined at different periods, depending on needs and choices made by the Foundation partners, such as special groups, type of courses, etc. Some plans may then be rejected for not meeting the criteria, such as type of course, beneficiaries, etc. As the number of requests has greatly increased since its inception, the proportion of funding granted by the Foundation for many training plans presented has diminished in recent times.

This training levy scheme was initiated after a tripartite agreement was reached in 1992 – and renewed already three times- between the more representative employers' associations, trade union organizations and the Government. From then on, it was understood that vocational training had to be a fundamental priority in policies aimed at providing an efficient answer to labour market needs, and that it also had to be regarded as a key tool within the active policies for addressing unemployment problems and the need for promoting employment stability.

Close to 1.5 million workers and 100,000 companies were involved in training activities during the final year of the Second Agreements (1996-2000). The area of activity was also extended to other groups excluded up to that point, such as self-employed workers, special rural scheme workers, fixed contract

intermittent workers, etc., making access to training practically universal for all workers. The model derived from the agreements consolidated the leading role of the employer and trade union organizations in developing and structuring the system, principally on the basis of collective sector bargaining.

Finally there are the so-called **socio-cultural activities oriented at the development of culture and social participation**. Socio-cultural learning is much more diversified than educational provisions, and is specifically regulated by each Autonomous Community. These activities take place in community centres, and cultural and educational associations. They are often organized as workshops for different subjects (i.e. technical, artistic, health, dance, literature, current social debates, etc.), that promote learning for citizen participation and community development.

Clearly, there are differences among the varied options for adult learning in Spain. This reveals clear public policy choices to use adult learning for specific purposes: to improve adult educational attainment, to reduce unemployment and to enhance firm and worker productivity. However, this structure leaves out groups that do not fit into the specific categories required. It can be said that promotion of the participation in adult learning might need to open up to individuals. It is system oriented at this point, focused on providing opportunities depending on where individuals find themselves vis-à-vis the labour market at a specific point in time rather than individuals themselves. It might require a different strategy, focused more on needs and demands, especially of the lowest educational echelons. There is a requirement to provide responses to the actual needs and interests of potential learners, in order to reach groups ordinarily not involved in learning.

3.3. Recent policy trends

Among the basic policies and programmes that relate to adult education there have been many changes in the past decade. The General Bill on the Educational System of 1990 (*LOGSE*) includes adult education as an integral part of the legislation for general education. Although the *LOGSE* included unprecedented legal possibilities for bringing innovative adult education processes into practice, it came short of incorporating the non-academic circumstances in which adults live (unemployment, immigration, the influence of the information society upon personal, professional and cultural development, etc.) and became exclusively centered on academic features. As a consequence, primary and compulsory secondary education for the adult population were included, but the more labour oriented demands for training derived from the new political, cultural and labour conditions were left out. The latter were displaced out of the educational system and some of them were taken care of by social organizations, through occupational vocational training and continuing training programs. More recently, the General Bill on Quality of Education of 2002 (*LOCE*) has also included a chapter (Título III) that refers to adult education. There has also been a broadening of the type of courses offered under adult education, which include Spanish language courses for immigrants and non-formal education courses such as cultural activities, workshops and personal development courses.

The 1986 to 1996 decade can be regarded as a key period in the development of vocational training and adult learning. It could be split into the following stages:

- I. Introductory stage of the First National Vocational Training Plan (*Plan FIP*) (1986 to 1988) for the unemployed;
- II. Improvement of the technical processes for setting up and running an integrated planning, programming and management model for vocational training (1989 to 1992);

- III. The Tripartite Agreement on Continuous Training (1992-1996), reached between the more representative employers' associations, trade union organizations and the Government, which has been renewed three times (1996-2000 and 2000-2004);
- IV. Introduction and enforcement of the National Vocational Training Programme, focused creating an integrated training system that would bring together vocational training for students, training for the unemployed and worker training (*formación profesional reglada, formación ocupacional, formación continua*) (1993-1996).

To try to unify the provision of vocational training, all key players, administration, social partners and Regional Autonomies, were brought together under the General Vocational Training Council (*Consejo General de Formación Profesional, CGFP*), in 1986. They defined the First National Vocational Training Programme (1993-1996). This Programme provided a unified view of vocational training in Spain for the first time, by articulating a coherent system that brings together all different vocational training sub-systems for the unemployed, for youth in the basic education system and for those working in the labour market.

A second, or new, National Programme of Vocational Training (1998-2002) was passed to continue with the efforts initiated under the first one. This Programme had the basic objective of creating a National Qualification System that would integrate the different training systems under one common framework of qualifications.

Lastly, a new bill on vocational training (Vocational Training and Qualifications) bill for the creation of the already mentioned national qualification system, already in planning when the review team undertook the visit to Spain, was passed in June 2002. The General Vocational Training Council will give advice, while a National Qualifications Institute (*INCUAL*) is created to define and prepare a National Qualifications catalogue. In theory, any training should receive its equivalencies, including informal training if recognised. It will aim at improving vocational training quality, integrated orientation and guidance, greater collaboration between the education system and firms and to embed vocational training in a European framework.

The Vocational Training and Qualifications bill which was a joint initiative of both the Ministries of Education and Labour, was discussed with the various social actors and with the Regional Autonomies. It constitutes an important and most significant step towards the full modernization of adult education in Spain, including the following issues: equality of access to training for all persons; nationwide application of the Basic Qualifications defined at the Lisbon Summit; consistently with the latter, the implementation of a national system of professional qualifications, under the EU criteria of favouring workers mobility; the incorporation of a diversity of valid means for the achievement of vocational qualifications; the inclusion of new training models ensuring mobility and transferability among different branches of the adult learning system through a comprehensive scheme of skills certification and recognition; the improvement and consolidation of a formal role of the private enterprise in the adult training realm; tailoring training to the particular needs of marginal groups; the establishment of an integrated system of information and guidance on training opportunities and their relation with employment.

The implementation of the Bill implies the actual concretion of many issues established in the *LOGSE* related to vocational training for students and adult education and the implementation of New Vocational Training Program which will become the cornerstone of the system. Additionally, the Bill considers the integration of the training models now active into the so called *Integrated Vocational Training Centres* which will constitute a nationwide reference network present in all the Regional Autonomies. However, because greater links between general education and vocational training have not been considered there will still remain a lack of coherence in adult learning in Spain.

4. THEMES AND ISSUES

4.1. Theme 1: How can Government, social partners and other actors improve the incentives and motivation for adults to learn?

As it was earlier described in this Country Note, overall participation in adult learning in Spain has been on the rise for the last few years, representing a positive development. There are, however, inequalities in opportunities for participation. These affect less educated persons, immigrants, those working in small and medium sized enterprises, blue collar workers and people out of the labour force. Some concrete measures to solve these shortcomings are already in place and others have been considered as part of new legislation, such as the Vocational Training and Qualifications Bill.

Apart from the above-described gaps in the system, other organizational and operational shortcomings can be mentioned. One of those deals with a relative weakness in terms of the articulation and communication among different modes and branches in the overall adult learning system. The aims of the creation of a National Qualifications System might be to allow for articulation at the end, but for each system to develop on its own, taking into consideration links and contents. Although it might imply competition between the different systems, it might also imply inefficiencies of public expenditure as a whole. This shift from process to an outcomes based system has the seeds to be very positive if not too many administrative processes have to be covered by adults. Another major issue is the clear trend towards supply geared to specific population groups based on their situation vis-à-vis employment rather than demand based on individual needs.

In the following paragraphs some suggestions on mechanisms that might be used to cope with the shortcomings already defined as well as others, are presented; some of them highlight present practices, others stem from experiences implemented in other countries and, finally, others emerging from theoretical models. The mechanisms mentioned in the coming sections do not exclude the adoption of other decisions for improvement, many of which have already been taken or are in the process of being so.

4.1.1. Public support for worker training

In Spain one of the most salient and interesting incentives for adult learning is the existence of an innovative model of funding, the so called “training levy” on wages, paid by both employers and employees and managed for its spending by the Tripartite Foundation for Training at Work (Section 3.2.3 and Box 1). The natural consequence of this should be, and actually is, that the taxpayers (workers and enterprises) want to recover their money to fund training activities, thus acting as an incentive for firms to organise and for workers to demand learning activities.

Box 1: A compulsory training levy scheme

In Spain, enterprises or individuals can request training funds through the Tripartite Foundation for training at Work. Funding comes from a vocational training levy on workers and enterprises (of 0.7% of the wage bill directed to training of the unemployed and employed) and the European Social Fund. Organisations (business and/or Labour Organisations, other representatives covered by sector-based collective bargaining at a national level, co-operatives or worker owned companies) may file requests for financial assistance. There are also so-called complementary and supplementary training measures for training related activities. Individuals can also request individual training permits.

The Foundation was created in 1993 as a tripartite body, including the most representative business and labour organisations and the government, or those agents present in the Spanish labour force. There are also those that represent the territorial division of the country, generating fifteen so called Territorial Joint Commissions.

According to their own data, 4.700 training plans were approved in 2000, with more than 1.5 million workers having received some training, out of which computer training was the most frequently requested. This covered workers in around 98.000 firms. This data has increased steadily, up from 1.33 million workers receiving training in 1997.

In essence, the idea of the Foundation is an innovative and positive element. The fundamental conception of a largely independent entity, integrated by representatives of all parties involved in these issues (the State, enterprise and worker organisations) is an interesting one. It takes into account the participation and blend of opinions of the key players, fund-providers and ultimately beneficiaries, of the system, in those decisions affecting worker training. In sum, the Tripartite Foundation may be viewed as a concrete example of best practices, although it must be said that financial control mechanisms need to be strengthened. Other issues may be highlighted. Although there is representation of small and medium sized enterprises in the management of the fund, they are strongly underrepresented in training participation. Furthermore, the grants for individual participation are not used enough. Thus, although in principle it may be a positive element, it is important that some compensating mechanisms help to increase participation by those groups that are left out because of difficulties of access.

Source: FORCEM (2001) and OECD (2001)a.

The joint participation of the entrepreneurial associations and the workers unions, under the co-ordination of the State, that plays the role of comptroller of the expenditures, appear to us as a highly positive element of this scheme. This approach, implemented in connection with the planning and management of financial resources for adult learning, represents a key instrument for granting stability to the education of the workforce and, thus, in due time, coping with its apparently too strong a reliance upon European Funds.

Nevertheless, the criteria and ways of implementing the distribution of resources can greatly become a conditioning factor for the potential success of the levy system. Consequently, the Spanish system might raise a related question, with regard to the contribution that both entrepreneurs and workers have and do in effect provide: should it be considered a kind of tax, a way of insurance or, maybe, a blend of both?

It should be kept in mind that the diverse effect each definition might have upon budget decisions could be extremely diverse. Considering it a levy might imply that whoever manages the central budget can define the distribution of resources at his/her own discretion. Additionally, under this assumption, everybody may be entitled to benefit from the budget, irrespective of his or her level of compliance and participation in the generation of the tax fund. Moreover, it may happen that funding will largely be devoted to fund those that are more likely to train anyway, those that already have well defined training plans in motion rather than the smaller individual demand of companies and/or workers. In short, under this paradigm, it is likely that there would only be an indirect connection between taxpayer's intentions and the kind and quality of services granted to beneficiaries as related to those intentions. In fact, some traces of evidence on this respect seem to be present in Spain nowadays. From the analysis of participation data, it is the most numerous and strongest sectorial committees that receive the bulk of the training.

The existing model appears to cast doubts about its sustainability, insofar as the individual demand for adult learning services will rise and participation in will also become more and more expansive. This has happened in fact: with the increase in petitions by firms to fund training plans, the Foundation has had to reduce its percentages of the total funding of training plans. Also, as stated earlier, Spain seems to fall under the category of intensive versus extensive training, with less workers benefiting from longer periods of training. It can be that the reduction in the proportion of public funding could also act as seed money to start moving towards and "extensive training" model to reach more workers. A deeper and lengthier consideration appears convenient to be devoted to this approach.

Moreover, as in other countries, there is no clear evidence about the system to be highly effective in raising either general training opportunities, or specifically those aimed at groups that could be considered as traditionally more at-risk, such as unskilled and older workers, immigrants, or those working in small firms. As an example, the large enterprises we visited during the review in Madrid, Vigo and Valladolid stated that although they receive funding from the Foundation for their training plans, they do not always rely in such funding for their training. They stated that they would undertake the same training whether there was public funding or not and mostly rely upon their own resources and on Foundation funding on a supplementary basis. From our perspective, the transit from a “learning tax model” into an “individual learning insurance model” could be considered as a potential solution to the problem.

Individual workers may also request for Foundation individual funding to obtain a formal recognised degree, receiving funding for a maximum of 200 hours. This has to be accepted by the worker’s employer. However, from the analysis of data presented, it is clear that only a few workers benefit from this funding. It is the younger ones, aged between 26 and 35, twice as many men as women, and most of them requesting the funding for tertiary education. All in all, in 2000 there were 4.777 workers who benefited from this assistance. It would seem appropriate to promote the use by individual workers of these funds, acting in a way as individual learning vouchers.

4.1.2. Training for the unemployed

There are a broad range of training activities for the unemployed offered by the Public Employment Services (*INEM*) at a national as well as the regional level. Most of the programmes are targeted to specific groups, such as unemployed individuals that receive unemployment benefits or subsidies; those over 25 years of age, especially long term unemployed who have been registered unemployed for over a year, even if they do not receive unemployment benefits or subsidies; unemployed individuals less than 25 years of age who have lost a previous job of at least six months' duration, even if they do not receive unemployment benefits or subsidies; unemployed individuals with special labour integration or reintegration difficulties, especially women who wish to reintegrate themselves into active life, the handicapped, and immigrants.

Overall, there have been around 300.000 unemployed trained annually in the past recent years and the type of students has followed similar patterns. In 2000 for example, most of those trained were women, and more than 80% of the total number of students received training in service occupations. Also, the larger proportion of those who received training were between 18 and 24 years old, the younger cohorts of the population, many of them having recently finished primary or lower secondary education.

The profile of those who follow training may be revealing a structural problem of the labour market, which is the difficult transition of Spanish youth into the labour market already mentioned before. Therefore, many of them take advantage of the supply of labour market training courses which can help them find employment. In fact, according to data provided by the *INEM*, more than two out of three unemployed found a job after they received training (*INEM*, 2001). However, it might be necessary to question the efficiency of these measures, since most of the people who benefit from courses for the unemployed are young people who recently left the education system, secondary and in some cases even university education. This may be signalling strong inefficiencies in the conceptualisation of this process: The education system does not help its students find employment upon leaving and the public employment services have to fund more specific labour market training for them, meaning that public funding may be duplicating, as they are providing education and then training to the same individuals. Also, many young people register for courses that are not directly relevant to their prior studies or occupations.

4.1.3. Supply-led or demand driven adult learning?

The approach adopted for the design of adult learning opportunities in Spain reveals that most policies seem to be supply driven as opposed to demand-led. This perception stems from some amount of evidence and was openly stated by many of the persons and at several of the entities that the OECD review team collected information from, including workers unions. It appears that in the inputs are largely defined by those actors involved in the provision or in the funding of adult learning efforts and concurrently, there are only limited efforts to include demand as a source for the definition of adult learning policies.

Adult learning programmes are defined and well structured to provide specific degrees to adults. There are some novelties in the provision through the use of new technologies such as the Mentor Programme (Box 4), the supply of Spanish language for foreigners or of non formal education such as cultural activities, workshops and other personal development courses within the supply of adult basic education programmes. However, there do not seem to be many mechanisms to recognise new needs and provide a response to them. Labour market training programmes fall under specific occupational branches and we heard students referring to the fact that they had to register for courses that were not relevant to their prior studies or occupations. However, during the visit we were not aware of how actual definition of needs and design of training provision is undertaken.

In terms of worker training, it would seem that firms define their own training needs and provide what is required to their workers. However, public funding through the Tripartite Foundation, almost deliberately created to capture needs from the demand side, could be perceived by some groups as a stronghold of the supply side. Although the structure of the Tripartite Foundation seems to be oriented at producing a co-ordinated action between the various actors in the adult learning scenario, its outcomes do not appear in all cases to favour such a co-ordinating role. It may be that corporate actors are representing the interests of the organisation, rather than of the individuals that compose their groups.

The case is that there are some actors that, although formally represented in the Foundation, seem to get a small benefit from such an involvement. Such is the case of the small enterprises, whose workers either have no chance for their demands to be considered for implementation or most times do not find even the opportunity in terms of actual available time for attending the training activities. Another case is that of workers who do not belong to the regular or most common of trades and due to those particular features do not either appear to have an adequate variety of supply opportunities to take care of their needs. Both these suggest that the present structure of the Foundation be evaluated so as to include greater recognition of demand.

Additional evidence of the above-described emphasis on supply seems to be a flavour of a social welfare-state approach. This orientation is evident in the actions of many of the actors involved in the adult learning process, thus resulting in many public entities providing training from a sort charitable standpoint and the beneficiaries taking advantage of it in this very same sense. Nevertheless, it is important to single out that the Spanish system legitimately grants privileged attention and support to those groups of persons mostly in need, from a sound equity perspective.

It is worth noting that the emphasis on supply is coincident with a clearly positive definition of services offered, although sometimes it contributes to a restriction in the variety and width of their scope. Irrespective of the narrow scope of the supply there is a difference in this respect between those services supplied by the labour sector, where a greater diversity can be found, as compared to those of education.

This takes us to the issue of a well stratified training market, where workers have very specific supply to access depending on the situation vis-à-vis the labour market. Workers in firms can either apply for training through their firm training plans, or individually, unemployed workers can access clearly defined

training for unemployed, and others may attend adult learning courses specifically designed for recovery purposes. But it seems difficult for people to cross over different lines. In fact, we met some students who in order to benefit from training provided by *INEM* registered as unemployed while at the University to take courses on computer web design.

Notwithstanding, it is also important to state that although this approach might show some clear shortcomings already described, it positively contributes to a clear and relevant design and implementation of adequate support services, which are instrumental for a better quality of the adult learning supply. There is a clear view of where supply may be located and people can easily recognise where to go when they need training of different types.

If one is to search for possible reasons behind the already described reliance on the supply side, one of them stems from the pervasive role that the State has played along the history of Spain. It appears that it is always considered to be better and more precise to obtain signs of what a particular sector might be in need of from what a central entity can determine, than to rely in the expression of those needs coming from the other side, that of the customers.

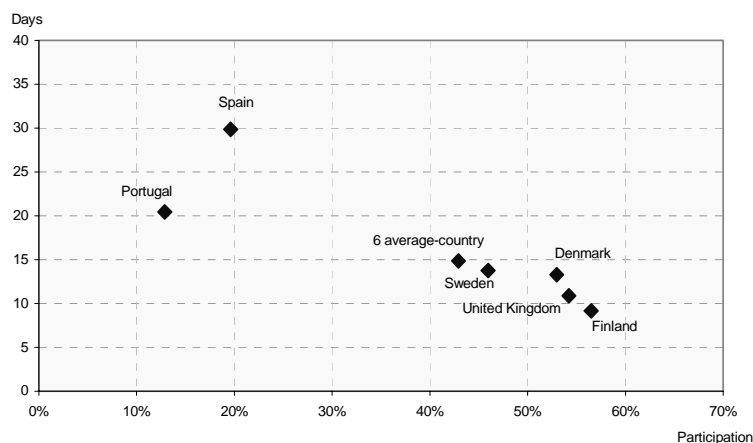
4.1.4. Inequities in access to adult learning opportunities

In other respect, it can be said that there is evidence of a certain degree of inequalities in the access to opportunities for adult learning in Spain. Contributions to this situation have to do, on the one hand, with the system's strong emphasis on the supply side, already described, and on the other, with the present structure of the resourced allocation process of the funding sources, such as is the case of the Tripartite Foundation. Both of these conditions result in a supply shaped by the needs of the most influential role players present within the funding allocation entities (such as the State, the big-enterprise and the labour unions in the specific case of the Tripartite Foundation) and, consequently, a more or less relative absence of benefits to groups having lower representation in decision making such as micro-enterprises and groups of atypical workers (women, self-employed workers and the like).

This results in a diverse range of groups not getting as many learning opportunities as would be optimal, situation which is not only referring to Spain but occurs in most OECD countries (OECD, 2003). Older workers, those with low educational attainment levels, people working in small firms, migrants, people out of the labour force, those who are not registered unemployed or others who do not get public opportunities or who do not have information concerning available learning opportunities. Of course this varies by autonomous community, since most adult learning policies have been transferred, and some may have different objectives, coverage or different training and learning centres available. Overall, however, there are strong inequities in learning for a range of population groups that requires special public actions.

Figure 9: Participation in training at work and average days of training

Percentage of people in training and average days of training, 2000



Source: European Foundation for the Improvement of Living and Working Conditions (2000).

These inequalities can also be seen in the total coverage of adult learning in Spain, with a low proportion of adults participating but with more intensive periods of learning. Figure 9 shows the differences between the intensive training model and the extensive training model, based on the volume of training compared to the number of people in training. The extensive model shows countries which provide a fairly low volume of training but for a larger number of people as opposed to a larger amount of training days to a smaller number of workers. It could be said that Spain follows the intensive model of investment in training. In 2000, the average number of training days financed or arranged by the employer during the past twelve months ranged from 30 days in Spain to 9 days in Finland (third European Survey on Working Conditions, 2000). A comparison of participation rates and average training days reveals the extensive model in countries such as Denmark, Finland, Sweden and the United Kingdom and an intensive model in Portugal and Spain (Figure 9). This contrast has already been noted by the OECD in a study (1999) which also placed Norway among countries with the extensive model, and Switzerland and Canada somewhere between the two. Furthermore, the question is if this “intensive model” also is revealing inequities in participation, focusing adult learning on those who have higher skills and higher educational attainment, on younger people, or those groups already mentioned above.

Specific policy choices can be made to try to shift this situation, and in fact have already been taken in certain respects. Spain has extremely high participation rates in adult learning for the unemployed when compared to other countries. Furthermore, for workers, the Tripartite Foundation can establish priority criteria for financing training plans. In recent years, priority groups have been older workers, women and low skilled adults.

There are other concrete examples of effective ways to deal with some of the described inequities. Special mention deem those efforts implemented by non-governmental institutions, having a certain tradition and presence in Spain, since the eighties. One of those is the activity developed by the Spanish Red Cross (Box 2). The review team visited an example in Valladolid. This program as well as other run by the autonomous governments addresses one of the most salient issues of adult learning in Spain, which stem from the high and increasing flow of immigrants arriving into the Spanish territory. Also, Spanish for foreigners has been recently included as a main component of adult basic education supply provided by the Ministry of Education.

Box 2: Red Cross across activities in Valladolid

Mainly focused on immigrants, that represents a key vulnerable group deeply in need of training. Its activities are oriented to Spanish language training and employment plans implementation. In both these cases, the main objective is to improve their chances of becoming employed.

Originally their work was directed at persons arriving from Africa but today they mainly originate in Romania, Bulgaria and Latin America. Beneficiaries range from 24 to 65 years of age. Support is obtained through fund-raising actions of the Provincial Assembly. The access to employment activities is based upon personalized paths. These programs offer comprehensive employment services, including access to professional labour orientation and also to funding and to intermediation services (such as Employment Pools, cross-reference of employers, jobs demand and unemployed profiles supply, with the additional help of direct follow-up activities) and finally with sensitizing actions carried-out with the employers. Three specific programs are presently under way: initial reception, Valladolid, 2001 programmes for immigrants; unemployment reduction programmes; and continuing adult learning programmes. Retired teachers handle most programs.

From: OECD review team visit to Red Cross facilities, Valladolid, 2001.

There are other positive features present in the Spanish adult learning system that have the potential to act as incentives for adults to return to learning. The recognition of informal and non-formal learning that will be included in the future National Vocational Qualification System can promote learning for potential students. By giving learners credit for learning undertaken through different settings it can contribute to the development of individualised career paths. It can motivate individual learners, avoid repetition of education process and contribute to reducing the learning processes and the costs and also provide more flexibility⁵.

4.2. Theme 2: An integrated approach to the provision of, and participation in, adult learning?

4.2.1. A model of adult learning

Under the OECD review team perspective, several issues were considered as the most representative of the situation of adult learning in Spain. The first, most impressive and also positive fact was the confirmation of the existence of a concrete, coherent and distinctive model of adult learning in the country. This system has evolved into a clearly defined structure made up of two branches: one to cater to adult formal education and one focused on vocational training. Nevertheless, it is worth noting that articulation between both is still weak, in spite of new legislation seeking for an integrated approach.

It is also a fact that although such a systemic feature represents a clear asset, that does not preclude the model from exhibiting some traces of rigidity. This condition has resulted in various degrees of normative and structural redundancy and in a relative absence of connectivity among different modes and streams of the adult learning reality. It also appears that the actual dimensions of the problem, to which adult learning has to contribute in providing solutions, are not yet clear-cut and are somewhat hazy. A significant factor of this picture has to do with some imprecision at the time of describing and characterizing the system's target population.

In fact, adult learning is quite compartmentalised. There are two official Ministries involved in adult learning, at the central government level, i.e.: education and labour. These two ministries operate facilities and modes of adult learning that, in many cases, mean similar supply alternatives and for the same

⁵ This issue is covered in section 4.2.3.

audiences. This situation is also replicated in some cases at the autonomous governmental level. Provided, on the one hand, the reduction of such redundancy and on the other, the presence of higher degrees of connectivity, the overall effectiveness of the system and the transfer of potential users from one mode to the other, would be greatly improved. Such a conceptual structure should mean that it includes both a vocational training accent, and a lifelong and continuing educational effort.

In reality, much of the activity on this respect in Spain is of a vocational nature, aimed at providing solutions to employment, and not so much to respond to the demands of individual users of the system from a lifelong learning perspective. In those cases where adult learning in Spain deals with educational attainment, it has to do mainly with the completion of formal education, such as in primary or secondary education. Moreover, in secondary adult education the centres in some regional autonomies share the facilities of regular schools for children and youth. A larger degree of emphasis in more personal and developmental kinds of training is nevertheless present at the provincial level; such is the case of Galicia.

4.2.2. Effective partnerships

It is important to note that there are also different levels of partnerships in adult learning that can be extremely useful in the promotion of adult learning. In Spain, the OECD review team found a high degree of interaction or dialogue between key partners, through a diverse range of coordination and consultative councils that reveal a culture of social partnerships. For adult learning issues, partners are able to debate and discuss at different institutions: the General Vocational Training Council, the Economic and Social Council, at a national but also existing at regional levels, throughout collective bargaining, or at the Tripartite Foundation for Training at Work. Furthermore, most of these institutions are made up of the same partners and often times even the same people: most representative unions and enterprise organisations, representatives from the Ministry of Education, from the Ministry of Labour and from the Public Employment Services.

The impact of the high level of cooperation between key actors on the development of adult learning can be very positive because it has assisted to a high degree of interaction and to the development of formal and maybe more informal partnerships, but has the risk of being excessively institutionalised. There is much discussion but positions of groups are always very explicit and clear. The partnership developed through the effective functioning of the Tripartite Foundation for Training at Work has been extremely positive but also has required for other members to step in to control the distribution of funding in the final objective of training. Another good example of regional partnership that has contributed to stimulate adult learning at the regional level is the Economic Development Agency of La Rioja (Box 3).

Box 3: Partnerships in action: The Economic Development Agency of La Rioja (ADER)

The Economic Development Agency of La Rioja (*Agencia de Desarrollo Económico de la Rioja, ADER*), is a public entity under the private law status. It aims to promote economic development in the region, triggering the increase and consolidation of employment and correcting the within-territory economic unbalances. It is a semi-private agency that includes training and employment as part of its activities, for which it has created a specific division devoted to these issues. It proclaims that (its) “priority objective for actions within the year 2000 and the strategy for the future as well, is based upon differentiating training and employment supply”. This entity integrates the social partners: two workers unions and one entrepreneurial federation. They have evolved from a financial partner’s status into that of promoters of competitiveness.

Among specific actions, ADER has: developed programs in support of the expansion of investment; stimulated policies aimed towards quality employment and worker training; it is permanently devoted to the definition of forms of quality professional training; it is involved in a European pilot project for the operation of a Bureau of university trained professionals in the field of Humanities; it is presently developing a project for establishing the synthesis

between those Humanities-based professions and the use of new technologies. It has become a model of good practice at a European level. It defines itself as comprehensive model of entrepreneurial and governmental nature, based upon consensus and of an executive nature.

It is also involved into other non-traditional efforts, such as that of advocating the development of research and development at the enterprise. It also claims to be devoted to the “break-down of old paradigms” in the promotion of lifelong learning. It advocates that the enterprise should be involved in every realm of adult learning: of the education system, for the unemployed and for workers, and not becoming involved in its improvement means eventual higher production costs.

From: OECD Review team visit to ADER, La Rioja, November 2001.

Also, there are interesting partnerships that have developed between the private and the public sector in the provision of vocational training. The Ministry of Labour subsidises private training centres (*centros colaboradores*)⁶ to provide vocational training for the unemployed. These have to meet a series of minimum requirements to have some obligations to comply with, such as selection and assistance towards employment search. In this way, there is much wider scope of action and supply available for adults.

Also, new entities aimed at co-management of adult learning have emerged into the Spanish scenario, mainly at the Autonomous Community level, some public and some private. A good example of the above is presented in Box 3. The emergence of independent entities coming out of civil society and, in this particular case, aimed at collaborating into the adult learning an employment fields, can be taken as a very good sign. This mainly because it means direct involvement of private actors in issues traditionally reserved for the State, thus removing a burden from it. In addition, as a result of this new line of participation, better information could be available for the identification of demand, thus resulting in the participation of a wider span of actors in the policy and implementation decision processes.

4.2.3. *The National Vocational Qualifications System*

The National Vocational Qualifications System (NVQS), stemming from the New National Vocational Training Programme, seeks to integrate the present three vocational training sub-systems (for students, for the unemployed and for workers) into a single and comprehensive one.

Presently, certifications issued by the Ministry of Labour are completely independent and separate from the ones issued by the Ministry of Education and moreover there is no official equivalence for them from the perspective of the latter. As it was mentioned earlier in this Country Note, the process of bringing all vocational qualifications into one single framework, irrespective of their source, should result in doubtless benefits. Among these will be the higher degree of transparency vis-à-vis the labour market, a better and articulated use of existing facilities and an increased accountability about public funding allotted to vocational training.

In a nutshell, the NVQS can be defined as an integrated system for professional accreditation and training, whose first element leading to integration is the achievement of common competency criteria originating in actual training needs posed by the production sector. A vocational qualification is an official specification (of nationwide validity) required to effectively carry out a professional activity, within a specific trade or field of work.

⁶ A Centro Colaborador is an officially recognised training centre to provide vocational training for the unemployed by the INEM or by the Regional Autonomies having jurisdiction. They provide courses in approved training specialties, and are compensated for the costs of providing the courses through grants (OECD, 2001).

On the one hand, it attempts at a definition of qualification standards (concrete results to be achieved at the workplace), organized into units of competence and, on the other it develops specifications for training paths in order to arrive at those standards. Although this might mean a logical procedure, in cases it may lead into confusions and conflicts of interest. On the one hand, qualifications should be established, for them to define on the job performance expectations, irrespective of the way they were achieved. In contrast, the precise specification of training conditions in order to arrive at a certified level of proficiency is built upon the assumption of the existence and use of an optimal centrally defined path. This needs not be the case, and it may be risky for the system to both include a definition of the expected outcome and a specification of the way to achieve it, thus committing itself to acceptance of the results of the preferred process and diverting attention from quality assurance.

Box 4: The new National Qualifications Institute (*INCUAL*)

The National Qualifications Institute (*INCUAL*) was established in 1999 as a technical instrument equipped with independent criteria and capacities and linked to the General Council for Vocational Training. Its final aim is to improve labour force qualifications, market transparency and quality and coherence of the vocational training system.

INCUAL has five main objectives: To keep track of qualifications and their evolution; to define the actual qualifications; to carry out the accreditation of qualifications; to implement the integrated system of vocational qualifications and; to provide follow-up and evaluation for the National Program for Vocational Training. *INCUAL* also operates a “Qualifications Observatory” whose action is directed among other ends, to the following: record and systematize information at the sector, provincial and centre levels; promote innovation in the field of qualifications; grant methodological support in design, models and evaluation of qualifications; accredit the formative supply; keep track of the management of resources.

The National Vocational Qualifications System to be developed is aimed at effecting the integration of vocational qualifications through the promotion and integration of the already wide variety of ways in which vocational competencies can be acquired and to achieve the integration of the various providers involved in its supply. It has a tough task ahead, but can be extremely important in the development of adult learning in Spain.

Source: OECD Review team meeting with representatives from *INCUAL*, Madrid, November, 2001. (www.mtas.es/incual)

For *INCUAL* to share both responsibilities will mean to face, at a certain point, the need for adjustment of the differential between the performance criteria contained in the qualification norms with respect to the actual competencies that the training institutions are able to deliver. This might result, as in many other aspects of nationwide adult learning policy in Spain, in consolidating the role of supply as input in terms of overcoming those of the demand in the determination of adult learning objectives and policies. Despite that, the New National Vocational Training Program explicitly establishes that NVQS should allow for lifelong learning, this objective might also result in being hampered by the contradiction hinted above. In order for persons to have reasons to pursue learning within the NVQS framework, is essential that those qualifications included in it are really tailored to the competencies demanded by the actual job conditions, as opposed to those that schools or training entities are able, and in disposition, to supply.

In fact the tasks at hand for NVQS, although diverse are interrelated. There is a clear need for an accessible and standard definition of vocational qualifications, but a catalogue of training supply opportunities is also required. Moreover, it might appear advisable that once a definition of qualifications becomes available, the educational supply should be made to conform to it. What definitely does not seem advisable is to take the training supply as the single input or main source for the determination of vocational qualifications, which seems up to a certain extent to be the case in Spain nowadays.

As an early evidence of the previously described potential contradiction, the case is that although the representatives of the different economic or production sectors are participating in the NVQS process, as members of the General Vocational Training Council (*CGFP*), their role in the definition of the competency criteria, and of the qualifications themselves, is still not clear. Neither is the extent to which *INCUAL* should act in facilitating such a definition, nor how it would directly take part in it. In order for the qualifications to closely adapt to the needs and expectations of the production role-players, *INCUAL* should restrict its intervention barely to methodological orientations aimed at the sole purpose of ensuring the coherence of the NVQS. Although as it is the case in Spain nowadays, it would still seem not natural that the requirements stemming from actual labour conditions, posed by the production sector, appear to become almost cancelled by the training supply component. The logical standpoint should lie in the supply to become adapted to the demands of the production sectors.

The National Vocational Training Programme states that the Autonomous Communities should participate in the NVQS. Nevertheless, the characteristics of such participation are not very clear. Anyhow, the actual situation has evolved into some Communities to involve themselves in efforts aimed at defining criteria for competencies and qualifications, without having yet a methodological definition of *INCUAL* in this respect. One of those cases is that of Galicia, where occupational analysis methods are being used, and utilization of job descriptions are considered as criteria for defining competencies. The case is that such an approach might appear to stand on the way of the fulfilment of *INCUAL*'s mandate about developing a qualification framework, incorporating the national cross-cut profile of some competencies, as a means for facilitating labour mobility between sectors and autonomies, and making cumulative lifelong learning possible as well.

In addition, it is noteworthy that the concept of qualification keeps professions instead of personal skills as its central criteria. This approach to qualifications can evolve into too large and too abundant a roster of definitions, with very specific features emerging under an extremely narrow perspective about competencies, which are common to more than one profession. This again might hinder mobility and reduce the system's transparency, due to an over-abundance of complexity and detail, where common features might wrongly appear to be different and specific.

In this very same realm, the co-ordination between the public and private sectors in Spain would largely ensure that they, in fact, act jointly and explore common venues for implementing actions. The present too strong a role of the State has also resulted in a low level of competition in terms of quality, among the different efforts in the field of adult learning, thus meaning that there is not yet evidence of a comprehensive social perspective from which to consider and approach those quality issues.

4.3. Theme 3: Improving the quality, pedagogy and variety of the learning provision

Adult learning programs in Spain should address the set of needs and interests of adults and also try to reach those currently not involved in learning through improved methods, schedules and pedagogy. Data at hand tends to indicate that potential participants' life experiences and competencies have not always been considered in the design of adult learning opportunities in Spain.

In the adult basic education settings, special schedules seemed to be arranged for adults to be able to attend courses, but pedagogical methodologies seemed to replicate the mainstream education system. On the other hand, the OECD review team found that a large number of learning experiences used hands-on experience with machinery, with actual tools, and focused less on rote learning in most employment related learning. Most vocational training programmes we visited presented hands-on experience in classroom settings and also included practices or internships as part of the learning process. One large retail firm we visited had a replica of their sales floor for worker practices.

Also, the modular systems applied in vocational training for adult students in the education system can be seen as an appropriate feature to promote flexibility in learning for adults. It can promote more active involvement and a better pedagogical model for adults to integrate learning into their busy lifestyles.

Although the implementation of the Spanish model of adult learning includes among several of its components the use of innovative learning tools, such as the use of computer and Internet based applications, wider use of technologies and wider training opportunities for ICT use for adults would appear to be both timely and useful.

Notwithstanding that the team found in Spain some relevant examples of these systems, both at the university level (*UNED* and *UOC*) and also at adult education centres, the implementation of better Web based learning modes could be appealing. It can also become easily accessible to small and medium

companies and to self-employed individuals, if there are comprehensive national and regional initiatives available in this field.

One of the most interesting examples was that of the so-called “Mentor Classrooms” (*Aulas Mentor*), one of which visited in Medina del Campo, on the outskirts of Valladolid (Box 5). It is nevertheless worth noting that there is also a nationwide combined on-site and virtual mode of adult education, which is directly operated by the Ministry of Education at ad-hoc centres (*CENICE*), which takes care of the majority of these kinds of services in the country.

Box 5: Teaching and ICTs: the Mentor classrooms (*Aulas Mentor*)

The *Aulas Mentor* network is an open and free of cost training system based upon local centres, focused on the availability and use of computer-based, audiovisual and telecommunication resources for the training of adults. These centres rely on computer networks connected to Internet and ICT based tutoring. In addition, the centres allow for interaction among students, either belonging to the same or different course-groups and for the performance of co-operative activities on an independent basis, as well. In more detail, it consists in a network of classrooms with public access to the Internet, which places at the disposal of adult students a computer connected to the Internet, as well as a classroom monitor who advises and assists them.

Its purpose is to provide high quality training, using communication by computer, thus serving geographical areas that, due to their distance from major towns, do not have access to any specialization courses whatsoever. The main objective is that any citizen, regardless of his/her previous training, economic level or computer knowledge, may access these training courses. Some of the classrooms are specifically designed for handicapped people, adolescents with problems of social integration, adults in general or persons in jail, as well as other marginal groups. The training lines are computer literacy, advanced computing, professional updating, and basic and advanced personal development.

The students, as they are provided the advantage of high flexibility training, take charge of their own learning and attend the classroom at a time they agree with the advisor according to their availability. The advisor’s role has emerged as one of the fundamental pillars of the project. As said previously, his/her role is not to transmit knowledge, but rather to facilitate learning, although his/her work as a monitor covers several aspects. Students may have access to Mentor training programmes from their own computer.

Source: OECD Review team visit to *Aula Mentor*, Medina del Campo, Valladolid, November , 2001.

Other exemplary case of a pedagogical methodology used for adults are the “Workshop Schools” (*Escuelas Taller*), the “Trade Schools” (*Casas de Oficios*) and the “Employment Workshops” (*Talleres de Empleo*), all of them active throughout the national territory (Box 6). These have been designed to reach three goals concurrently: provide training in a specific trade in which the market is not very active, help the unemployed to obtain employment, and restore public works. They correspond to a blend of employment and training.

Box 6: Good learning environments: Employment workshops for adults (*talleres de empleo*)

These programs integrate training, experience, and information, together with the development of specific skills aimed at employment and self-employment searches. Under these programs students receive hands-on training and learning at public utility works (recuperation of historical, artistic, cultural or natural patrimony, management of waste or water materials, promotion of tourism and development of local and cultural projects). The trade orientation are quite similar to those of the “Workshop Schools” and “Trade Schools” geared to younger student, but focus on more general utility works than in patrimonial projects. During the training they earn remuneration for their work.

The *talleres de empleo* are geared to unemployed adults with labour integration difficulties: to improve the chances of becoming employed for jobless persons of any gender, over 25 years of age, especially long-term unemployed, those older than forty years of age, women or the handicapped. They serve approximately 12,000 persons nationwide.

Training includes two stages. The first one, lasting for six months, is devoted solely to vocational training. The second one can extend for up to one and a half years and includes both vocational training as well as on-the-job practice. Complementary training is provided to the students, such as the development of entrepreneurial skills and knowledge of work safety measures, as well as labour orientation. In the cases where it deems relevant those trainees who have not completed their secondary education are given the chance to do so. Students Upon completion, the student-workers who did not succeed in becoming employed during the program, have developed qualifications and experience in a trade and are then able to search for a job or become self-employed. Students are thus provided with vocational training, theoretical courses and practice.

The organizers of the activities are autonomous and public entities at a national or regional level, local organizations, fully autonomous bodies, foundations or non-for-profit entities. In the taller de empleo visited in Galicia, funding originated in the Council for the Family, Promotion of Employment, Women and Youth, without evidence of private funding from the potential employers.

Source: OECD Review team visit to *Taller de Empleo, La Coruna*, Galicia, November, 2001 and Xunta de Galicia (2000)

Some other alternative initiatives in this respect for this particular case, might include the build-up of networks, the facilitation of more generalized access to hardware, the implementation of programming and the increase in the production of web-based learning modules, the provision of on-line and off-line support services, and the grant of official accreditation and certification to web learning programs. The integration of the Spanish adult learning system into the knowledge economy makes the implementation of these tasks to be urgent to be developed within both, long and short-term time frames.

Other methodologies that can bring greater flexibility for adults such as modularity, recognition of informal and non-formal learning experiences (to be included in the NVQS) and more hands on experience, such as on-the-job training, or the possibility of internships can greatly contribute to improve adult learning processes. An adequate approach thus seems to imply organizing adult learning activities in a more participative fashion, emphasizing active citizens' involvement and relying more on "client satisfaction" and word-of-mouth for dissemination purposes.

4.4. Theme 4: Improving policy coherence and effectiveness

Coherence and effectiveness in the action of the various agents involved are two central issues when analyzing the present state of adult learning in Spain. Although they have been discussed at large as a part of the key concerns presented in this Country Note, it is important to cover them jointly in relation to their impact upon the potential sustainability of the present model.

Adult learning as a result of the action of four main actors: the State, the enterprise, social actors (in general) and the education market. The role of the State has been crucial for national adult learning policies and measures in three main areas: steering, financing and management. Overall, it can be said that measures adopted as well as institutions promoted, have resulted in the present adult learning system fulfilling the basic needs of the country. Among those needs are the following: nurturing the workforce, especially within particular professions; the adaptation of the existing workforce to new requirements and; the provision of basic help to the unemployed, to immigrants and to citizens affected by social exclusion.

However, although accomplishments are clear, one of the purposes of the review is to point out possible measures for improvement. We can say that from the analysis, there are some issues, such as the low participation rates, the strong role of the State and public actors involved which are not coordinated and the limited supply based on providers and the situation vis-a-vis the labour market of individuals, and more information, guidance and counselling, which can be targeted with greater coherence and sustainability in policy.

Thus, there are policy options that can be taken which can increase the demand and coverage of adult learning, for sustainability and increased efficiency. On the one hand, those systems strive for the expansion in the number of people taking part in adult learning, and on the other, they are anchored solely upon the alternatives provided by the limited supply, defined clearly established by the State. Promoting the development of the private market while maintaining its quality can be one of them. Moreover, the implementation of the perspective of “adult learning for all” requires inputs also coming from the demand side and a breadth of resources that cannot be delivered exclusively by the public sector.

In addition to the above, it must be kept in mind that a significant part of adult learning policies in Spain presently rely upon financial resources coming or in general from European Union Funds and, specifically, from the European Social Fund (ESF). As a consequence of its policy of inclusion of new countries, particularly of new Eastern European countries, it is likely that the European Union budget devoted to social policy development in Spain will be reduced. If present adult learning development trends remain stable, such a reduction should take place at the end of a period in which recent investments, if successful, should have increased the demand for learning of the adult population. The above should add up to the effect of the development of firms active in the so-called knowledge economy, thus resulting in a highly critical situation in terms of fulfilling those demands. In order to be able to meet such an additional demand for adult learning and not just matching the reduction of resources, a new adult learning scheme of funding is required in a period starting now and ending before 2006.

4.4.1. Improving effective articulation between education and labour

Within this coherent framework, a clear concern is the degree of articulation between education and labour in the design and provision of adult learning opportunities. One of the most salient aspects is the degree of discretion and relative absence of co-ordination present in the action of the educational and labour entities and officials, although there are a number of institutions where they have joint presence. This is especially true with respect to policies and modes of operation, irrespective of the fact that they may be simultaneously addressing the same adult learning concerns. This is more evident at the national central administration level than at its regional autonomy counterparts. It is nevertheless worth noting that there are concrete and very positive cases of integration and joint work between education and labour sectors, especially at the regional autonomy level, although the main hindrance to the generalization of coordinated efforts stems from the existing norms favouring separate and parallel action.

Considering that an important number of initiatives from both education and labour already exist or are under way, their degree of articulation becomes especially critical. Furthermore, the existence of a General Vocational Training Council that includes all partners involved in adult learning, from education, labour, social partners and regional representation, the low degree of interaction across the different subsystems seems perplexing. In fact, throughout the OECD review visit we did not visit this institution and did not get a clear view of its role. We met most of the partners involved at different meetings, but were not informed clearly of the council’s role in adult learning. It seems that the General Vocational Training Council has the role of preparing vocational training programmes, giving opinions on new projects, evaluating execution, and proposing activities. And from further analysis, we have seen that the *INCUAL* has become its technical and support instrument. The OECD review team thought that this institution has the potential to play an important role in adult learning design, development and to give greater coherence, as it includes representation of the most relevant partners, including the State, the social partners and regional representation.

Moreover, some degrees of redundancy and overlapping were observed, related to both policy and operational issues. The review team perceived that a manifestation of this weak articulation and relative absence of co-ordination resulted, in some cases, in the under utilization of high technology facilities of a

high cost, thus affecting the overall efficiency of the combined system. In short, policy making, planning, management and implementation do occur separately.

In some cases, such as was that of Móstoles, in suburban Madrid, two centres (one in charge of Education and one of Labour) of very different technological levels do coexist and no exchange of trainees, neither a joint scheme of use of facilities has been attempted. Another example is that of a first rate training center in Valladolid, directed at training for the unemployed and operated by the labour sector, in which case a large investment has been made in facilities and technology. It was striking to find out that a very limited number of trainees were using the installations and also that it was inactive for significant periods of the year. It can be said that general policies in adult learning are defined by different actors, on a separate and independent fashion and planning, management and implementation tend to occur also in a separate and sometimes, parallel, fashion. One apparent cause of all of the above seems to stem from the absence of a central co-ordinating entity for policies, supply and modes of operation in terms of adult learning.

4.4.2. The impact of decentralisation

Another issue that is extremely relevant to policy coherence is the fact that adult learning in Spain has been decentralised. Decentralisation has adopted different implementation rhythms according to each particular Autonomous Community. Specific expressions of decentralisation can be pointed out. On one hand is the gradual increase in decisional influence of lower aggregation level entities, as compared to a coincidental and simultaneous reduction in that of higher levels. This not only means that the regional governments have an increasing manoeuvring space for decision making and that they are to be held more accountable of their resolutions than in a lesser decentralised scheme, but also that policies may be designed in closer contact with actual needs and requirements of the different regions.

The other expression of decentralisation in Spain, although more innovative but comparatively still limited in its scope of application, is rooted more on social considerations and despite the fact that it also relates to a variety of levels of aggregation, it deals more closely with the rising degrees of participation of individuals and not necessarily that of institutions. Examples of the above can be found in the so-called "Territorial Plans", of the Community of Madrid and those of *Castilla-León* and *La Rioja*. It seems to be the case that there is not yet enough trust in both private initiatives in terms of adult learning provision, neither in those of community organisations. It is nevertheless worth noting that there is a larger and deeper involvement of private actors at the provincial than at the national level.

Although decentralisation in terms of the self-determination of the autonomic regions has been at the root of Spanish history since very early times, centralized policy making has also been typical of the country's forms of government. It may have evolved into a central role of the National Government, apparently in order to achieve a minimum desired coverage of supply, and also for enforcing compliance with standards of quality, but not enough considering participation. It might have resulted in a lack of competition from other actors, thus limiting quality.

Despite the many and impressive accomplishments towards a real decentralisation of adult learning in Spain, there still remains a strong presence of central government institutions, not only at the policy level but at the implementation and managerial levels as well. This, on the one hand might, from a simplistic point of view, appear responding to an interventionist purpose but, on the other and more realistic one, it might encompass a very positive drive for effectiveness that nevertheless has evolved into a heavy load for the State, both in terms of responsibility and of accountability.

However, throughout the review team visit to Spain as we visited different Autonomous Communities, we were able to see different models of adult learning at the regional level. It was very revealing to see the

broad range of different programmes and developments. Some regions had developed their own programmes based on regional needs and existing political and economic structures while others had replicated the prior existing national model at the regional level. Decentralisation has allowed for greater variation and for the launching of interesting developments. It is important that positive as well as negative experiences are shared throughout the national territory in the long run.

Moreover, it seems hardly convenient for the State to continue taking active management tasks on its hands. It's most proper and effective role within a decentralised paradigm, should be to ensure an adequate supply and quality.

4.4.3. The role of evaluation

There was limited evidence on the presence of a “culture of evaluation” in the realm of adult learning. In those cases where evaluation was found to be considered and included as a planning and management tool in adult learning, its orientation was aimed at dealing almost exclusively with the context and the inputs (basic indicators of number of students and courses). We found a clear absence of evaluation use in connection with process and product issues, thus affecting the quality of adult learning development. Most of the evaluation efforts present seem to respond to requirements of the European Social Fund for concession of grants and funding.

When evaluation was found to be present, its features were mostly of the school type and fundamentally academic in their emphasis, as opposed to more comprehensive and widely encompassing expressions of evaluation, oriented at unravelling impacts of adult learning upon the labour activity, through the combination of both qualitative and quantitative approaches. In other respect, evaluation appeared to be centred mainly in the assessment of institutions as a whole, as opposed to that of measuring results and outcomes of learning or determining the accomplishments of the main agents of the educational process, such as teachers, instructors and trainers. Lastly, it seems that the forms of evaluation detected were more related to popular models of general application, as opposed to more specifically focused paradigms, originated in local and *ad-hoc* research efforts.

In sum, one of the system's most urgent and critical needs is that of adequate evaluation practices. The present situation grants too ample a room for weakly informed decisions and does not either provide foundations for accountability, due to the lack of relevant and valid indicators of what adult learning actually achieves. In many cases there is too large a reliance on very crude estimators, such as funds spent or reports completed, and very little emphasis is placed upon evidence of the level of satisfaction of the needs of beneficiaries. From another standpoint no comparative information on the merits of alternative policies aimed at serving the same target populations (regardless of whether they are administered by labour or education) was detected. It can be said that the absence of adequate and institutionalized evaluation practices is at the root of many of the overlaps the OECD review team was able to attest in some cases.

4.4.4. European Union influence

As a further element, the review team was able to perceive a generalised and wide presence of adult learning paradigms, activities and funding originating in the European Union (EU). Actions and contributions from the European Union in this respect do represent in themselves highly positive signs. The most pervasive and strong evidence of contributions of the EU in this realm, were found to be linked to conceptual issues, thus overshadowing their financial support, whose impact might seem more obvious.

Notwithstanding the above, some doubts emerge about the medium and long term sustainability of those actions currently relying heavily upon EU financial contributions. The chances of a change in aims on the part of the EU appears much more likely at this stage, in the direction of focusing funding in supporting specific groups, rather than extending general financial support to the member countries. This, although it might not end seriously compromising the overall funding availability, will surely impinge upon the independence of the system to allocate funds to projects. The year 2005 is the deadline for most EU funded efforts to achieve self-support.

5. SOME ISSUES FOR POLICY

There are many positive features to the Spanish adult learning system. There is participation in adult learning, there has been explicit recognition of need for improvement and efforts have been and are being made to develop institutions, policies and programmes to promote adult learning throughout the country. This section aims to provide a general reference to the more detailed descriptions presented earlier in the Country Note and to highlight the most salient issues and provide some recommendations.

There is an actual and defined model of adult learning in Spain nowadays: the model, although being aimed in the correct direction in terms of granting solution to the present unemployment problems of Spain, could consider a prospective dimension able to anticipate future developments according to natural changes in population and employment structure. There is also the need to get rid of symptoms of rigidity and redundancy in its coverage. Furthermore, it could aim at increasing participation rates by those groups who need it the most. Improving access for individual adults through different entry points rather than depending on the situation vis-à-vis the labour market can also contribute. It could aim to develop an 'extensive model' of adult learning.

Decentralisation is a very distinctive feature deeply rooted in Spain's history. There seems to be a direct relationship between effectiveness and efficiency in adult learning actions in Spain and a higher degree of decentralisation. Decentralisation appears to be more of the administrative -that is to decentralise to more local forms of government than a deliberate shift from the State level to the individual private citizen level. This results in a transfer of a kind of "top-down" approach from higher to lower levels of aggregation in public administration, rather than into an actual empowerment of community-based entities or a "bottom up" approach.

Although important efforts are being enforced at this time, the articulation of both main role players in adult learning, the education and the labour sectors, can still be improved significantly. There are duplications and redundancies and not enough use of existing structures such as the General Vocational Training Council. This is evident both at the central government and the autonomic level as well, although it is less notorious in the latter case.

There is a deep need for extensive and sound use of evaluation tools in the realm of adult learning in Spain. Present manifestations are too simple and they refer mainly to the direct learning in the classroom or to numbers of students and courses and not to the system as a whole. Relevance of learning from the perspective of both the adult target population, as well as from the employers, seems to be all but inexistent in current evaluation practices. Actual processes and products seem not to be systematically assessed and no cost effectiveness analysis results were detected.

There is a definite prevalence of supply-driven versus demand-led approach to learning. This means that adult learning ways and means are less of a response to actual needs than a preconceived idea of the supply developed from a systemic view. There are significant efforts underway, such as is the case of the

Tripartite Foundation, but nevertheless they still need adjustments in favour of participation to rather under-represented actors such as the micro-enterprise and atypical workers.

There is a strong and deep reliance upon European Union funding and conceptual guidelines as well. Although the latter is highly positive because of its standardizing role based upon actual and wide bodies of experience, the former represents a potential risk in terms of the system facing difficulties in keeping present actions running smoothly on a self-supporting basis and of the whole of the adult learning realm not developing more independent ways of operation.

5.1. Recommendations

When relevant and for the sake of improving the readability and understanding of the Country Note, suggestions will be presented organized in same fashion and sequence of the conclusions of the previous section.

5.2.1. The effects of decentralisation

As it was hinted above, there are at least two ways of approaching decentralisation. The one being regards the process of transferring the execution of particular tasks to lower, although formal, levels of aggregation within a certain system. A second and more innovative approach, deals with the active participation of groups that might not be regular and formal components of the system, but which nevertheless validly belong into it. This last approach, which is regarded by the OECD review team as particularly advisable and applicable in this specific case, is related to the turnover of certain tasks to organized groups within the civil society, so that they can put their expertise and managerial capacities to play for the benefit of adult learning.

One of the main tools for addressing this issue has to do with the effective use of social dialogue in most of the different implementation stages of adult learning, those being not only the conception and design phases but the management stage as well. In this last case, what the review team is suggesting for the Spanish system is to consider the application of systematic and concrete co-management efforts that are somehow present in the system, but not on a permanent and wide encompassing basis.

Another issue related with decentralisation has to do with the fact that irrespective of direct or indirect supply by the formal adult learning agents, there is a growing supply generated by private and apparently not well regulated institutions. These appear sometimes to be less rigid than public ones, are extremely appealing especially to individuals from more affluent groups, because they can get fast and apparently equal outcomes in terms of quality as compared to those they can get from becoming enrolled in the official opportunities for adult learning. This situation means adding up one more element in the scenario, since most of these individuals will rely on their funds or those of their families to pay for their training, this not necessarily meaning that they do not deserve nor require the support at the State level from the standpoint of ensuring their rights through adequate information regarding quality and through consumer protection actions.

Foreign language training provides an example. A clear, although not necessarily bureaucratic type of quality control, on the part of State entities appears to be needed in this respect, mainly in terms of setting quality standards and through the accreditation and monitoring of private training service providers. Moreover, the above tool is highly functional to other tools that the State might be able to use, which are the expansion and improvement of information services and an outright incentive of the supply, in compliance with a more open-market approach.

Another and critical aspect has to do with funding sources and with the mechanisms used to collect funds in favour of the adult learning activities. As it was hinted before there are other alternatives to the present “tax” approach being used. One is the so-called “insurance” approach. The latter would respond better to eventual trends of reforms of the pension system and rests upon the individual responsibility vis-à-vis personal investments in learning. Under this model it is the individual demand that will decide when and how to use the resources originating at the “individual insurance”. Ultimately, under such a model, whoever steers the Foundation will not have the unbalanced power to plan, determine and eventually manage –directly or indirectly- adult learning supply conditions. As a contrast, the enforcement of a “learning tax model” can properly be regarded more as a solidarity means, but devoted to people that not always belong in the labour market.

Consideration of an “insurance” like mode of operation for the allocation of funds for adult learning, in contrast to the “tax” model, Should be based on both the employees’ and employers’ preferences. Only operational and quality criteria should be left to government authorities, be it at the central or local level.

5.2.2. Greater coherence between education and labour

As it can be recalled, one of the key issues in adult learning in Spain has to do with the fragmentation, relative lack of co-ordination and, in some cases, the duplication of efforts in this area. There are three specific and one general suggestion that the OECD review team can bring forward. One deals with the convenience of attempting the integration of efforts, via legislative changes. Although this appears to be a sound piece of advice in general, there are some particular considerations to be made, at least in terms of not considering it the sole venue for solving the problem.

From a positive standpoint, this alternative has been and is presently being attempted: The Bill for Vocational Training and Qualifications has introduced several modifications to the adult learning system, aimed, among several others, at solving the aforementioned redundancy. However, the mere existence of a new legislative piece, on its own, may be considered a necessary but not sufficient, guarantee of its full applicability, nor of its actual application, and neither of the degree of its effect upon the problem it aims to address.

Another venue for attempting a higher degree of integration, could be located at the planning level, thus meaning that, with due respect to the independence of the education and labour entities involved in the area, both national planning as well as that located at the Autonomous Community level, should be carried-out from an integrated standpoint. This could be attempted with a more coherent definition of objectives and targets for adult learning, whether it would be increasing adult learning opportunities, furthering opportunities for specific population subgroups, improving coherence of the system, etc.

Spain has been historically a rich blend of independently managed ethnical and administrative realities, but it has also lived under a permanent strive for a central common steering. Within such a picture another recommendation refers to the integration of adult learning efforts, both at the supply level and also within the operational realm. The good news is that this issue has already been addressed in the National Vocational Qualifications System to be implemented by *INCUAL*, although the preventions about its structure, presented in a previous section, should be born in mind. With respect to actual coordination within the operational field, a further and more definite effort is still needed, particularly at the national administration level, although at the autonomic level this is already much more of a reality. Consequently, good practical examples could be extracted from integrated activities carried out by the Autonomous Governments.

5.2.3. Towards improved recognition of demand?

A number of references have been made along this Country Note with respect to the dichotomy posed by supply and demand in terms of defining policies within the scope of adult learning. Although the general impression of the review team was that there is a notorious primacy of supply, some evidences were found about actions that use demand as an input. One of those was the creation and improvement of the Tripartite Foundation for Training for Work. Nevertheless, those cases could be more abundant and, what is mostly important, they could be significantly improved in their present status. One way of attempting this improvement can be a shift for individualizing adult learning. This could mainly attempt at strengthening individuals' role and decision power with regard in the generation of demand and also in promoting their options in terms of choice of learning opportunities. This nonetheless requires a clear expansion and specification of learning opportunities, and also of information, via supply as a way to soundly respond to demand. An example can be more learning in for adults use of information and communications technologies.

A "voucher" policy may also contribute to improve both participation and free choice. For it to be really a shift towards a demand-led arrangement, it should rely upon an actually independent choice system, while ensuring that the various alternatives should be of high and similar quality. Such an initiative should consequently require the generation of a private supply. By the same token, the issue of some kind of "licensing" for providers of training seems necessary, in order to keep them under a credible standing and thus somehow regulating their number and also to clearly define the conditions under which they are to be granted. It could also be developed partly through the Tripartite Foundation funding.

In order to further strengthen demand, some kind of loan system could be put in place, so that groups and individuals with particular needs, originating in the size of their activities or the atypical nature of their trade, could access funds. Such a loan system would effectively contribute to empower individuals and facilitate access to institutions other than the official adult learning entities. Beneficiaries should include the workers in small and medium sized enterprises, older workers and atypical workers. In the latter group and among others, self employed and temporary workers could be counted.

Another venue for individualisation could be thought in terms of incorporating shorter (less than 100 hours) courses to the present supply, due to the fact that they might effectively contribute not only to the just mentioned purpose of increasing participation but to the flexibility of the supply as well. Moreover an emphasis on flexibility would in general improve the adaptability of the whole system to individual needs. A different although complementary way of improving individualisation of adult learning opportunities could be directed at the implementation of intermediate side exits and interconnections at different streams and levels within the overall system. Some steps into such a direction are already beginning to come in effect, mainly through the action of *INCUAL*, which represent a highly effective way of boosting the adaptation of the supply to individual needs upon a modular structure, thus adding flexibility to the overall system. The inclusion of the recognition of non-formal and informal learning in the new NVQS will also contribute to improve access and participation.

Last but not least, a wider encompassing more individualised and aggressive integration of internet-based adult learning modes into the system appears to be necessary. This would go hand in hand with greater training opportunities in the use of information and communication technologies for adults. Its implementation might be a key factor towards its future consolidation, both in terms of its adaptation to individual needs as well as in what has to do with better chances of integration and also for paying more and better attention to demand and reacting to it.

It seems that as a consequence of the fact that supply is considered as the main input for determining opportunities for adult learners, what is presently offered not always adapts to the actual needs and

interests of potential beneficiaries and, moreover, it does not reach all potential students. As it can be seen, there are important questions about the pertinence, relevance and adaptation of learning opportunities to the individual needs of beneficiaries.

Overall, it can be said that Spain has the tools and mechanisms for the effective development of adult learning. Efforts have been and are being made to develop institutions, policies and programmes to promote adult learning throughout the country. Furthermore, adult learning, especially of a vocational nature, has been recognised as an urgent need, especially in light of lower educational attainment of adults. There is a national training fund for workers, there is adult basic education provision, large opportunities for training for the unemployed and other possibilities in the adult learning realm. There have been efforts to develop programmes that provide a comprehensive view of vocational training, decentralisation of policies, the creation of a National Vocational Qualification System, and a wide array of efforts geared to increase adult learning opportunities.

As a result, participation in adult learning in Spain has been on the rise in recent years. There are however still inefficiencies in the system that may be hampering the appropriate development of greater training opportunities. There are strong inequities in participation, with less training for less educated persons, immigrants, those working in small and medium sized enterprises, blue collar workers, older workers and people out of the labour force. It may also be that supply is not targeting what adult population is requiring and thus participation rates remain low or that provision is not adequately planned to reach these population groups, with appropriate scheduling, physical spaces, etc. There could be greater rationalisation of public expenditure in this field, with greater evaluation of its impact and more cooperation among the different partners involved. Overall, Spain is heading in the right direction, but needs a more holistic view of adult learning and greater efficiency and effectiveness in its policies.

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ANNEX 1: STEERING GROUP

From the Ministry of Education, Culture and Sports:

Mr Manuel Corredoira López Deputy Director-General of Vocational Training

Ms M^a Amparo Azorín-Albiñana López Adult Education Service Manager
Vocational Training Division

From the Ministry of Labour:

Ms M^a Dolores Gómez Penadés Deputy Director-General of Occupational Training
Management

Ms Rita Osorio Guijarro Documentation and International Projects Service Manager
Occupational Training Management Division
National Employment Institute

Team of Advisors:

Mr Jesús Ibáñez Milla Ministry of Education, Culture and Sport

Ms Montserrat Grañeras Pastrana

Ms Almudena Jaspe Rodríguez Ministry of Labour and Social Affairs

Ms Cristina Vázquez Blanco

Ms Nieves Fernández del Olmo

Background Report

Mr Florentino Sanz Fernández Professor of the National Open University (UNED)

Mr Julio Lancho Prudenciano Teacher-Counsellor at the "Alfar" Adult Education Centre
in Alcorcón (Madrid)

Co-ordination

Ms M^a Amparo Azorín-Albiñana López Adult Education Service Manager
Vocational Training Division
Ministry of Education, Culture and Sport

Ms Rita Osorio Guijarro Documentation and International Projects Service Manager
Occupational Training Management Division
National Employment Institute

ANNEX 2: OECD REVIEW TEAM

Experts

Mr. Juan Enrique Froemel Andrade
(Rapporteur)

UNESCO-OREALC. UNESCO Regional Office for Education in Latin America and the Caribbean (OREALC)

Mr. Antonio Eugenio Morfín Maciel

Lecturer in Economics and Public Policies and Director of the Centre for Senior Management in Economy and Business at the University of Anáhuac in Mexico

Mr. Paolo Federighi

Professor of Adult Education at the University of Florence, Italy

Ms. Beatriz Pont

Education and Training Division, Directorate for Education, Employment, Labour and Social Affairs (DEELSA), OECD, Paris, France

ANNEX 3: PROGRAMME AND PARTICIPANTS

Tuesday 13 November – Madrid

- 09.00 *Visit to the Department of Education, Vocational Training and Educational Innovation*
Ministry of Education, Culture and Sport
Welcome by Mr José Luis Mira Lema, Director General of Vocational Training
- 09.15 *Meeting with the Steering Group*
Mr Manuel Corredoira López, Deputy Director-General of Vocational Training
Ms Amparo Azorín-Albiñana López, Adult Education Service Manager
Ms Esther Rubio Herráez, Technical Teaching Adviser to the Adult Education Service
- 09.30 *Meeting with some members of the Background Report team: CIDE (Centre for Educational Research and Documentation), General Statistics Section and General Vocational Training Section*
Ms María Tena García, CIDE Director
Ms Montserrat Grañeras Pastrana, Technical Teaching Adviser, CIDE
- 10.30 *Meeting with Statistics experts*
Ministry of Education, Culture and Sport
Ms Isabel Muñoz Jiménez, Deputy General Manager of the Planning and Statistics Office
Mr Jesús Ibáñez Milla, Assistant Deputy General Manager of the Planning and Statistics Office
National Employment Institute (INEM)
Mr Juan Bonet Tomás, Occupational Training Co-ordination and Monitoring Service Manager
- 12.00 *Visit to the National Employment Institute (INEM)*
Welcome by Ms M^a Dolores Gómez Penadés, Deputy General Manager of Occupational Training Management
- 12.15 *Round table with members of the INEM and the Ministry of Labour and Social Affairs*
INEM
Mr Octavio Cabezas Moro, Training Planning Division
Ms Cristina Vázquez Blanco, Training Planning Division
Mr Juan Bonet Tomás, Occupational Training Division
Ms Rita Osorio Guijarro, Documentation and International Projects Service
Ms Almudena Jaspe Rodríguez, Documentation and International Projects Service

Ms M^a Luisa Núñez Sánchez, In-service Training Department
Mr Jaime Parra González, In-service Training Department
Mr Antonio de Juanas Gismena, In-service Training Department
Mr Antonio Guerreiro del Castillo Elejabeitia, Workshops-schools and Craft Skills Centres

Ministry of Labour and Social Affairs

Ms Nieves Fernández del Olmo, Department of Employment Studies

14.15 *Lunch at the INEM*

16.00 *Visit to the FORCEM (Tripartite Foundation for Training at Work) Headquarters*

Mr José García Llorente, Director of the Communications Office
Mr Manuel San Juan, Representative of the CEOE (Spanish Employers Federation)
Ms Leonor Urraca, Representative of the UGT trade union
Ms Yolanda Ponce, Representative of the CCOO trade union
Representative of CEPYME (SME organisation)

18.00 *Visit to enterprise: El Corte Inglés SA training centre in Madrid*

Mr Jesús García García, Human Resources Manager
Mr Juan Luis Regaliza

Wednesday 14 November – Madrid

09.00 *Welcome by the Education Department of the Community of Madrid*

Department of Educational Promotion

Ms M^a Antonia Casanova Rodríguez, General Manager
Ms M^a Victoria Reyzábal Rodríguez, Divisional Co-ordinator

10.15 *Adult education in Móstoles - a town in the southern part of Madrid*

Visit to the "Agustina de Aragón" CEPA (Adult Education Centre)

Basic training, employment training, training for personal and social development
Specific programmes for immigrants and young people at risk

Mr Alberto González Delgado, South Madrid Area Manager
Mr Fernando Tébar Cuesta, Inspector of Education

13.00 *Adult Education in Prisons*

Navalcarnero Prison

Mr Carmelo Charfolé, Centre Manager

14.00 *Lunch*

15.30 *Presentation of the general framework for Adult Education in the Autonomous*

Community of Madrid: Department of Education (Promotion)

Regional Adult Education Centre

Ms M^a Victoria Reyzábal Rodríguez, Divisional Co-ordinator

Mr Emilio Sánchez León, Adult Education Service Manager

16.30 *Innovation and Training in Adult Education*

"Las Acacias" Regional Adult Education Centre (CREPA) and Regional Centre for Innovation and Training (CRIF)

Mr Juan José Moreno Amor, Centre Manager

Mr Jorge González, Adult Teaching Department Manager

José Antonio Sainz, CREPA Adviser

Thursday 15 November –Santiago de Compostela (La Coruña), Galicia

09.30 *Visit to the Department of Educational Planning and Vocational Training*

Ms M^a Pilar del Mar Pérez Marsó, General Manager

Mr José Jaime López Cossío, General Training and Placement Manager

10.00 *Meeting with the members of the Adult Education Service and the Educational Planning and Innovation Service*

Mr José Luis Bernárdez Jorge

- Adult education in Galicia
- Development of standards
- Current situation regarding availability, formal and informal education, state and private centres, development, statistics
- Grants to town councils and institutions
- Classes available, basic education, higher secondary education

Mr Antonio León Molina

- Distance learning: basic secondary education, secondary education, higher secondary education, university entrance

Mr Antonio Rivas Menéndez

- Language teaching: Official Language Schools, the *That's English!* Plan for promotion of foreign language learning

12.00 *Meeting with expert from the University of Santiago de Compostela*

Elder adults Education Programme

Mr Agustín Requejo Osorio, Faculty of Educational Science

12.30 *Visit to "Proxecto Home"*

A non-profit organisation that offers basic adult education

13.30 *Welcome Reception and discussion*

Galicia Regional Government

Ms Manuela López Besteiro, Regional Minister for the Family and the Promotion of Employment, Women and Young People

Mr Celso Currás Frenández, Regional Minister for Education and University Planning

- 14.00 *Lunch and travel to Vigo*
- 16.00 *Visit to the Permanent Adult Education Centre in Vigo*
Basic education, secondary education and vocational education
- 18.00 *Visit to enterprise: the Citroën company*
Mr Santiago Montenegro, Company training programmes

Friday 16 November – Santiago de Compostela (La Coruña), Galicia

- 09.00 *Presentation of the Galicia Employment Service*
Mr Odilo Martiñá Rodríguez, Deputy General Manager of the Galicia Placement Service
- 09.15 *Reintegration for the long-term unemployed and Professional Information and Guidance Programme*
Ms Belén Liste Lázara, Occupational Guidance Service Manager
- 09.30 *Occupational and Vocational Training in Galicia*
Mr Juan Cotanda Bueno, Deputy Manager of Occupational Training
- 09.45 *Programmes in Workshop-schools, Craft Skills Centres and Employment Workshops*
Mr Javier Pérez Lago de Lanzós, Deputy Manager of Workshops-schools and Cooperation Programmes
Mr Juan López Lagares, Trades Training Workshops Management Service Manager
- 10.00 *Galicia Qualifications Institute*
Ms Cristina Rubal González, Deputy Qualifications Manager
- 12.00 *Visit to the Employment Workshop at Serra de Outes (La Coruña)*
- 13.30 *Lunch and end of visit*

Monday 19 November – Valladolid, Castilla y León

- 09.00 *Welcome*
By members of the Ministry of Education and Culture, Hotel Olid Meliá

- 09.30 *Visit to the Red Cross*
 A non-profit making organisation subsidised by the Ministry of Education and Culture: Programme of Spanish for Immigrants
 Mr Germán de Hoyos Rodríguez, Co - ordinator
- 10.45 *Presentation by the Social Welfare Delegate*
Valladolid Provincial Council
 Mr Luis Mariano Minguela Muñoz
- 11.45 *Visit to the Department of Education and Culture*
 Mr Marino Arranz Boal, Director General of Vocational Training and Educational Innovation
- 13.00 *Visit to a Mentor Classroom run by the Town Council of Medina del Campo*
 Ms M^a José Pérez Condado, Administrator
- 13.45 *Lunch*
- 15.30 *Visit to the Medina del Campo Adult Education Centre*
 Presentation of education available and visit to the Winemaking and Healthcare Workshops
 Mr José Antonio Alonso Díaz, Director
- 18.00 *Visit to the Muro Adult Education Centre*
 Presentation of education available with information on distance learning
 Ms M^a Teresa Uceda Pérez, Director

Tuesday 20 November 2001 – Valladolid, Castilla y León

- 09.00 *Visit to the Valladolid National Centre for Occupational Training*
 Mr Juan Fermín Lucas Parras, Centre Director
 Mr Carlos Herreros Hernanz, Head of Studies
 Mr Jesús Juanes Bellido, Training Adviser
- 11.00 *Welcome by the Director General for Employment of Castilla y León Government*
 Mr José Alberto Ambrós Marigómez
- Meeting in the General Management of Employment Department to discuss the management of Occupational Training and social dialogue*
 Ms Aurora Romera Hernández, Training Service Manager
 Mr Manuel M^a Rodríguez Díez, Training Service
 Mr Angel Hernández Lorenzo, Representative of the CCOO trade union
 Ms Luz Blanca Cosio, Representative of the UGT trade union

Ms M^a José Acebo, Representative of the Castilla y León Confederation of Business Organisations (CECALE)

12.00 *Public event: Award of Quality Club credits*

Mr José Alberto Ambrós Marigómez, Director General for Employment of Castilla y León Government

Presentation of three good practices:
Discussion with the financial and social agents
External auditing
Quality Plan

13.00 *Lunch and end of visit*

Wednesday 21 November – La Rioja

09.00 *Meeting with Regional Minister for Finance and Economy of La Rioja Regional Government*

Mr Juan José Muñoz Ortega

09.15 *Institutional and documentary perspective, optimising resources and the European perspective*

Mr Carlos Gonzalo Sainz, Director General of Employment, Trade, Consumption and Industry

Mr Juan Antonio Gómez Trinidad, Director General of Educational Planning and Universities

Mr Enrique Lapresa Nogués, Managing Director of the La Rioja Economic Development Agency (ADER)

Ms Margarita Pérez Sáenz, Training Officer for the Department of Employment, Trade, Consumption and Industry

Ms M^a Jesús Gimeno Navarro, Training Instructor in the Department of Employment, Trade, Consumption and Industry

Mr Rafael Domingo Federío Gavara, General Co-ordinator for Vocational Training in the Department of Educational Guidance and Universities

12.30 *Visit to enterprise: TOBEPAL graphic arts company*

Mr José A Sancha, Human Resources Director

14.00 *Lunch*

16.00 *Meeting with the social and economic agents in La Rioja*

Mr Jesús Cámara Colás, General Secretary of the La Rioja branch of the CCOO trade union

Mr César Pavía Santamaría, UGT trade union Training Manager for La Rioja

Mr Pablo Hermoso de Mendoza, Training Manager for the La Rioja Business Federation (FER)

Thursday 22 November – Madrid

- 09.30 *Visit to the National Qualifications Institute (INCUAL)*
Ms Francisca Arbizu Echávarri, General Manager of the National Qualifications Institute
- 11.30 *Welcome by the Autonomous Community of Madrid Director General of Employment*
Ms M^a Luisa García López
- 12.00 *Visit to the Experimental Centre for Advanced Technologies (CEFAT)*
Ms M^a Luisa García López, Director General of Employment
Mr Rogelio Romero, Centre Director
Mr Gerardo Larrocha, Centre Programming Service Manager
- 13.30 pm *Lunch*
- 15.00 *Meeting with Background Report authors*
Ministry of Education, Culture and Sport
Mr Julio Lancho Prudenciano
Mr Florentino Sanz Fernández
- 16.30 *Meeting with experts from the UNED (Open University)*
Mr Julio Gil Pecharromán, Vice-dean for Permanent Education
Mr Javier Sanmartín Sala, Vice-dean for Methodology, Media and Technology
- 17.00 *Meeting with experts in Adult Education*
Mr Francisco José García Galán, Head of the Adult Education Service of the Department of Education and Culture of the Castilla-La Mancha Regional Government
Mr Vicente Saurí Pastor, Head of the Adult Education Service of the Department of Culture and Education of the Valencia Regional Government
Ms M^a Isabel García-Longorio, Secretary General of the Spanish Federation of Extension Studies (FEUUPP)
Ms Montserrat Morales Corraliza, Member of the FEUUPP
Ms Rosalía Poza Bartolomé, Member of the Board of the Federation of Adult Education Associations (FAEA)

Friday 23 November – Madrid

- 09.00 *Presentation of the Draft Vocational Training Bill*
Ministry of Education, Culture and Sport
Mr Manuel Corredoira López, Deputy Director-General of Vocational Training

09.30

Final Meeting with the Steering group and Autonomous Community representatives

Discussion of Proposal for a Country Note

Members of the Ministry of Education, Culture and Sport and the National Employment Institute Joint Committee

Mr Manuel Corredoira López, Deputy Director-General of Vocational Training
Ministry of Education, Culture and Sport

Ms Amparo Azorín-Albiñana López, Adult Education Service Manager Ministry of
Education, Culture and Sport

Ms Montserrat Grañeras Pastrana, Centre for Information and Educational
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Ms Almudena Jaspe Rodríguez, Technical Co-ordinator for the Documentation and
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Mr José Alejo Losada Aldrey, Head of the Adult Education Service of the
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Mr Emilio Sánchez León, Head of the Adult Education Service of the Department of
Education of the Community of Madrid

Mr Agustín Sigüenza Molina, Technical Teaching Adviser to the Valladolid
Provincial Council