

Attracting, selecting, training and retaining quality teachers in Spain

Thematic Report for the OECD

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1. Introduction, scope and methodology of the study

1.1. Scope.

This study forms part of the project promoted by the Organization for Economic Cooperation and Development (hereinafter OECD) called:

‘Attracting, selecting, training and retaining quality teachers’

When this was convened, the countries which expressed their desire to take part, amongst them Spain, were invited to complete a set of statistical tables on the situation of teachers. This is the stage called “ANALYTICAL”.

At a second stage, called “THEMATIC”, they were invited to draw up a report, with a common structure, which would serve as the basis for the development and application of policies relative to teachers that would guarantee quality education at the non-university level. This stage comes to an end with this study and with the visit of a group of OECD experts to Spain, to study in greater depth the peculiarities and characteristics of the system described in the thematic report. The result will be on the one hand, greater knowledge of Spanish reality, and, on the other, a report with valuations and recommendations for the Education Authorities of the Spanish State and the Regional Governments.

1.2. Methodology

In drawing up this study, resources of the Ministerio de Educación, Cultura y Deporte (hereinafter MECD) and data from its statistics banks were used.

However, the most valuable contribution was from people: officers from the Administration, Technical Staff, High Inspectors, Heads of Primary and Secondary Schools, Teachers, etc., without whose help it would have been impossible to do this work.

As a summary, we present ‘the study plan’:

	Quantitative	Qualitative
Contents	<p>Statistics for the population, teachers and resources.</p> <p>Evolution of staffs, movements and transfers.</p> <p>Jobs offered by the different authorities and unemployment amongst the population of non-university teachers.</p> <p>Filling of vacancies and assignation of posts.</p> <p>Collective bargaining systems in private, subsidized and public education; aspects of the internal regime and organization.</p> <p>Remuneration structure.</p> <p>Permanent training activities.</p> <p>The end of the career; retirement schemes.</p>	<p>Valuation of the profession of Primary teacher and Secondary teacher.</p> <p>Valuation of resources: opportunities and deficiencies.</p> <p>Teacher competence (initial training, teaching experience and permanent training).</p> <p>Motivating aspects: external and self-perceived image, career, evaluation, payment, promotion and alternatives in the labour market.</p> <p>The end of the career: valuation of retirement systems.</p>

	Quantitative	Qualitative
Sources of Information	<p>Dirección General de Programación Económica, Personal y Servicios del MECD: Statistics Office.</p> <p>Secretariat General for Education and Vocational Training.</p> <p>Instituto Nacional de Calidad y Evaluación (INCE).</p> <p>Centro de Investigación y Documentación Educativa (CIDE).</p> <p>Instituto Superior de Formación del Profesorado (ISFP).</p> <p>State School Council.</p> <p>Instituto Nacional de Estadística (INE).</p>	<p>Interviews with important persons from the education system.</p> <p>Group meetings with the Directors of the High Inspectorate of the education system in the different Regions and the Provincial Directors of Ceuta and Melilla.</p> <p>Group meetings with the Heads of public Primary and Secondary centres of education.</p> <p>Group meetings with students from Faculties of Education</p> <p>Personal interviews with Primary and Secondary teachers.</p> <p>Questionnaires addressed to Trade Unions and important Associations</p>

1.3. Schedule

After receiving the assignment and the general project, the different tasks were undertaken and basically they took off with the start of the school year, when all the players in the education system were present. The stages of the work are summarized in the chart below:

Study action plan

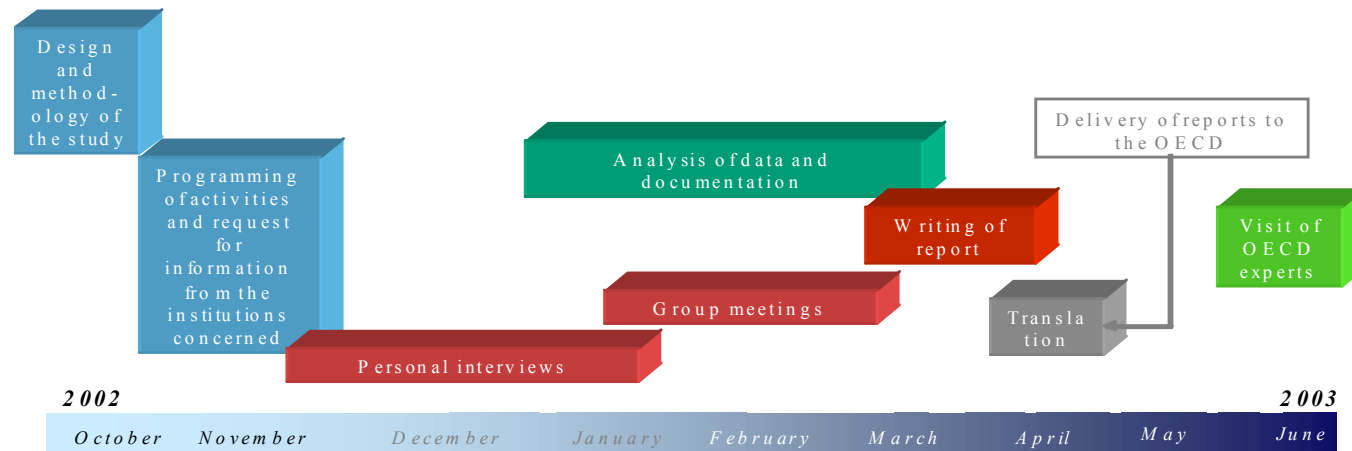


Chart 1

2. National Context

2.1. Evolution of the political priorities affecting the quality of education and the teaching staff. Legal aspects and the structure of powers in the Spanish education system.

- **Administrative model**

The State model defined in the Spanish Constitution establishes the distribution of powers amongst the State Administration and the Regional Governments. The process of transferring functions, services and resources has been taking place since 1980 and, at the present time, the seventeen Regional Governments that comprise Spain have received powers in education. The structure and mechanisms of powers involve a model, the details of which would be too long to explain and which, in any event, go beyond the general objectives of this study. However, the following comments may serve as “summary of key points”:

- **The State Administration** is responsible for organizing the education system, determining minimum school requirements, regulating qualifications, for international cooperation and representation, the promotion of research, higher inspection, fomenting aids, education statistics, etc.
- **The Regional Government** is responsible for creating and authorizing centres of education, personnel management, education programmes, care of pupils and management of financing, support and aids. All of this falls under a wider scope, which empowers it to draw up the specific regulations for developing State legislation and the important aspects for its territory.

Apart from the regional governments, **Local Corporations** (Local Administrations) also have certain duties in conjunction with the Regional Governments. They are responsible for providing land for building public centres of education, for the maintenance (conservation and refurbishment) of Infant, Primary and Secondary schools, out-of-school activities, for ensuring that compulsory education is respected and for supervising and controlling the schools and their environment.

Within the Education Authority, there is a fundamental echelon: the **Collegiate Bodies** where the different sectors of the education community have a presence and a voice.

At the State level, we can distinguish the following:

- 1) The State School Council
- 2) The General Vocational Training Council
- 3) The University Coordination Council

Moreover, all the Regional Governments have their own Regional School Councils and there are also different School Councils of a lower territorial rank (provincial, area, municipal, etc.).

- **Legal scope**

The orientation and regulation of the Spanish education system has been contemplated since Article 27 of the Spanish Constitution was formulated and it has been structured through a series of Acts of maximum range and scope.

Each of them regulates fundamental aspects as regards the approach and functioning of the Spanish education system, and its integration with other systems in the Spanish legal framework (fundamental rights, social participation, financing, structure of powers, etc.).

SPANISH CONSTITUTION	It recognizes education as a fundamental right that must be protected by the public authorities. It guarantees personal freedom as regards education. It distributes powers between the Central and Regional Governments.
Organic Act Regulating the Right to Education (LODE, 8/1985)	It guarantees the right to education. It regulates the mechanisms for freedom of education and the mechanisms for financing and offering school places.
Organic Act on the General Organization of the Education System (LOGSE, 1/1990)	It incorporates a new education system in non-university education, based on the principle of permanent education. It establishes two educational regimes (general and special), the length of the period of compulsory education, adult education, vocational training, the approach to pupils with inequalities and specific needs and describes factors of quality in education.

<p>Organic Act on Participation, Evaluation and Governance of Centres of Education (LOPEG, 9/1995).</p>	<p>It orientates and defines the formulae for educational communities participating in the governance of the centres and school autonomy in managing the design and diffusion of the educational project. It regulates inspection and the contents of evaluation, supervision and control on the part of the Education Authorities.</p>
<p>Organic Act on Universities (LOU, 6/2001)</p>	<p>It orientates the effort to improve quality in university activity. It determines the degree of autonomy. It structures the university system in terms of coordinated effort between the State and the Regional Governments. It establishes mechanisms for relating universities to the social environment.</p>
<p>Organic Act on Vocational Training (LFP 5/2002)</p>	<p>It aims to organize an integrated system of vocational training, qualifications and accreditation. It also regulates the offer of sustained training with public funds throughout the professional life. It describes the mechanisms for coordination with employment policies and for promoting the free movement of workers.</p>
<p>Organic Act on Quality in Education (LOCE, 1/2003)</p>	<p>In response to the profound changes that have taken place in Spanish society, this act revolves around five fundamental points, namely: 1) the culture of effort as a guarantee of personal progress; 2) more openly orienting the education system towards results, intensifying the evaluation processes for pupils, teachers, centres and the system as a whole, so that all of them can take the appropriate approach to improvement processes; 3) reinforcing a system of quality opportunities for all the players, highly sensitive to “diversity” in the broadest sense; 4) teachers as an element basic to the success of the policies for improving quality in education; 5) developing the autonomy of centres of education by fomenting their responsibility in their pupils’ obtaining good results.</p>

- **Structure of the education system**

The Spanish education system is structured around:

- a) **General Regime Education:** this includes a first level which is voluntary: Pre-school Education (up to the age of three) and Infant Education (3-6 years of age), the latter free of charge. It continues with the first level of compulsory education: Primary Education (from 6 to 12 years of age). The last compulsory level is Secondary Education (from 12-16 years of age).

As from 16 years of age (since the period of compulsory education is ten years, starting at the age of 6), the education system contemplates: Baccalaureate, which lasts for two years, and intermediate level Vocational Training, followed by higher level Vocational Training and University Education.

b) **Special Regime Education:** Special Regime Education comprises Artistic Education, Languages and studies for sports qualifications.

- **LOGSE system vs LOCE system:**

We are currently at a stage of transition from the system established in the LOGSE (1990) to the LOCE (Organic Act on Quality in Education), passed in 2002 and in the process of being developed and implemented.

Charts 2 y 3 summarize each of the systems.

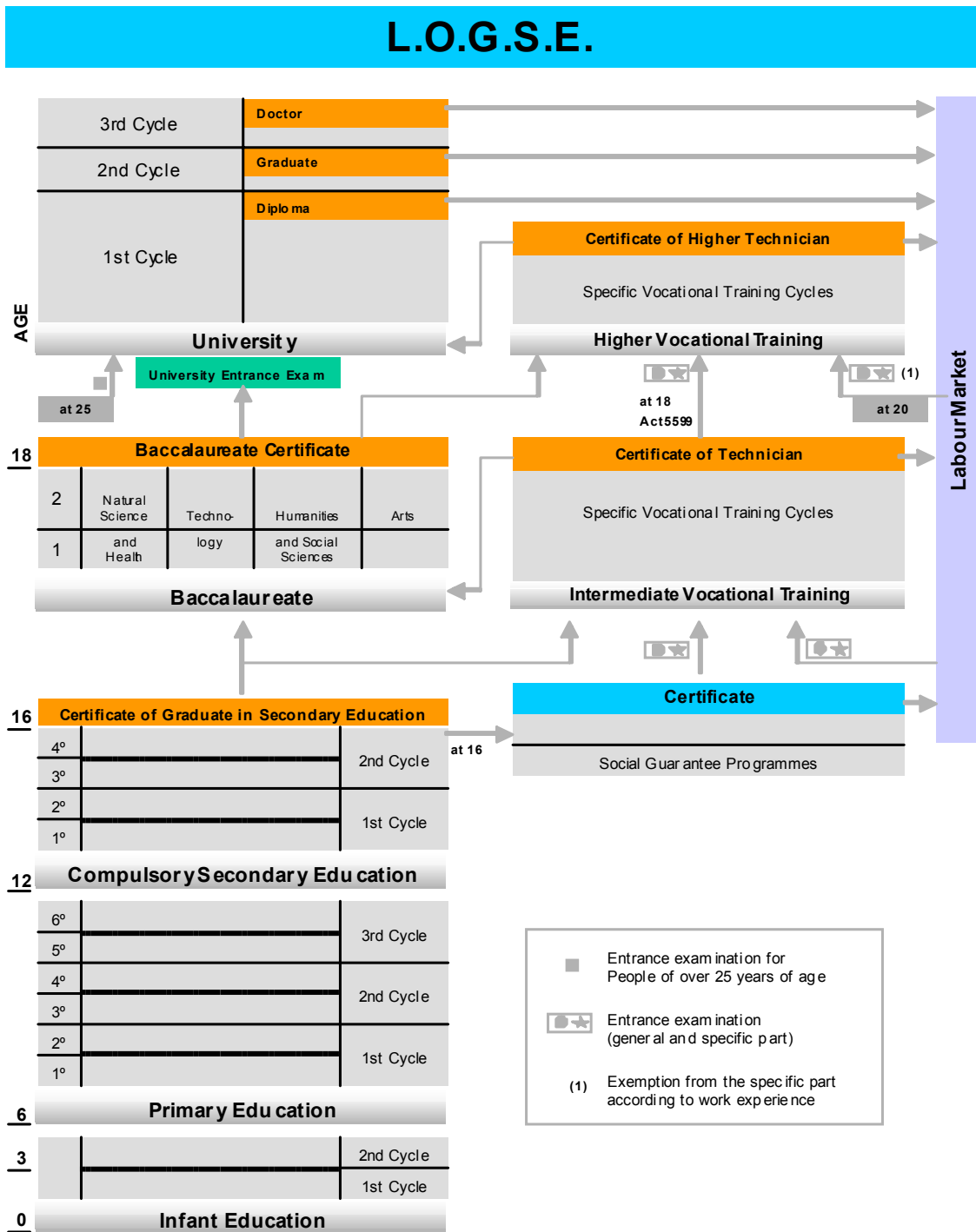
The socio-political context which makes this change in legislation opportune is characterized by a series of aspects that can be summarized as follows:

- In recent years a new reality has been incorporated into the Spanish education system: the **extension and universalization** of basic education, which is the foundation of effective equality of opportunities and helps to raise the different levels of qualification of a good part of Spanish young people.
- Firstly, it is necessary to reconcile family life with women joining the labour market and that is why the Organic Act on Quality in Education promotes Early Infant Education, distinguishing between two levels: Pre-school Education from 0 to 3 years of age and Infant Education from 3 to 6 years of age. Form the first time in education in Spain, Infant Education is free of charge, but not compulsory, for all families.
- However, at other levels, there is a series of deficiencies that need to be corrected in a determined ambitious manner:
 - On the one hand, the **high failure rates** in Compulsory Secondary Education which is the reason why a quarter of Spanish young people fail to obtain the qualification of Graduate in Compulsory Secondary Education.
 - On the other, the need to improve students' **average level of knowledge** with curricula more suited to the new society of knowledge of the 21st century; the assessments conducted by national and international bodies, which reveal deficiencies in relation to countries in our environment, both in knowledge of instrumental subjects, language, maths and sciences, and, in general, in the

skills of speaking and writing, which are closely associated with scant reading habits.

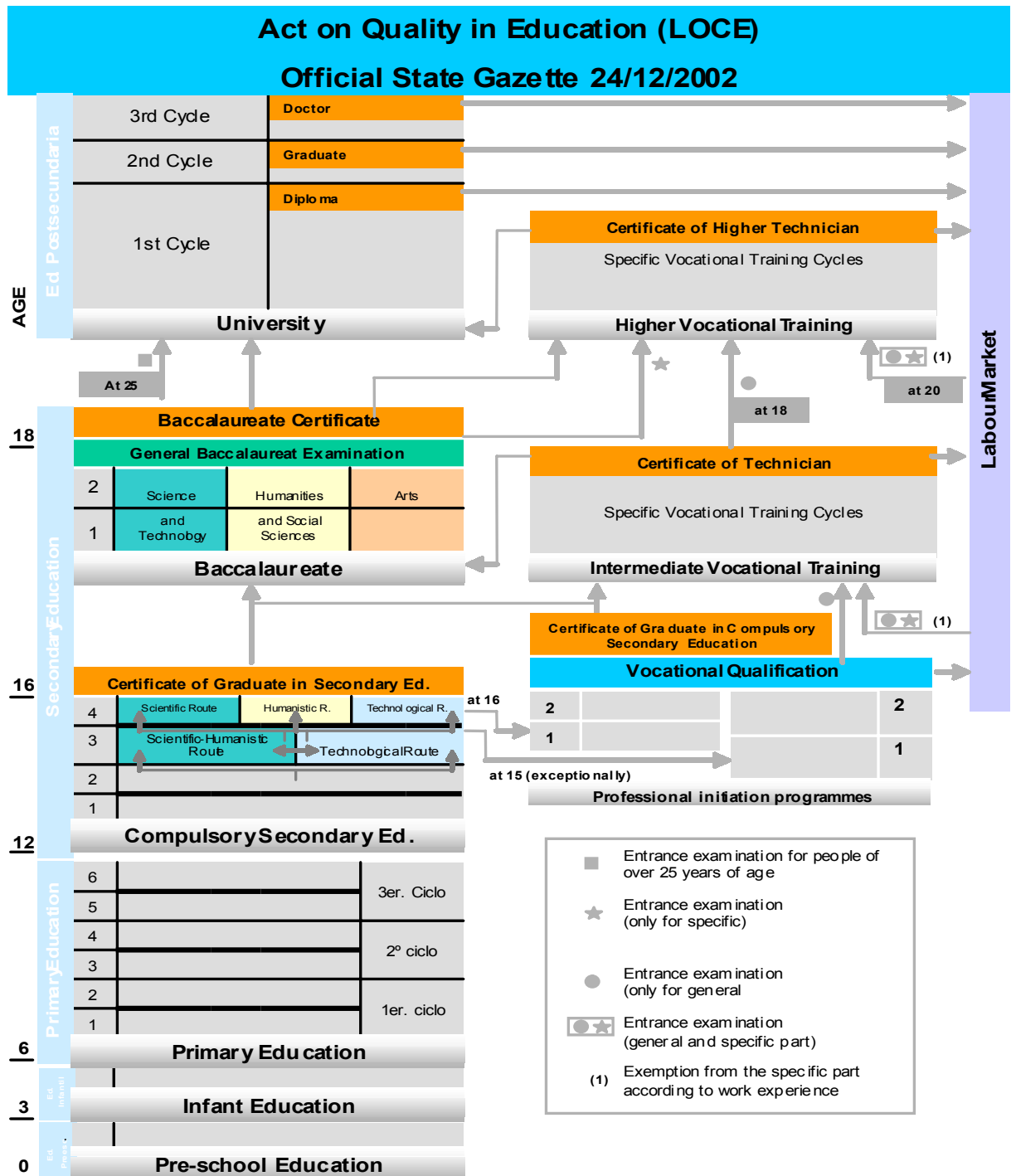
- In recent years, there has been clear demand from the social and economic environment for **mastering the capacity** to speak different foreign languages, work in a team, resolve conflictive situations and, above all, to handle Information and Communication Technology tools with ease.
- Lastly, as regards immigration, the need to integrate foreign pupils in Spain implies that different academic itineraries are required to satisfy pupils' different expectations, interests and capacities. It is a question of making the previous Education System more flexible; its rigidity did not allow pupils to freely choose alternatives in their education process.

All of these points are behind the commitment to change and the introduction of the new LOCE (Act on Quality in Education). The basic principles of this Act are summarized in the table on page 11.



Source: Diagnóstico y Desarrollo

Chart 2



Source: Diagnóstico y Desarrollo

Chart 3

2.2. Major demographic trends.

Many social changes have taken place in Spanish society in the last few decades. The ones that have the greatest effect on the situation of education and impact on the teachers in the system are:

- **Decrease in the population of school age**

In recent years there has been a clear decrease in birth rates in the Spanish population and an increase in life expectancy for both men and women. These two facts are linked to a variety of factors, which would be too complex to analyze here, such as the changing roles in the family, women's incorporation in the labour market, the improvement in health services, etc. These facts clearly condition the Education Authority's response to citizens' demand for quality services.

The following table shows the population indices in 1994 and 2004 in relation to 1999. It can be observed that, as a quantitative datum, between 1994 and 1999, the Spanish population aged between 0 and 17 fell by 14 points and between 1999 and the estimates for 2004, this reduction could be of 1 point.

Evolution of the Young Population

Aged between 0 and 17 years of age (1999=100)

	1994	2004
TOTAL	114	99
Andalusia	113	97
Aragón	115	98
Asturias (Principality of)	125	93
Balearic (Isles)	103	107
Canaries	108	104
Cantabria	121	95
Castilla y León	120	94
Castilla-La Mancha	110	98
Catalonia	113	102
Region of Valencia	113	100
Extremadura	113	96
Galicia	123	94
Madrid (Region)	113	102
Murcia (Región de)	110	101
Navarre (Region)	111	102
Basque Country	119	98
Rioja (La)	114	100
Ceuta and Melilla	107	100

Source I.N.E. (2003) and *Diagnóstico y Desarrollo*

Table 1

The latest population figures which the INE (National Institute of Statistics) has at its disposal suggest that this trend could be “softened” by the effect of the “population of foreign origin” factor, since the birth rates of this group of the population partially offset the decreases in the population of Spanish origin.

However, it is still premature to advance any definitive figures, since how far these trends are consolidated or corrected in the coming years has yet to be seen.

The table below shows the figures of the last population census, with the ratio between the population of under 18 and the total population, by Region. In the national total this ratio is of 19%.

Spanish Demography

Population structure by age and Self-governing Region (2001 Census)

	Total population	Population <=18 años	Ratio
National Total	40.847.371	7.831.240	19%
Andalusia	7.357.558	1.678.870	23%
Aragón	1.204.215	200.468	17%
Asturias (Principality of)	1.062.998	151.885	14%
Balearic (Isles)	841.669	169.262	20%
Canaries	1.694.477	365.890	22%
Cantabria	535.131	89.099	17%
Castilla y León	2.456.474	399.982	16%
Castilla La Mancha	1.760.516	367.219	21%
Catalonia	6.343.110	1.136.597	18%
Region of Valencia	4.162.776	804.749	19%
Extremadura	1.058.503	228.864	22%
Galicia	2.695.880	439.411	16%
Madrid (Region)	5.423.384	1.016.240	19%
Murcia (Region)	1.197.646	269.423	22%
Navarre (Region)	555.829	98.839	18%
Basque Country	2.082.587	329.172	16%
Rioja (La)	276.702	47.455	17%
Ceuta and Melilla	137.916	37.815	27%

Source: INE (2001 Census) and Diagnostico y Desarrollo

Table 2

What does seem clear is that the immediate future indicates weaker demand for schooling at the early stages, as is evidenced by the figures for the past few years.

In view of the distribution of powers in the Spanish education system, it is worth noting the notable relative downturn in Self-governing Regions such as Asturias (-33 points), Galicia (-29 points), Castilla y León (-26 points) and Cantabria (-26 points).

The Self-governing Regions where the “downturn in the population” of children and young people is above the national average (Aragón, Andalusia, Asturias, Cantabria, Castilla y León, Extremadura, Galicia and the Basque Country) account for 46% of the total population and of total pupils enrolled in General Education.

Later we will see how this is shaping an education system where the ratios of pupils per class, pupils per teacher and, in general, financial resources per pupil are evolving positively, in both private and, especially, public education.

According to the information provided in the last 2001 Population Census, the Regions with the “youngest” population pyramid are Andalusia, the Balearic Islands, the Canaries, Castilla La Mancha, Extremadura and Murcia.

- **Increase in the population of foreign origin.**

Another very important variable when it comes to contemplating Spanish society and its evolution and trends for the coming years is the impact of immigration on Spain’s social structure. The socioeconomic effects are unquestionable and clear; but it is precisely in the field of education, with all that it involves in terms of integration and integrated and sustainable development of growth, where these effects are seen earlier and more intensely.

The impact of immigration on teachers’ work was one of the factors most frequently mentioned by the different players in the education system who were interviewed or present at group meetings. In addition, they also expressed the need to prepare themselves personally and professionally and to find appropriate means of integrating this group of people who, logically enough, require special attention because of their diversity.

Attention to diversity cannot only be restricted to the phenomenon of immigration. This coexists with many other individual and group phenomena and situations, from deprived groups to the needs of those pupils called “highly gifted”. The phenomenon of the arrival of foreigners is relatively recent and, because of both reasons of number and their itinerant nature, there is a need to design policies to facilitate their integration.

Three points serve to illustrate this:

- a) Over a third (34%) of the foreigners of whom a census has been taken have arrived since 1995.
- b) Immigration has grown at an average year-on-year rate of 6.1% in the last ten years.
- c) At least 60% of immigrants come from countries where Spanish is not a language spoken by the population. This causes difficulties in the acquisition/learning of contents and in the teacher-pupil relationship, the basis of the whole learning process.

The table below shows the evolution of foreign pupils by Self-governing Region, the average year-on-year variation and the distribution between the different Regions, together with the country of origin of foreign pupils in the Spanish education system.

Foreign pupils

Evolution by Self-governing Region

	Absolute Figures		Average y/y Variation	Breakdown
	1991-92	2000-01		
TOTAL	36.661	133.684	13.8%	100.0%
Andalusia	3.382	17.099	17.6%	12.8%
Aragón	512	2.777	18.4%	2.1%
Asturias (Principality of)	416	990	9.1%	0.7%
Balearic Islands	1.417	5.774	15.1%	4.3%
Canaries	2.843	10.441	13.9%	7.8%
Cantabria	129	660	17.7%	0.5%
Castilla y León	701	3.893	18.7%	2.9%
Castilla-La Mancha	281	3.449	28.5%	2.6%
Catalonia	10.215	23.493	8.7%	17.6%
Region of Valencia	5.089	12.254	9.2%	9.2%
Extremadura	128	1.354	26.6%	1.0%
Galicia	1.471	2.421	5.1%	1.8%
Madrid (Region)	7.893	38.587	17.2%	28.9%
Murcia (Region)	226	4.332	34.4%	3.2%
Navarra (Region)	340	1.842	18.4%	1.4%
Basque Country	1.131	2.954	10.1%	2.2%
Rioja (La)	89	831	25.0%	0.6%
Ceuta y Melilla	398	533	3.0%	0.4%

By area of origin

	Absolute Figures		Average y/y Variation	Breakdown
	1991-92	2000-01		
TOTAL	36.661	133.684	13.8%	100.0%
Europe	16.707	40.605	9.3%	30.4%
Africa	6.267	37.460	19.6%	28.0%
South America	7.862	35.099	16.1%	26.3%
Central America	1.050	8.673	23.5%	6.5%
North America	1.543	2.579	5.3%	1.9%
Asia	3.114	9.075	11.3%	6.8%
Australasia	118	120	0.2%	0.1%
Country not recorded		73		0.1%

Source: MECD Statistics Office and Diagnóstico y Desarrollo

Table 3

In respect of foreigners from Europe, after some years of a certain stability, there has been another clear increase, largely as a result of the arrival of people from emerging countries. However, as they are the largest group, they bring challenges and commitments that are different from those of other countries; we would mainly highlight the unfamiliarity with the language.

- **Percentage of foreign pupils in the total**

The fact that immigration has increased notably has implicitly brought with it an increase in pupils of foreign origin in the classroom. If the growth of the total immigrant population is compared with that of pupils registered in General Regime Education, it can be observed that this figure is more than double and, in addition, the average year-on-year variation in foreign pupils in the last ten years has been of 13.8% as compared to the 6.1% mentioned earlier.

If immigration rates remain at current levels, it would not be surprising to see how this population doubles in just a few years and how the current ratio of foreign pupils / Spanish pupils could rise from the present 1.93% to 4%, or even higher. In fact, some Self-governing Regions (the Balearic Islands, Canaries, Catalonia and Madrid, for example) already have ratios that are near to those just mentioned.

The percentage of foreign pupils with respect to total pupils has increased notably, as can be seen in the figures shown in Table 4, which is taken from the report drawn up by the Centro de Investigación y Documentación Educativa (CIDE) in February 2003: “Foreign pupils in the Spanish Education System. (1991-2002)”.

We observe a larger proportion of foreign pupils in Madrid and the Balearic Islands, in both cases above 6%, followed by the Self-governing City of Melilla. Amongst the Self-governing Regions with the lowest percentage of foreign pupils are Galicia, Asturias, Extremadura and the Self-governing City of Ceuta; none of their percentages exceed 1.4%.

According to the report, the percentage of foreign pupils is higher in Primary Education than in Secondary in all the Self-governing Regions, except Ceuta, Galicia and Catalonia.

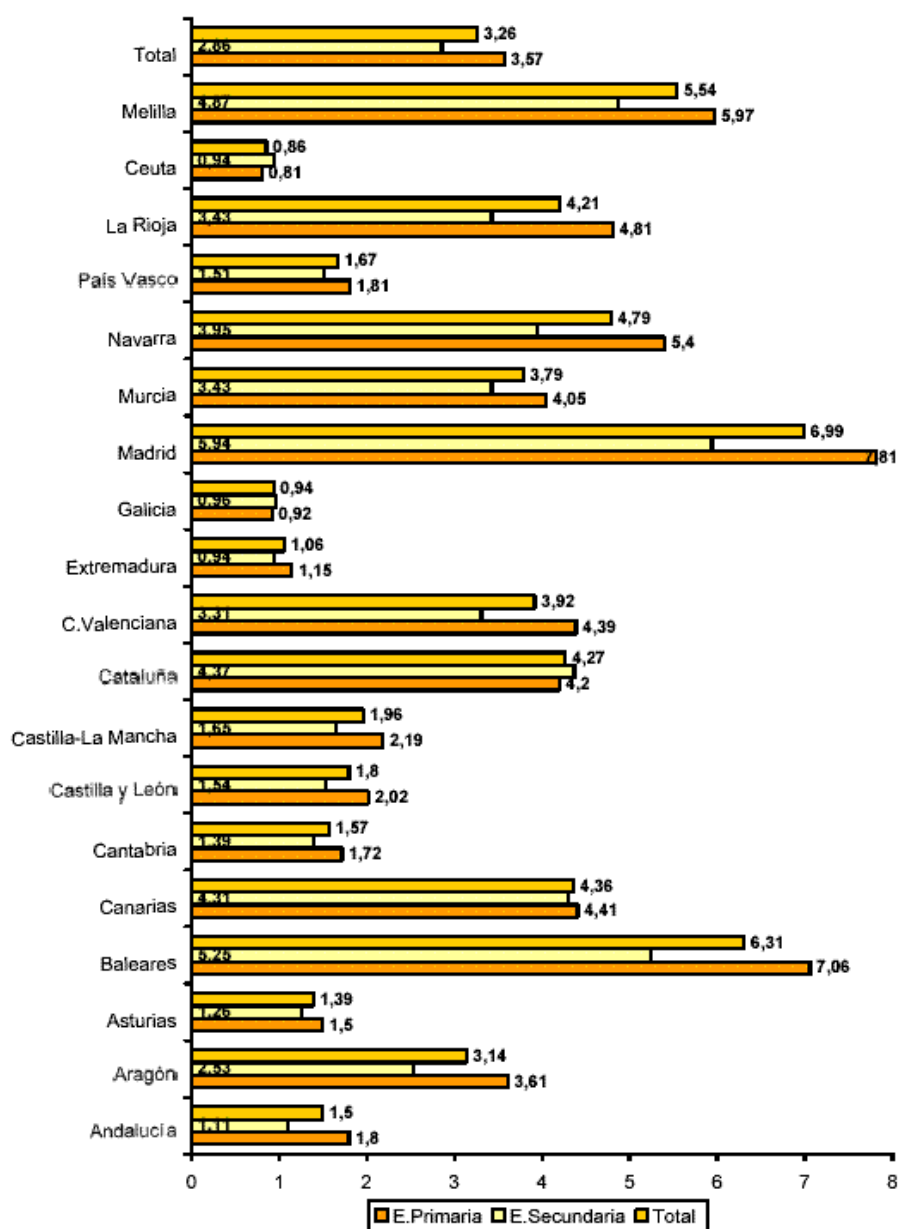
More specifically, the total percentage in Primary Education stands at 3.57%, as against the 2.86% in Compulsory Secondary Education.

This new situation poses a new challenge for teachers who, faced with a situation clearly marked by living together in an environment with a plurality of languages, values and ways of understanding life, must develop new skills that will enable them to successfully perform their work and achieve quality education.

In the course of this study, a considerable number of professionals who are directly experiencing the problems and new challenges posed in Spanish society in the educational environment, were contacted. For the great majority, the main issue is attention to diversity.

In the interviews, teachers expressed the need to facilitate this integration, in order to get over the initial language barrier, which would make subsequent learning of the other disciplines and their integration in the class easier.

Percentage of foreign pupils in total pupils by Self-governing Region in Primary Education and ESO. Academic year 2001-2002.



Source: CIDE on the basis of Education Statistics in Spain, 2001-2002. Advanced

Table 4

2.3 Economic and labour market trends.

- **Disposable income**

Since Spain joined the European Union, Spanish society has experienced profound changes in the production and services sector, which have boosted the economy and, with it, the wealth of Spanish companies and households. One of the indicators that illustrates this most clearly is GDP growth, which has been particularly strong between 1995 and the present day.

The following table shows GDP figures by Self-governing Region and its performance between 1995 and 2000.

Spain's Regional Accounts

Gross Domestic Product at market prices. Current prices.

Self-governing Region	1995	2000	Annual Performance	Percentage
ANDALUSIA	58.703.745	82.019.969	5.73%	13.5%
ARAGÓN	14.302.189	19.033.313	4.88%	3.1%
ASTURIAS (PRINCIPALITY OF	10.583.097	13.828.601	4.56%	2.3%
BALEARIC ISLANDS	10.062.087	14.385.964	6.14%	2.4%
CANARIES	16.626.276	24.263.815	6.50%	4.0%
CANTABRIA	5.465.372	7.858.248	6.24%	1.3%
CASTILLA Y LEÓN	26.714.076	34.729.227	4.47%	5.7%
CASTILLA-LA MANCHA	15.435.841	21.181.945	5.42%	3.5%
CATALONIA	82.752.572	113.733.379	5.44%	18.7%
REGION OF VALENCIA	41.374.468	59.286.689	6.18%	9.7%
EXTREMADURA	7.530.804	10.546.158	5.77%	1.7%
GALICIA	24.565.897	32.534.228	4.79%	5.3%
MADRID (REGION)	73.522.117	104.938.279	6.11%	17.2%
MURCIA (REGION)	10.029.536	14.316.263	6.11%	2.4%
NAVARRRE (REGION)	7.454.734	10.488.112	5.85%	1.7%
BASQUE COUNTRY	27.646.756	38.815.506	5.82%	6.4%
RIOJA (LA)	3.343.425	4.476.180	4.98%	0.7%
CEUTA Y MELILLA	1.225.973	1.767.826	6.29%	0.3%
SPAIN	437.787.000	608.787.000	5.65%	100.0%

In thousands of euros

Source: Instituto Nacional de Estadística

Table 5

The last report drawn up on the basis of ESA-95 methodology (European System of National and Regional Accounts) was published by the INE with figures for 2000. The table shows how the Spanish economy grew during the period at a steady average year-on-year rate of 5.6% at current market prices.

• Employment

If we analyze the data provided by the Labour Force Survey (INE), through its annual summary series for the period 1990 – 2002, it is easy to conclude that, for Spanish society and the Spanish economy, unemployment continues to be a problem that needs to be addressed. Although unemployment fell from 16.1% in 1990 to 10.6% in 2002, it is still the main cause for concern, as is reflected in the latest survey conducted by the Centro de Investigaciones Sociológicas (Centre for Sociological Research) in March 2003.

Table 6 shows the figures for employment, unemployment and the percentages of unemployed people to employed, considering the total population and the education sector.

Labour Force Survey

Performance of employed and unemployed (thousands)

		1.990	1.991	1.992	1.993	1.994	1.995	1.996	1.997	1.998	1.999	2.000	2.001	2002 (f)
Employed	Total population	15.542	15.668	15.778	16.020	16.135	16.300	16.608	16.853	17.114	17.506	18.071	18.013	18.095
	Education	576	573	617	627	672	696	723	749	775	816	863	885	896
Unemployed	Total population	2.500	2.653	3.161	3.817	3.857	3.710	3.608	3.407	3.096	2.682	2.428	1.892	1.910
	Education	29	41	51	52	58	63	58	62	51	40	55	42	45
% Unemployed / Employed	Total population	16.1%	16.9%	20.0%	23.8%	23.9%	22.8%	21.7%	20.2%	18.1%	15.3%	13.4%	10.5%	10.6%
	Education	5.0%	7.1%	8.3%	8.3%	8.7%	9.1%	8.0%	8.2%	6.6%	4.9%	6.4%	4.7%	5.0%

Source: INE and Diagnóstico y Desarrollo

Table 6

It can be observed in the table above how the number of employed people has increased, both in the total population and in the education sector.

According to the information the Instituto Nacional de Estadística has at its disposal, the figures for the education sector are more favourable. The percentage of unemployment for all activities and sectors is around 10.6%, as compared to 5.0% in education.

The registered unemployment index has fallen drastically, dropping from levels of around 24% in 1994 to the current 10.6%, for two main reasons:

- First, because of economic growth itself, above the average for the European Union between 1995 and the present day.
- Second, thanks to the policies on employment and the social agreements between the Government, employers' associations and the Unions.

The reasons for the low level of registered unemployment in the education sector are to be found in the fact that it is a stable regulated sector of occupation, since education is understood to be a basic good guaranteed by the Constitution, with a low market presence in relative terms, which implies that dismissal and the application of redundancy plans are infrequent.

We have not found any reliable figures on the subject but it can be estimated that the greater part of unemployed people in the field of education corresponds to qualified people seeking their first jobs, preparing for competitive examinations or involved in selection processes for posts at private entities.

Table 7 shows unemployment figures by sex and includes some other sectors for the purposes of comparison.

Labour Force Survey 2001.

Unemployed by sex and activity (thousands)

	Both sexes		Men		Women	
	Figure	%	Figure	%	Figure	%
Total	1891.8	100.0%	817.4	43.2%	1074.4	56.8%
G Commerce; motor and motorbike repair and personal and household	196.9	10.4%	71.9	36.5%	125.1	63.5%
H Hostelry	129.4	6.8%	52.1	40.3%	77.3	59.7%
J Financial brokering	14.9	0.8%	4.6	30.9%	10.3	69.1%
K Real estate and rental activities; business services	86.5	4.6%	32.3	37.3%	54.2	62.7%
M Education	41.5	2.2%	11.0	26.5%	30.6	73.7%
N Healthcare and veterinary activities, social services	64.4	3.4%	7.9	12.3%	56.6	87.9%
O Other social services and services to the community; personal service	64.2	3.4%	24.0	37.4%	40.2	62.6%

Source: Instituto Nacional de Estadística

Table 7

The figures in the table above clearly show one fact: unemployment affects women more than men in the education sector. When we deal with the breakdown of teaching staffs later on, we will see that there is a higher percentage of women than men (65 / 35). Thus, it could be viewed as logical that the breakdown of unemployed people amongst professionals of different sexes should be at a similar level. That is not so. Unemployment affects women more than men: in the breakdown of unemployed people, 74% are women and 26% men (LFS figures for 2001).

An interesting factor in a career like this is that, although it is difficult to enter the profession (possibly as it is in many other sectors), once inside there are reasons to believe that people tend to remain in it, because the level of unemployment in the education sector is very low.

2.4 Perceived image of the role and status of teachers.

On this very controversial subject, we cannot reproduce information based on reliable recent studies which contemplate the global reality for the whole of Spain. However, we must highlight the efforts made by the University of Oviedo (1993) through the study entitled “The teaching profession. A study of the conditions for the professional development of teachers”, conducted by Professor R. Pérez, but as the territorial scope of this study is limited (the Principality of Asturias), we believe that its contents should not be included in this report. Another study worthy of mention is that conducted in 1997 by the Instituto Nacional de Calidad y Evaluación (INCE – National Institute for Quality and Evaluation), within a study with more general targets.

It is worth highlighting some common opinions expressed by teachers, heads and inspectors who took part in the different round tables and meetings that were held in the course of this study:

- a) They clearly coincide in the sensation of general satisfaction: the professionals in the sector are satisfied with the choice of profession they made. In the opinion of a good part of them, it is a profession that gives them a high degree of autonomy and close relations with their immediate environment and, thus, the self-evaluation of their social function is high - they consider themselves to be important.
- b) They believe that this valuation is not recognized by their environment. Many of them, especially the older professionals, remember much more favourable times and perceive a change for the worse in terms of social recognition. On this issue, we include some of the reflections made at the round tables: “we are all responsible for this loss of recognition, ... including the teachers themselves, families and society, ...”.
- c) At the round tables, some professionals expressed weariness with the red tape involved in their day-to-day work and an increase in the difficulties in relating to families.

This last point was a recurrent subject at all the meetings. There is a feeling that school, in its broadest sense, should fill the gaps in education that may occur in the home and teachers believe that this “transfer” is, at the very least, disproportionate. This situation is a common source of problems, especially in Secondary Education and in conflictive situations (teenagers with discipline problems, failure at school, etc.).

The associations that have taken part in this study believe that the social image of the teacher is at a turning point and is very slowly recovering from minimum levels and overcoming a certain negative image of “civil servant”, understood as a person who “does the minimum”.

Moreover, there are no major differences in opinion between men and women; however, more differences are perceived between teachers in Primary Education (less dissatisfaction) and Secondary (a greater sensation of a “loss of authority propitiated by the system”, “professional disrepute” and “increase in conflict”).

These valuations coincide with the studies mentioned earlier conducted by the University of Oviedo and the INCE.

3. The education system and teachers

3.1. General characteristics of the Spanish education system. Structure of management and organization

- **Classification systems**

In this section we will be considering two classification systems:

- a) **Ownership.**
- b) **Regime and level** of the non-university education system they cover.

In the first case we will be distinguishing between public centres and private schools, whether they be subsidized or not.

In respect of the regime and level, there is **General Regime Education**, which contemplates Infant Education, Primary, Secondary, Baccalaureate and Vocational Training. The last two levels are not compulsory. **Special Regime Education** is directed at training in specific subjects, such as Languages, Music and Dance, Performing Arts, Applied Arts and Design, and Sports Techniques.

- **Participation systems**

A time-honoured principle in the Spanish education system is the participation of the education community in the management of the school. The main bodies through which this participation is channelled are:

- a) **The School Council**, which is the basic institution in which all the players in the education system take part: Head, Director of Studies, Teachers, Parents, Local Authorities, non-teaching Staff from the school and Pupils. Election of its members takes place every two years for 50% of the total on the Council. In the case of private schools, representatives of the owners are also on the School Council.

Amongst its responsibilities are: defining and establishing the guidelines for the educational project, the internal organizational regime, the disciplinary regime, out-of-school activities, the plan for maintaining resources, the principles and valuation of the centre.

- b) **The Teachers' Assembly**, formed by the Head of the school and the teachers. It is responsible for designing and coordinating all the issues related to pedagogical aspects: objectives, activities, evaluation and control criteria, support classes for weaker pupils, orientation and tutorials, and proposals for supplementary activities.

- c) **The school's management team: this is a collegiate body.** A series of personal posts are required for its functioning and coordination: Head, Director of Studies and school Secretary. Depending on the Self-governing Region, other support posts may be contemplated.

The Head is elected by the School Council and must meet a set of basic requirements: s/he must have been at the school for a year, have five years' teaching experience and administrative accreditation, based on specific training programmes organized by the education authorities.

The Director of Studies and the Secretary are chosen by the Head and appointed by the Education Authority.

- d) **Coordination bodies:** School organization is completed with different coordination bodies within the teaching staff, mainly: tutors, teams for the educational cycle and pedagogical coordination committees. At Secondary schools, in addition to the above, there are usually teaching, orientation and complementary activity departments.

We hope that this brief introduction provides a global view of the basic structure of a typical centre and will be of help in understanding the information set out below.

- **Pupils**

The top part of the table below shows the total number of pupils enrolled in the different stages of education, by year: the bottom part shows the number of pupils schooled in relation to the total potential population.

Pupils Enrolled

Evolution of pupils enrolled

	1990-91	1992-93	1994-95	1996-97	1998-99	1999-00	2000-01
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PUPILS ENROLLED

	1990-91	1992-93	1994-95	1996-97	1998-99	1999-00	2000-01
TOTAL	8.378.935	8.118.456	7.864.884	7.496.288	7.128.251	6.972.500	6.928.461
Infant / Pre-sschool E.	1.004.481	1.052.488	1.093.256	1.115.244	1.128.861	1.133.653	1.145.573
Primary E. / E.G.B.	4.885.049	4.468.759	4.063.912	3.137.278	2.562.785	2.524.768	2.415.405
Special Education	42.329	35.120	31.787	29.236	27.711	27.337	26.344
Secondary E. & Vocational Training	2.447.076	2.562.089	2.675.929	3.214.530	3.408.894	3.286.742	3.341.139
* General Secondary E.	1.592.330	1.676.179	1.837.699	2.491.807	2.854.167	2.797.169	
* Vocational Training	854.746	885.910	838.230	722.723	554.727	489.573	

GROSS SCHOOLING RATES

Infant / Pre-school E. (3)							
(3 - 5 years of age)	74	80	85	89	94	95	97
Primary E., EGB & First Cycle ESO							
(6 - 13 years of age)	110	110	111	111	109	108	108
Secondary E. & Vocational Training (4)							
(14 - 18 years of age)	74	78	85	89	92	93	95

Source: MECD Statistics Office and Diagnóstico y Desarrollo

Table 8

A downturn in pupils can be observed and this coincides to a large extent with the falling birth rate. This reduction was of -17.71% in the period considered (1990-2001). However, these figures are not homogeneous, as Infant and Secondary Education do not perform exactly in this way.

In the case of Infant Education, there was sustained growth in pupils year after year, which is why the schooling rate in the under-6 age group rose by as much as 23 points (from 74% in 1990-1991 to 97% in 2000-01), reaching rates close to total coverage.

Primary Education and the first cycle of Secondary are more affected by the impact of 100 coverage of the (gross) schooling rate and by the fall in the birth rate described earlier. The downturn in pupils was of -51% in the ten-year period considered.

The increase in pupils in the second cycle of Secondary, Baccalaureate and intermediate Vocational Training is of 38% in the ten years considered. This is due to the rise in the schooling rate as a result of the active policies developed by the different Education Authorities. The current schooling rate suggests that the effect produced in the previous stage

of education will be passed on in the future and produce the corresponding reduction in pupils.

The population of children and young people under the age of 18 has fallen and, thus, the reduction in the number of pupils in the classroom is obvious. However, this downturn softened over the three-year period 1998-2001.

At this point, the reflections and comments made when dealing with the subject of immigration should be included; the downturn in the number of pupils in the first half of the ten-year period was of around 100,000 pupils per year, while in the second half it was of around 50-60,000. This difference can largely be explained by the entrance of this new segment of the population (+30,000 in the past few years) in Spanish schools.

There are no major differences in performance between the private and public sectors. The heaviest weight of the education system is supported by public funds, endorsed by the State's budgetary and fiscal system and the different Regional and Local Administrations.

Distribution of Pupils

Figures for academic year 2000-2001

% CENTRES	TOTAL	Infant Education	Primary Education	Special Education	E.S.O. First Cycle	E.S.O. Second Cycle
<i>EDUCATION AUTHORITY</i>	67.2	64.1	66.2	41.1	64.5	67.1
<i>SUBSIDIZED EDUCATION</i>	24.2	12.6	30.0	49.5	31.6	29.0
<i>OTHER CENTRES</i>	8.6	23.2	3.8	9.4	3.9	3.9

Source: MECD Statistics Office and Diagnóstico y Desarrollo

Table 9

In the table above, it can be observed that 62.7% of pupils are registered at public centres of education and 24.2% at private schools through general or specific subsidy agreements, while 8.6% are registered at centres that do not fall within these categories, the majority of which are private.

Generally speaking, the trend is towards attending to a less numerous group of pupils and, consequently, there will be more human and technical resources available to improve the quality of their education.

It is obvious that this factor alone will not bring changes in the efficacy and efficiency of the use of resources. The capacity and motivation of teachers, the changes in attitude in the family and the pupil's immediate environment, the availability of resources related to information technologies, etc. are much more important; but at least the ratios per pupil are improving significantly.

3.2. Evolution of teaching staff. Structure of the population of primary and secondary teachers.

- **Evolution over time**

Table 10 shows the evolution of teaching staff between 1990 and 2001, the variation indices for teachers and the average number of pupils per teacher.

Contrary to what has happened to the number of pupils, teaching staffs have increased over the past few years to reach a growth rate of 19.3%, which is an average year-on-year increase of 1.78%. This can be partly explained by the stability of employment and the scant mobility in the profession, especially in the public system, which implies that this group, while acquiring experience, grows older.

Moreover, it is logical that some extra staff margin is maintained to allow for the incorporation of support staff, specialists and, above all, the possibility of devoting time to permanent training (a subject that will be dealt with later on) and to cover temporary absences, etc.

This evolution has contributed to the fact that the pupils per teacher ratio is at the lowest levels of the last decade, with a tendency to fall even more.

This trend is much more marked in public education than in the private system. The figures are revealing: 11.9 pupils per teacher in public education, as against the 15.7 in private schools, including those which have subsidy agreements.

Another question worth analyzing is whether the relative “speed” of this decrease is the same in all the sectors. The answer is no: the spread between the two ratios was much smaller in academic year 1990-91 than in 2000-01. More specifically, the coefficient between the ratio of pupils per teacher in private schools and pupils per teacher in public centres was of 1.26 in 1999 while in the year 2000 the coefficient was of 1.32.

Evolution of the Education System

Indicators for pupils enrolled, teachers and centres

	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99	1999-00	1999-01
TEACHERS (1)											
All Centres	444 546	454 312	453 894	460 716	465 884	467 457	485 966	49 1696	50 9282	521.890	530.329
Public Centres	316 669	327 593	328 542	335 514	339 949	343 239	35 8933	36 6.154	37 6052	38 5.525	393 185
Private Centres	127 877	126 719	125 352	125 202	125 935	124 218	12 7033	12 5542	13 3230	13 6.365	137.244
INDICES OF THE VARIATION IN TEACHERS											
All Centres	100,0	102,2	102,1	103,6	104,8	105,2	109,3	110,6	114,6	117,4	119,3
Public Centres	100,0	103,4	103,7	106,0	107,4	108,4	113,3	115,6	118,8	121,7	124,2
Private Centres	100,0	99,1	98,0	97,9	98,5	97,1	99,3	98,2	104,2	106,6	107,3
AVERAGE NUMBER OF PUPILS PER TEACHER											
All Centres	18,8	18,1	17,9	17,5	16,9	16,4	15,4	14,9	14,0	13,4	12,9
Public Centres	17,5	16,7	16,6	16,4	15,9	15,5	14,5	13,9	13,1	12,3	11,9
Private Centres	22,1	21,7	21,3	20,4	19,5	19,0	18,0	17,8	16,6	16,2	15,7

(1) Including teachers from Infant / Pre-school Education, Primary Ed. / E.G.B., Special Ed., E.S.O., Baccalaureate and Vocational Training.

Source: MECD Statistics Office and Diagnóstico y Desarrollo.

Table 10

- **Teaching staff**

Table 11 shows the figures for teaching staff by Self-governing Region, its relative weight by Self-governing Region and the pupil / teacher ratio.

Here differences are also observed on a territorial level. By Self-governing Region, the reference we are using, i.e. the ratio of pupils per teacher (in this case, only with reference to the public education system), ranges between the 8.9 of the Basque Country and the 9.4 of Navarre to the 14.3 of Ceuta and Melilla, the 13.8 of Andalusia, the 13.2 of the Canaries and the 13.0 of the Region of Murcia.

Teaching Staff

Teachers at public centres; academic year 2000 - 2001

	LEVEL OF EDUCATION				Total	%	Pupils Enrolled		Pupil per Teacher Ratio
	Infant + Primary	Secondary + Voc. Training	Both Groups	Special			Total	%	
Andalusia	37.956	41.164		269	79.389	20.4%	1.091.700	23.4%	13.8
Aragón	5.137	5.420	252	95	10.904	2.8%	111.332	2.4%	10.2
Asturias (Principality of)	4.189	5.636	308	98	10.231	2.6%	103.237	2.2%	10.1
Balearic (Islands)	3.602	3.956	153	14	7.725	2.0%	86.397	1.8%	11.2
Canaries	8.837	11.451		129	20.417	5.3%	269.568	5.8%	13.2
Cantabria	1.991	2.799	208	68	5.066	1.3%	53.605	1.1%	10.6
Castilla y León	10.319	12.499	1.550	218	24.586	6.3%	258.422	5.5%	10.5
Castilla - La Mancha	9.517	9.349	1.344	170	20.380	5.2%	253.826	5.4%	12.5
Catalonia	24.111	24.374		437	48.922	12.6%	573.260	12.3%	11.7
Region of Valencia	16.470	17.246	4.858	318	38.892	10.0%	471.492	10.1%	12.1
Extremadura	5.777	5.960	1.247	74	13.058	3.4%	160.643	3.4%	12.3
Galicia	12.073	15.937	295	198	28.503	7.3%	304.974	6.5%	10.7
Madrid (Region)	18.663	20.639	1.361	493	41.156	10.6%	509.860	10.9%	12.4
Murcia (Region)	5.598	6.046	1.427	175	13.246	3.4%	172.726	3.7%	13.0
Navarre (Region)	2.443	2.661	164	31	5.299	1.4%	49.770	1.1%	9.4
Basque Country	7.536	9.170		158	16.864	4.3%	149.325	3.2%	8.9
Rioja (La)	1.110	1.270	29	25	2.434	0.6%	27.512	0.6%	11.3
Ceuta y Melilla	780	893	37	21	1.731	0.4%	24.794	0.5%	14.3
Total	176.109	196.470	13.233	2.991	388.803	100.0%	4.672.443	100.0%	12.0
%	45.3%	50.5%	3.4%	0.8%	100.0%				

Source: MECD Statistics Office and Diagnóstico y Desarrollo

Table 11

These differences can be partially explained by the different geographical and demographic characteristics within Spain.

In the figures shown in Table 11, no distinction is made between teachers in terms of the length of contract in the case of private education, or in public education whether the post is for a civil servant or is a temporary post.

It is estimated that the group of teachers called “temporary” accounts for at least 10% of current staff at public centres, with notable differences from one Region to another. The total number of teachers currently in this temporary situation is estimated at around 65,000.

Concern about these temporary jobs has led the **State School Council** to make suggestions with respect to this. Thus, in the 2000-2001 report on schools, two reflections are made:

- On the one hand, it “urges the Education Authorities to convene selection processes for civil service teachers in all the corps, [...] to study mechanisms for modifying the valuation granted for teaching experience in the procedures for entering the Civil Service as a teacher”.

- On the other “it welcomes the policy of the Regional Governments in their bid to restrict temporary employment to less than 10% of the total teaching staff, by putting the majority of vacancies on offer in their most recent calls for teachers”.

- **Management ratios**

In order to have a quality teaching staff, different factors must be acted upon. The qualification and motivation of teachers are obviously among the most important, although others should be taken into consideration. Notable amongst these is the composition of the groups in the classroom, for example.

From a quantitative perspective, we can take a positive view of the evolution of the number of pupils per teacher described earlier, on a trend that is clearly downward.

Table 12 shows the figures for the number of centres, teachers, units per group and ratios for pupils per unit and teachers per unit, according to the different levels of education.

In respect of the average figures for the size of the education unit, we see how the figures are around 22 to 23 pupils per unit, which is in line with the majority of figures provided by the countries in our immediate environment.

The countries in the European Union give a consolidated figure of 21 pupils per unit in Primary Education and 24 pupils per unit in Secondary. The corresponding figures for Spain (as can be seen in the table below) are between 15.7 for Infant Education, 19.7 for centres that only provide Primary Education and 22 for centres that also give the first cycle of Compulsory Secondary Education. This gives us some revealing information: the standard for pupils per unit is around 21 (a figure that is comparable with those in the European Union), i.e. 5% lower (and thus more favourable) than the average for our partners in the E.U.

In Secondary Education, the difference is less noticeable and we can say that it is practically at the levels registered by the same reference group.

Ratios, by type of centre and ownership

Centres, teachers, units/groups, pupils (2001)

	Centres	Teachers	Units / Groups	Pupils	Average no. pupils per unit	Average no. teachers per unit
ALL CENTRES	21.175	519.542	307.432	6.928.461	22.5	1.7
Public	15.456	384.191	217.557	4.722.302	21.7	1.8
Private	5.719	135.351	89.875	2.206.159	24.5	1.5
INFANT SCHOOLS	2.536	12.296	9.380	147.647	15.7	1.3
Public	1.248	6.393	4.795	74.440	15.5	1.3
Private	1.288	5.903	4.585	73.207	16	1.3
PRIMARY SCHOOLS	7.668	121.395	83.927	1.652.235	19.7	1.4
Public	7.201	115.465	79.538	1.560.147	19.6	1.5
Private	467	5.930	4.389	92.088	21	1.4
PRIMARY AND E.S.O. SCHOOLS	4.989	120.412	81.499	1.793.207	22	1.5
Public	3.259	75.201	51.485	1.040.965	20.2	1.5
Private	1.730	45.211	30.014	752.242	25.1	1.5
E.S.O. AND/OR BACCALAUREATE AND/OR VOC. TRAINING	4.224	196.576	86.254	2.191.195	25.4	2.3
Public	3.549	184.016	79.638	2.031.654	25.5	2.3
Private	675	12.560	6.616	159.541	24.1	1.9
PRIMARY, E.S.O. AND BACC. AND/OR VOC. TRAINING	1.270	63.412	42.444	1.118.726	26.4	1.5
Public	4	296	143	3.324	23.2	2.1
Private	1.266	63.116	42.301	1.115.402	26.4	1.5
SPECIFIC SCHOOLS FOR SPECIAL EDUCATION	488	5.451	3.928	25.451	6.5	1.4
Public	195	2.820	1.958	11.772	6	1.4
Private	293	2.631	1.970	13.679	6.9	1.3

(1) The figures for teachers, units/groups include the information for Art Schools in respect of the Arts Baccalaureate course.
Source: MECD Statistics Office and Diagnóstico y Desarrollo.

Table 12

However, the difference observed between public and private centres should be pointed out. In global terms, the standards differ to the extent of a 13% deviation between the two management systems in favour of the public system.

Lastly, it is worth devoting some time to reflecting on the schooling levels of the education system as a whole and considering some aspects related to the differences between Self-governing Regions. The figures for this are shown in Table 13.

Generally speaking, the effort made to integrate children in Infant Education has been successful. As it is a non-compulsory stage of education, the percentage of pupils enrolled in 1994 was a mere 57% of the potential population. Today, the schooling rate is around 85% and the trend is positive.

Compulsory schooling is of almost 100%.

As from 16 years of age, education is not compulsory, which implies that the schooling rate falls to 87.2% for the 16-year age group and to 76.4% for the 17-year-olds.

Net Schooling Rates

General Regime for significant age groups

	3 years of age		5 years of age		15 years of age		16 years of age		17 years of age	
	1994-95	1999-00	1994-95	1999-00	1994-95	1999-00	1994-95	1999-00	1994-95	1999-00
BOTH SEXES										
TOTAL	57.4	84.1	100	100	94.1	99.4	81.1	87.2	73.4	76.4
Andalusia	19	54.8	100	100	93.8	98.5	75	85.8	69	73.9
Aragón	80.7	97.3	99.2	100	95.8	100	88.4	90.8	80.1	85
Asturias (Principality of)	70.4	92.7	100	100	96.5	100	88.5	97.9	82.8	87.5
Balearic Islands	47.9	90.1	100	100	95.3	99.2	78.4	82.6	66.4	64.5
Canaries	31	87.3	100	100	100	100	77.6	90.4	71.4	77.4
Cantabria	75.2	91.1	100	100	97.7	99.4	86	91.6	78.9	78.6
Castilla y León	86.1	97.4	100	100	96.9	100	88.1	95.1	80.1	86.9
Castilla-La Mancha	62.3	93.4	100	100	87.6	98.4	74.2	82	62.5	70.1
Catalonia	97.1	99.3	100	100	92.5	99	81.7	82.2	71	69.9
Region of Valencia	40.4	81.5	99.6	99.2	90.9	98.4	76.8	77.7	66.8	66.9
Extremadura	58	91.5	100	100	87.9	95.1	72.3	83.6	60.7	70.7
Galicia	75	86.6	100	100	93.2	100	79.9	89.6	77.8	77.2
Madrid (Region)	62	90.3	100	99.1	95.8	100	87.5	94	81.8	86.5
Murcia (Region)	40.5	88	100	100	95	97.2	80	84.3	68.3	72.2
Navarre (Region)	95.9	98	100	99.9	90.8	98.3	87	90.3	79.4	84.8
Basque Country	100	100	100	100	99.4	99.4	95.2	97.7	87.6	92.1
Rioja (La)	76.2	98.3	100	100	98.1	99.8	90.4	90.9	79.7	80.6
Ceuta	38.9	74.9	100	100	75.9	81.7	57.7	78.5	47.2	61.6
Melilla	35.5	78.7	90	89.5	80.4	93.6	62.8	80.4	53	64.3
TOTAL MALE	56.4	83.3	100	100	93.7	99.2	78.3	84.3	69.4	72.4
TOTAL FEMALE	58.4	85	100	100	94.5	99.6	84.1	90.4	77.5	80.6

Source: MECD Statistics Office and Diagnóstico y Desarrollo.

Table 13

As can be seen in Table 13, the figures differ according to sex.

First the facts: schooling amongst teenagers shows differences between boys (72.4%) and girls (80.6%). This difference is explained by the fact that men take advantage of the greater opportunities of finding a job, even if the job is temporary. Thus, the need arises to implement programmes to encourage this age group to remain at school, so that they will have more opportunities of obtaining quality employment.

Moreover, the facts bear out this theory, since workers joining the labour market with a higher degree of training have more opportunities of finding work and of this work being recognized as skilled. The message of immediacy continues to carry weight in young people's decisions, and more so in the case of boys than girls.

- **Results and quality**

A great effort has been made to try to guarantee and achieve the highest level of schooling possible (100% of pupils between 6 and 16 years of age).

It would be extremely complex to analyze all the causes of this phenomenon and this would, in any case, go beyond the bounds of this study. Consequently, we have attempted to synthesize and relate the closest variables for quality in education to the subject of the study: teachers.

In the opinion of the majority of teachers and heads who took part in the round tables and in the personal interviews, the profession and classroom conditions have become more demanding with the generalization of schooling. The partners in the system need to provide the means to cope with this and should attend to cases of pupils who lack interest or motivation, or even capacity, which makes the teacher's work in the classroom more difficult and complex.

The current effort aims to improve quality in the education process, which poses new challenges for all the players in the sector.

- **Moving up to the next year**

Moving up from one year to the next is not the only indicator of quality in education, or even possibly the most efficient; but it may be useful in supporting the argument put forward. As the figures for Primary Education are more stable, the valuation does not appear to extend to this stage of education. In Table 14, the figures for moving up to the next year in Secondary Education are presented for each Self-governing Region, differentiating between pupils' sex and the ownership of the schools.

In the year 2000, the data estimated that 33.9% of pupils –the average of all the years in Secondary Education- were not making sufficient progress to move up to the next year. This valuation includes differences between the two sexes, to the detriment of males in a proportion of 1.1 : 1.

A notable difference is also observed between the private and public systems, in a proportion of 1.16 : 1, although many factors play a role in this, amongst which we might mention the free selection of pupils on the part of private centres.

Pupils Moving Up a Year

Secondary education by sex, ownership

	Academic Year 1999-2000					Academic Year 1997-1998 Total
	Total	Sex		Ownership		
		Male	Female	Public	Private	
TOTAL	77.1%	73.4%	80.9%	73.5%	87.0%	76.1%
Andalusia	78.2%	74.7%	81.6%	75.1%	90.0%	75.5%
Aragón	79.9%	76.6%	83.2%	75.5%	87.4%	78.2%
Asturias (Principality of)	79.6%	75.7%	83.7%	77.2%	87.8%	78.9%
Balearic Islands	76.3%	71.8%	80.7%	72.4%	83.8%	74.2%
Canaries	73.8%	70.7%	77.0%	73.0%	79.4%	69.4%
Cantabria	77.0%	73.9%	80.1%	73.9%	85.0%	75.1%
Castilla y León	76.5%	72.4%	80.7%	73.5%	85.4%	75.4%
Castilla-La Mancha	75.7%	71.7%	79.8%	73.9%	85.4%	74.5%
Cataluña	77.9%	73.9%	82.1%	74.8%	86.9%	77.5%
Region of Valencia	77.2%	73.5%	80.8%	73.9%	86.3%	75.6%
Extremadura	74.7%	70.4%	79.0%	72.7%	85.4%	73.7%
Galicia	70.8%	66.3%	75.7%	67.2%	83.5%	71.2%
Madrid (Region)	76.8%	73.6%	80.1%	71.9%	86.8%	75.3%
Murcia (Region)	74.2%	70.4%	78.3%	71.7%	84.0%	74.2%
Navarre (Region)	87.5%	84.7%	90.7%	84.8%	91.2%	89.1%
Basque Country	82.7%	78.9%	86.7%	77.1%	87.1%	87.4%
Rioja (La)	79.3%	75.9%	82.7%	75.2%	88.6%	76.2%
Ceuta y Melilla	71.3%	68.4%	74.4%	69.7%	85.6%	73.4%

Source: MECD Statistics Office and Diagnóstico Y Desarrollo

Table 14

On the positive side, it should be noted that in the last two years the percentage of pupils moving up to the next year rose from 76.1% to 77.1%, thus improving successful progress at school by one point.

As a demanding factor for teachers, the existence of pupils called “school objectors” should be pointed out; these pupils have no desire to take part in the learning process, but are legally obliged to remain at school until the age of 16, and make it more difficult for the group to progress.

Moreover, teachers are also faced with the difficulty of pupils who have moved up without a strong enough basis in terms of knowledge, due to automatic promotion. These qualitative valuations are founded on what Heads and teachers in Secondary Education said at the interviews and round tables.

The recent LOCE brings new demands and verifications of pupils’ learning for them to be able to move up to the next year. Through this, it aims to resolve this situation and even presents new ways for pupils with difficulties of integrating themselves in the system to abandon their education, with the possibility of reintegration.

- **Support staff**

One of the most delicate points in relation to the subject of staff concerns support staff.

The same valuation appeared at nearly all the forums, at the majority of interviews held in the course of the study, the round tables and in the questionnaires answered by the different players in the education system: it is necessary to adapt support staffs to guarantee the successful achievement of the teacher quality targets.

Table 15 shows the figures for support staff in relation to total staff in the periods 1999-2000 and 2000-01 and the ratio for the number of teachers per support person, comparing public and private centres.

Support Staff

Staff in administration and services in general regime centres

	Academic Year 1999 - 00		Academic Year 2000 - 01	
	Public C.	Private C.	Public C.	Private C.
Non-teaching managerial staff	8.092	6.038	407	1.270
Non-teaching specialized staff	7.302	4.223
Administrative staff	7.643	7.859	6.836	7.429
Subordinate and service staff	30.986	21.117	28.291	19.593
TOTAL SUPPORT STAFF	46.721	35.014	42.836	32.515
TOTAL TEACHING STAFF	385.525	136.365	393.185	137.244
TEACHERS PER SUPPORT PERSON	8.25	3.89	9.18	4.22

Source: State School Council and Diagnóstico y Desarrollo

Table 15

The quantitative and qualitative deficiencies in this respect are clearly de-motivating for teaching staff, which is why some teachers feel that the Education Authority is not concerned about their problems in the workplace.

The **State School Council** makes a series of reiterated recommendations on the subject; in its last report on the state and situation of the education system it says:

“The State School Council considers vital and reiterates to the Education Authorities, the importance of guaranteeing the quality of the education system, the care of Administrative and Service Staff and Complementary Educational Care Personnel and notes the unjustified reduction in the number of workers performing these services in the education system...”

It also urges the Education Authorities to “provide all centres [...] with this personnel” and to make the “appropriate professional classification of this personnel, setting up specific training programmes to this end”.

3.3. Organization and trade union structure of teaching staff.

As trade union activity and membership is an individual right and thus, protected by the right to privacy, it is difficult to obtain statistics on this matter and, in any event, these statistics are subject to many doubts as regards their reliability and authenticity.

Consequently, in order not to incur errors which could give rise to misunderstanding, reference is made to the official data from the last trade union elections.

The **trade unions** mainly intervene in wage negotiations and in proposals for improving the education system.

The structure and evolution of trade union representation is summarized in the chart below:

Unions	Result of 1998 elections	Result of 2002 elections
FE – CC. OO. Federación de Enseñanza de Comisiones Obreras (Teachers’ federation of the union Comisiones Obreras)	373	380
FETE – UGT Federación de trabajadores de la Enseñanza de la Unión General de Trabajadores (The Unión General de Trabajadores’ federation of workers in education)	255	230
STES. (Confederation of workers in Education)	259	362
ANPE (Independent Union)	279	247
CSI – CSIF Central Sindical Independiente y de Funcionarios (Independent civil servants’ union)	186	184
GIG (Galician inter-union confederation)		52

Source: MECD Sub-directorate General for the Organization and Development of Human Resources.

Chart 4

In addition, there is a whole group of social partners who play a decisive role in establishing and boosting initiatives in education. We are referring to **Parents’ Associations**, which generally take part, through their representatives, in the meetings where decisions on education are taken.

Notable amongst these are CEAPA and CONCAPA, which were also kind enough to contribute to this report and put forward some really useful and valuable qualitative ideas and opinions.

The data below, taken from studies conducted by the INCE (National Institute for Quality and Evaluation), show the degree of parents’ associationism.

Degrees of Associationism

Level	Members	Payment of fee (of total members)	Participation	Trend
Primary	65%	76%	24%	Significant increase, especially in public education.
Secondary	58%	85%	15%	Stable figures and degree of participation, in particular.

Parents’ studies	Members
Primary	53%
Secondary	73%

Source: INCE and Diagnóstico y Desarrollo.

Chart 5

According to the study, there is a clear relationship between the membership of the different associations and parents' own level of education.

73% of parents with university qualifications belong to associations, as against the 53% of parents who only completed primary education.

The membership levels and the participation in the Association of Parents of Pupils in Secondary Education are lower than for parents of pupils in Primary Education.

In the teachers' opinion, positive contact with the family is very important as regards meeting educational objectives and achieving a harmonious climate in the classroom. As parents become involved in the education process, cooperation and involvement in the problems in the classroom will benefit the teacher's work and, by extension, the results of the pupils at the different levels.

4. Attracting and selecting quality teachers.

4.1. Ways of entering the profession. Most common professional routes and changes in the same.

Access to the teaching profession largely depends on two fundamental factors:

- The **ownership** of the centre where the teacher is to work (private or public).
- The **level** at which the teacher is to work (Infant, Primary, Secondary, Vocational Training, Special Education, etc.).

- **Analysis of the public sector**

The public education system, which is, in general, subject to the regulations governing civil servants, establishes three corps of non-university teachers. These corps are as shown below:

Teaching Corps in Primary and Secondary Education

PRIMARY TEACHERS	A corps formed by teachers working in Infant and Primary Education
SECONDARY TEACHERS	A corps comprising teachers working in Compulsory Secondary Education, Baccalaureate and Vocational Training.
TECHNICAL TEACHERS OF VOCATIONAL TRAINING	A corps of teachers working in Specific Vocational Training, and in Compulsory Secondary Education and Baccalaureate in any situations that may be established

Source: Diagnóstico y Desarrollo

Chart 6

In addition, the Corps of Teachers at Official Language Schools, of Music and the Performing Arts, of Plastic Arts and Design, similar in training requirements and recognition of their professional category to the Corps of Secondary Teachers, are recognized. All of them are regarded as related to Special Regime education.

Teaching Qualifications

LEVEL	QUALIFICATIONS	PROFILE	SPECIALITIES
Infant and Primary Education	It is essential to have the qualification of Primary Teacher.	Training is received at University Teacher Training Schools. It is regarded as first-cycle university training (diploma). The expected length of the course is three years (180 credits). It includes theoretical and practical training.	Infant Education. Primary Education. Foreign Language. Music. Listening and Language. Special Education. Physical Education.
Secondary Education	It is essential to have the qualification of Graduate, Engineer, Architect or equivalent. In addition, the corresponding pedagogical aptitude course (CAP) must also be done. The CAP course takes one academic year.	Training is received in the corresponding Faculties and University Schools. It is second-cycle university training .	The different subjects covered in Secondary Education.

Source: *Diagnóstico y Desarrollo*

Chart 7

The treatment and development of social, remunerative and working conditions are generally in line with the principles regulating other State and Regional civil servants in terms of rights and duties. Their post is considered as being held for life and is subject to the same regime of discipline and sanctions as other civil servants, excepting the conditions specific to the job.

The way of accessing this post is through the “**selection process - competitive examination**”. The contents and scope of this examination are described and established in a different way for each of the corps which the candidate wishes to enter.

Two types of variables are taken into account:

- a) Knowledge of contents and teaching methodology the candidate must master to perform the work (the competitive examination stage).
- b) The candidate's academic record and professional experience (selection process stage).

The selection process contemplated in the “selection-competitive examination” has a series of characteristics regulated by the Ministry of Education and Sport and by different legal provisions in the Organic Act on the Civil Service.

The means of accessing posts as permanent civil servants is similar for Primary, Secondary and Vocational Training teachers. In short, the following steps have to be taken:

Presentation of applications. In order to do this, potential candidates must be Spanish or from one of the member States of the European Union, the Kingdom of Norway or the Republic of Iceland. They must also be over 18 years of age, possess functional and legal capacity, not have been excluded from the civil service and not be a civil servant in the corps they wish to enter. The specific requirements are: to have the qualification required – see Chart 7- and, in the case of Secondary Education to have the CAP qualification (TED in the future).

Lists of acceptances. After the different application forms have been studied, the lists of those who have been accepted and refused for the competitive examination are published.

Selection bodies. Two basic bodies are constituted: Boards of examiners –as many as there are specialities, responsible for assessing candidates' tests; and Selection Committees, which coordinate the work of the different boards in the different regions. The board consists of a chairman, normally appointed by the Education Authority, and four members, who are generally chosen by lot amongst active civil servant teachers.

Selection tests. These take place in two stages: the selection and the competitive examination. In addition, the different Education Authorities may add tests or mechanisms for accrediting the command of their own particular language.

- The selection stage: this is used to assess the candidate's merits and follows a set of scales mainly related to professional experience. It is only applied to candidates who have passed the competitive examination stage.
- Competitive examination stage: this aims to assess the candidate's knowledge, from both the scientific and pedagogical standpoint. There are three types of tests:
 - A **written** test on two subjects, one from part 'A' –scientific- and the other from part 'B', both chosen at random. In some specialities, a set of questions formulated by the board of examiners is added which the candidate must answer in writing.
 - A **practical** test for some specialities such as Physical Education and Music.

- When these tests have been completed, the candidates that have passed them have the opportunity of giving an **oral explanation** of a subject chosen by the candidate from part 'A'; the board of examiners assesses aspects related to the scientific content of the subject and how it fits the curriculum, behaviour patterns with pupils and educational implications related to a specific cycle.

Civil servants in training. The marks obtained in the examination stage are used to order candidates and determine which of them have successfully completed the selection process. Subsequently, the marks from the selection process are added. The number of successful candidates may not exceed the number of posts advertised. These candidates will become the Education Authority's civil servants in training. During the following academic year, they will be teachers 'in training' at a centre of education for a period of six months. This stage will be tutored by other civil servants designated for this purpose by the Qualifying Committees.

Permanent civil servants. Once they have passed this stage, candidates become permanent civil servants to all professional effects.

This selection process-competitive examination is also shortly to be modified as a result of the changes in legislation affecting the Spanish Education System.

Apart from this way of accessing the public education system, teachers can enter the teaching profession through **temporary contracts**, which do not have the advantages inherent to the post of civil servant: continuity, mobility, salary, etc. These contracts are designed to cover vacancies pending allocation and substitution for short-term absences.

These posts are generally covered by people who have taken the selection process-competitive examination described earlier and failed it but obtained good enough results to guarantee some competence as a teacher.

Later we will make some valuations of the C.A.P. (Curso de Aptitud Pedagógica – Pedagogical Aptitude Course) in relation to ensuring the teaching capabilities of Secondary school teachers.

In the new Organic Act on Quality in Education (which was published in the Official State Gazette on 24 December 2002 and came into force on 13 January 2003), a different system of training and accreditation is contemplated for secondary teachers. A group of subjects within the teaching option are incorporated into the studies of each university degree course. These may be studied during the university course or on a postgraduate course, after the corresponding degree has been obtained.

That is the immediate future. To date, the system is as described above.

- **Analysis of the private sector**

The legal regulations governing the social and working conditions of professionals in the sector are, in general, the same as for any other worker. The regulation used as a reference is

the Estatuto de los Trabajadores (1980) (Workers' Statute), complemented by other regulations of a lower rank and particularly the agreements reached, which are reflected in the sector's Collective Agreements for subsidized and non-subsidized education.

The Regional Governments have the powers to negotiate and apply the corresponding territorial Collective Agreements in the field of subsidized education.

Professional categories vary depending on whether it is subsidized or non-subsidized education, although the profiles are usually teacher, titular teacher, assistant teacher, helper and assistant / instructor.

The system governing the selection and hiring process is linked to a labour contract established between the professional and the owner of the centre, which must be in line with current legislation and the principles of transparency and advertisement (at least in subsidized centres) and with the criteria of the centre's School Council.

In the private sector, the basic accreditation requirements – initial training required – are similar to those of the public sector.

4.2. Starting a career as a teacher: registering for different teacher training cycles.

To enter the teaching profession, the basic criterion is the acquisition of the different qualifications required to perform this work.

Although it has traditionally been believed that teaching is a vocational profession, this subjective component is difficult to quantify, let alone evaluate.

Although it is clear in the case of Infant and Primary Education that the university student starting Teaching Training studies at any of the Faculties of Education knows that the natural outlet is teaching, this knowledge is accompanied by other motives, some of which were revealed by the students themselves at the round tables, with comments like: "I wasn't able to do the course I wanted to do and so I started this course which was within my capacity (suggesting less demanding entrance requirements)", "I was disoriented and I felt I could do this course", etc. However, if any studies are oriented towards the teaching profession, it is these.

- **Infant and primary education**

Since 1995 the total number of students registered, new students and graduates, has grown at a rate of 2.65%, 3.52% and 4.48% respectively. These figures show that the teaching profession continues to be attractive for young people who wish to start a qualified career.

Table 16 presents the figures for the number of students enrolled, registered and graduated and annual average performance in the period 1990-2001. It also shows the percentage of women in the three groups described.

University Students

Enrolled, new and graduates

Year	Primary Teacher Training					
	Students enrolled		New students		Students graduated	
	Total	% women	Total	% women	Total	% women
2001	97.430	73.0%	27.847	73.0%		
2000	97.030	71.4%	23.263	66.8%	21.351	79.4%
1999	98.343	72.8%	24.086	67.0%	22.360	80.2%
1998	96.089	71.4%	22.558	62.4%	21.835	77.8%
1997	94.248	69.5%	24.848	68.3%	21.413	75.8%
1996	89.429	66.2%	25.120	68.6%	19.729	66.8%
1995	83.279	62.1%	22.632	61.4%	17.148	58.2%
1990	52.669	40.8%				
Annual Trend (1995-2001)	2.65%	5.45%	3.52%	6.56%	4.48%	11.17%

Source: MECD Statistics Office and Diagnóstico y Desarrollo

Table 16

If we look at the component differentiating between the sexes, the number of female graduates in Primary Teaching grew twice as fast as average male graduates between 1995 and 2001.

What is especially notable is the increase in women who graduate, which gives rise to an interesting theory: the motivation to finish the course in this educational-professional field is greater in women, or what amounts to the same: drop-out, by leaving the system or changing to other university courses, is greater amongst men. Unfortunately, any explanations that could be given are little more than conjecture, since there are no global in-depth studies dealing with this with sufficient thoroughness and accuracy.

A series of questions are noted for subsequent analysis in specific studies: Is motivation at the beginning of the teaching career clearer in the case of women? Do men receive messages of better professional opportunities from the labour market? Is the education on offer in other disciplines more interesting for men than Primary Teacher Training? Are women more predisposed to this work? Do women encounter more difficulties and obstacles in the labour market in other professional specialities?

The people who have put forward ideas on this issue in the course of the different meetings opt for a combination of the first and last reflections. Sadly, the scope of the study amply surpasses the degree of methodological detail that would be necessary to attend to these questions adequately and thus all that can be done is to make a note of these ideas, which are, moreover, common sense.

Table 17 shows the figures for new university students enrolled in first and second-cycle courses and their annual performance.

University Students

New enrolments for university courses

Year	First-cycle Courses		Second-cycle courses
	Teacher Training	Total	Total
2000	27.847	142.064	169.183
1995	22.632	134.438	185.460
Annual Trend (1995-2001)	4.23%	1.11%	-1.82%

Source: MECD Statistic Office and Diagnóstico y Desarrollo

Table 17

The evolution of the population pyramid is contributing to the fact that the university has been losing new enrolments since 1995. However, curiously enough, this loss does not affect the intermediate type of course (first cycle of three years) and much less Teacher Training and Education specifically.

The figures are as plain as could be: as against a downturn in “long courses” (average year-on-year rate of -1.82%), an increase in interest and, thus, in the attraction of short courses is observed (average year-on-year rate of +1.11%), with notable performance of Teacher Training (average year-on-year rate of +4.23%).

The professors, lecturers and students consulted all agree that the Primary teacher training course has benefited in recent years from the appearance of specialist courses which has increased the interest of some students who are particularly sensitive to art, music, languages, sport, etc.

Other comments confirm that a large number of the students who graduate in this discipline acquire good basic conditions to opt for jobs where relationship skills, teamwork and connecting with other people are the basis of professional success.

All these new jobs (commerce, tourism, hostelry, social work, leisure in general, etc.) are the ones which have developed fastest in the past few years and the expectations point to clear growth in the coming decades. It is thus an alternative that the students at Faculties of Education themselves have recognized as valuable.

It seems clear that the teaching profession, at least as regards Infant and Primary education, continues to be attractive for Spanish university students.

- **Secondary Education and Vocational Training**

The first problem we encounter is to clearly define when a young person decides that s/he wants to become a teacher of teenagers. An objective criterion could be the time s/he chooses to do the CAP, but this criterion is not particularly valid for our objectives.

The CAP takes an academic year to complete, after obtaining the corresponding higher qualification. With this requisite, people may do the selection process-competitive examination convened by the relevant Education Authority.

C.A.P. (Pedagogical Aptitude Course)

Students enrolled and qualified

	Languages	Plastic Arts	Biol. & Geol.	Philosophy	Physics & Chem	Geog. & Hist.	Language	Maths.	Music	Technology	Physical Education	Other	TOTALS	Trend	
Men	2.001	345	232	352	188	288	982	399	341	225	575	142	12	4.081	1.11%
	1.995	449	281	451	176	392	791	284	312	75	705	111	11	4.036	
Women	2.001	1.612	929	2.129	540	1.202	2.631	3.635	1.353	559	1.401	162	600	16.754	22.03%
	1.995	1.682	808	1.675	524	1.186	2.041	2.858	1.053	345	938	62	558	13.729	
Total	2.001	1.956	1.161	2.481	728	1.491	3.613	4.034	1.694	784	1.976	305	612	20.835	17.28%
	1.995	2.132	1.089	2.126	700	1.578	2.832	3.141	1.365	420	1.642	173	568	17.766	

Source: INFP fieldwork and Diagnóstico y Desarrollo

Table 18

The CAP, regarded as the gateway to a career as a Secondary and Baccalaureate teacher, has received a clearly negative response for several years now. Few professionals value it in terms of it qualifying the future teacher of adolescents from a pedagogical standpoint.

However, it has been a mechanism for professional qualification for between 15,000 and 20,000 graduates a year.

Women show more interest in doing this course than men: in academic year 2000-2001 women accounted for 80% of total students enrolled and there is no possible comparison in terms of the year-on-year growth rate. It could be said that the interest it arouses among men is scant and stable, while among women it is strong and growing.

Another conclusion is also clear: the teaching profession is more attractive and has more incentives for women than for men and the trend points to an even greater rift.

Another fact observed on analyzing the figures for students enrolled and the ones that actually pass the course is that the difference is almost negligible. In other words, the CAP does not incorporate any discriminating element in terms of valuing the pedagogical competence of future teachers: the vast majority simply pass (it is estimated that on average 98% obtain the corresponding certificate).

The participants at the round tables also suggested that, apart from the advantages of having this certificate, some students who do this course may also do it to capitalize on time before taking up a certain job, be it private or public.

The table below shows the figures for performance in the period 1995-2001 between men and women according to the different specialities.

C.A.P. (Pedagogical Aptitude Course)

Performance by speciality

		Languages	Plastic Arts	Biol. & Geol.	Philosophy	Physics & Chem.	Geog. & Hist.	Language	Maths	Music	Technology	Physical Education
Performance	Men	-23.3%	-17.6%	-21.9%	6.7%	-26.4%	24.3%	40.7%	9.4%	198.4%	-18.4%	28.7%
	Women	-4.2%	15.0%	27.1%	3.1%	1.4%	28.9%	27.2%	28.5%	62.1%	49.4%	160.4%
	Total	-8.2%	6.6%	16.7%	4.0%	-5.5%	27.6%	28.4%	24.1%	86.6%	20.3%	76.2%

Source: INFP field work and Diagnóstico y Desarrollo

Table 19

It is also worth highlighting the evolution of the interest in the different subjects in relation to teaching them. In Table 19 we have selected the most common subjects taught in the education system in Compulsory Secondary Education and Baccalaureate.

It is very striking that the subjects with strong demand in the labour market such as Languages (modern languages), Biology, Physics, Chemistry and Technologies (engineering, information systems, etc.) present a downward profile amongst men.

There could be many interpretations, but the most direct and almost obvious one is that it is precisely because of this that students are not interested in teaching the subject, since they have the opportunity of following the specific profession in a job which is, in theory, better-paid.

In the last year and a half, the “new technologies” sector has declined to some extent but this trend will foreseeably soften in some measure in the future. However, when the information presented above was collected, this effect had not been consolidated and, thus, did not leave a mark on the official statistics.

There is greater interest amongst women in teaching in Secondary Education in comparison with men, even in such areas of knowledge as new technologies, environmental sciences and foreign languages.

Table 20 gives the breakdown of students enrolled in the CAP according to specialities and sex.

C.A.P. (Pedagogical Aptitude Course)

Relative weight of each speciality

		Languages	Plastic Arts	Biolo. and Geolo.	Philosophy	Physics and Chemistry	Geogr. and Histo.	Language	Maths	Music	Technology	Physical Education
Specific weight	Men	8.4%	5.7%	8.6%	4.6%	7.1%	24.1%	9.8%	8.4%	5.5%	14.1%	3.5%
	Women	9.6%	5.5%	12.7%	3.2%	7.2%	15.7%	21.7%	8.1%	3.3%	8.4%	1.0%
	Total	9.4%	5.6%	11.9%	3.5%	7.2%	17.3%	19.4%	8.1%	3.8%	9.5%	1.5%

Source: INFP fieldwork and Diagnóstico y Desarrollo

Table 20

The largest group in the CAP corresponds to the subjects whose natural outlet has traditionally been considered to be education: Language and Geography and History. Indeed, if we compare the total number of graduates who obtained their qualification in 2001 (some 13,300), between 60% and 80% have done CAP courses.

These are followed by experimental sciences (Biology, Physics, Chemistry, Mathematics), with a total of some 13,800 new graduates; of all of them, approximately 40% would have done the CAP.

And lastly, the group with the smallest presence in the CAP would correspond to graduates of technical courses. The number of graduates in the different university courses of this type totals 15,464. Just under 13% have followed CAP courses.

The number of graduates, architects and engineers that obtained their higher qualification in 2001 totalled 120,157; if we compare this figure with CAP students in the same year, we find that the average percentage of professionals with higher university studies who wish to make teaching their career is around 17.5% a year.

4.3. Number of qualified people entering the profession. Indicators that talk of this profession as an activity “for life”.

- **Analysis of the public sector**

The Regional Governments are now responsible for planning and arranging the selection and hiring processes for the different corps of Primary and other teachers.

The object of this selection process is to cover posts in the public education system.

Once candidates have passed the corresponding selection-competitive examination they join the corresponding national corps (Primary Teachers, Secondary Teachers, etc.), regardless of the Self-governing Region through which they have entered it and they can take part in the transfer procedures to which they are entitled.

Teacher Hiring

Performance of hiring through selection-competitive examination

	Corps of Primary Teachers	Corps of Secondary Teachers	Corps of Special Regime Teachers	Corps of Technical V.T. Teachers
Year 2002	2.627	6.346	573	911
Year 2001	8.057	2.191	92	326
Year 2000	2.186	8.061	107	182
Year 1999	4.113	1.750	407	461
Year 1998	417	4.160	74	39

Source: MECD Statistics Office and Diagnóstico y Desarrollo.

Table 21

When on the subject of professional civil service staff, we commented on the efforts made by the majority of Education Authorities to incorporate new civil servants in the different corps. This should result in pupils receiving greater and closer attention and in an improvement in quality standards in the education system.

In respect of the number of people taking part in each competitive examination for the different teaching corps in the public system, the total number of candidates exceeds the number of places on offer in all the specialities. Normally, all the teachers on temporary contracts tend to apply for these places.

These teachers' experience is taken in account at the selection stage; however, in the opinion of the State School Council, amongst others, as there are cases of repeated employment of professionals who have proved their worth in their jobs, a change in legislation is advocated such that would take into account the provisional situation of this type of professional in the valuation at the selection stage.

- **Analysis of the private sector**

Hiring processes at private centres are governed by the legal patterns established in the Estatuto de Trabajadores (Workers' Statute) and the criteria of the centres' **School Council**. A degree of stability is observed in hiring in this sector of education (an average increase in staff of +1.4% at these schools in the last five years).

- **Analysis of unemployment**

Putting the two sectors (public and private) together and relating the reference figures to the redundancy practices that may occur for socio-economic reasons, it seems logical to ask: How does unemployment affect the education sector from the teachers' standpoint?

There are not really many studies on the subject. We started from the official figures in the Labour Force Survey (LFS, see Table 6). This report does not make a distinction between the different teaching corps and, thus, the figures for the employed population and unemployment include teachers who work at the University. However, as the majority of professionals in education teach in the non-university system, we believe that the comments below may throw some light on the subject.

Estimated unemployment figures for teachers are low in comparison with the rest of the labour market. However, it should be noted that, while in 1990 the spread between registered unemployment, considering all occupations, was three times registered unemployment in education (16.1% vs. 5.0%), it has since narrowed considerably (10.6% vs. 5.0%).

In other words, the labour market in general has found a means of improving the system which has led to a 6-point reduction in unemployment, while the education sector has not managed to generate these same mechanisms for socio-labour market efficiency, especially considering that 65% of the market is regulated through administrative intervention mechanisms, largely the Regional Governments.

Generally speaking, the average university student or professional in other sectors values the education sector for its stable employment. And this objective datum is deduced from the statistics table mentioned earlier.

There can be no doubt that registered employment in the education sector is related to labour market mechanisms in the private sector and to the temporary contracts managed by the education authorities. So, if we divide the number of unemployed by the number of employed working in the private sector plus teachers on temporary contracts, the unemployment percentages would reach very similar levels to those registered by the economy as a whole (11.5% unemployment out of the total population, discounting civil servants).

4.4. Determining the posts to be covered. Obtaining a first job. Questions related to teachers' geographical mobility.

In public education, the regional Education Authority is exclusively responsible for assigning the new teacher to a specific job.

The table below shows the participants and places granted in the different transfer selection processes held in the period 1996-2001.

Teacher Mobility

Transfer selection processes

	Primary Teachers		Secondary Teachers		Voc. Training Teachers		Other Teachers		TOTALS	
	Participants	Places granted	Participants	Places granted	Participants	Places granted	Participants	Places granted	Participants	Places granted
Academic year 2000 / 2001	..	13.335	35.407	9.308	3.119	684	1.034	258	..	23.585
Academic year 1998 / 1999	48.564	12.575	35.457	11.158	3.367	671	1.087	311	88.475	24.715
Academic year 1996 / 1997	57.275	17.778	35.462	9.247	3.706	562	1.324	400	97.767	27.987

Source: State School Council and Desarrollo y Diagnóstico.

Table 22

One of the mechanisms for correcting and adjusting the catalogue of jobs which is used in the Spanish education system are the transfer selection processes which are conducted every two years. The different Education Authorities organize them and govern the management of them. The analysis of the figures reproduces a situation where the professional attached to a specific job is generally prepared to change reasonably easily.

Whether it is because they are not working where they wish to live, or because they are unhappy with their current post or wish to improve or move to a more satisfactory one, the truth is that 25% of teachers in the public education system wish to participate in the transfer selection processes.

The number of places granted with respect to the applications made is around 2 to 7.

The procedures used in the transfer selection process and the mechanisms for presenting applications and resolving the transfer selection process is difficult to summarize in just a few lines, besides the fact that it goes beyond the object of this study.

The following recommendations of the **State School Council** on this matter may serve as a summary:

- To simplify the process and the procedures
- To establish the lists of posts in relation to real staff numbers
- To offer all the vacancies prior to advertising the selection process
- To set standardized rules for valuing applications which are the same for all selection Committees
- To extend the time-limits for the selection process in general

At the interviews and round tables, mention was made of the problems affecting certain teachers in relation to moves conditioned by the shortage of pupils at the schools, which generates a feeling of “being out of place” and has a negative effect on the teacher’s motivation.

In respect of private education, the rules referring to accessing the post, teacher mobility, etc. are governed by market laws, with the limitations established in the Estatuto de Trabajadores (Workers' Statute) and the respective Collective Agreements.

4.5. Salary structure at the start of the career; valuations with other comparable professions

This is one of the cornerstones when it comes to explaining the means of motivating any professional, whether in education, healthcare or any other sector. The economic component is associated with the job and the relation with the intensity, complexity and interest of the same, although it is not the only source of motivation.

Individual positions on the subject of salary can be as varied as the professionals we could consult. Consequently, this will not be dealt with here as there is a lack of reliable information and because the perceptions would be subjective. Thus, objective criteria are included which enable us to value whether the professional in education is in line with the possibilities in her/his most immediate environment or not.

Table 23 shows the salaries per worker and month in different economic sectors, their performance and the estimates for 2002, together with average earnings per hour worked (in Euros).

Salary Structure

National results in 2002: industry, construction and services (in Euros)

	Average earnings per worker and month ¹			
	1995	2000	Index	2002 (e)
TOTAL	1 197.3	1 517.0	126.7	1 590.5
Employees	1 474.0	1 914.8	129.9	2 017.6
Manual workers	952.4	1 189.5	124.9	1 243.6
INDUSTRY	1 261.4	1 647.3	130.6	1 737.7
Employees	1 697.3	2 271.0	133.8	2 407.1
Manual workers	1 052.5	1 374.6	130.6	1 450.0
CONSTRUCTION	996.1	1 341.8	134.7	1 424.2
Employees	1 427.4	1 931.3	135.3	2 051.6
Manual workers	869.8	1 169.9	134.5	1 241.4
SERVICES	1 192.7	1 486.1	124.6	1 552.9
Employees	1 383.7	1 805.7	130.5	1 904.4
Manual workers	834.0	1 009.2	121.0	1 048.4

	Average earnings per hour worked ¹			
	1995	2000	Index	2002 (e)
TOTAL	8.2	10.7	129.6	11.2
Employees	10.2	13.4	131.3	14.1
Manual workers	6.5	8.4	129.1	8.9
INDUSTRY	8.7	11.4	131.5	12.0
Employees	11.7	15.7	135.0	16.7
Manual workers	7.2	9.5	131.4	10.0
CONSTRUCTION	6.8	9.3	137.0	9.9
Employees	9.8	13.5	137.4	14.4
Manual workers	5.9	8.0	136.8	8.6
SERVICES	8.3	10.6	128.7	11.2
Employees	9.6	12.7	131.6	13.4
Manual workers	5.7	7.5	129.8	7.9

¹ Including overtime

Source: Instituto Nacional de Estadística and Diagnóstico y Desarrollo.

Table 23

- Analysis of the private sector**

According to the INE's official data presented in the cyclical study known as the Salary Structure Survey (1995-2000), the average gross salary of a skilled worker in the industrial and services sector -thus not including civil servants- was around €10.7 / hour worked in the year 2000, which is +31.3% higher than in base year 1995.

This salary cost, at current values (2002), would imply an annual average gross salary (including bonuses, perks and incentives) of between €25,000 and €27,000 p.a., depending on the sector, on whether it is full-time or part-time work, the complexity of the job, etc.

The table below shows the salary figures, taking into account the main professional subgroups and the worker's qualifications, and their index in relation to the payment of "teachers with intermediate qualifications". In the "percentile 75" column, the salary level corresponding to 75% of the workers interviewed is presented.

Salary Structure Survey

Earnings per worker and year by main CON-94 subgroups and average/percentiles.

Qualification	Profession	1995 (Ptas '000.)		2000 (Ptas '000.)		2002 (Euros)		Index
		Average 1995	Perc. 75	Average 2000	Perc. 75	Average 2002 *	Perc. 75	
Higher	11. Company directors	6.750	8.091	8.100	9.710	52.088	62.441	2.14
	20. Mathematical sciences and similar and engineering	5.650	7.190	6.779	8.628	43.597	55.484	1.79
	21. Natural sciences and healthcare	4.192	4.916	5.031	5.899	32.352	37.934	1.33
	22. Education - higher qualifications	4.120	6.204	4.944	7.445	31.796	47.876	1.31
Intermediate	24. Business organization and social sciences	5.329	6.521	6.395	7.825	41.122	50.319	1.69
	27. Natural sciences and healthcare, except optics	3.077	3.605	3.692	4.326	23.744	27.819	0.98
	28. Education - intermediate qualifications	3.153	4.450	3.783	5.340	24.330	34.343	1.00
	29. Other associated professions of intermediate level	4.313	4.965	5.175	5.958	33.283	38.314	1.37
Other	30. Physical and chemical sciences and engineering	3.866	4.637	4.640	5.564	29.837	35.783	1.23
	31. Natural sciences and healthcare	2.949	3.528	3.539	4.233	22.759	27.224	0.94
	32. Infant education	2.840	4.990	3.408	5.988	21.919	38.509	0.90
	34. Support professionals for management	4.087	4.773	4.904	5.727	31.536	36.832	1.30
	35. Other support technicians and professionals	3.030	3.506	3.636	4.208	23.382	27.059	0.96
	41. Libraries, postal system and similar	1.749	1.925	2.099	2.310	13.499	14.854	0.55
	53. Shop assistants and similar	1.936	2.254	2.323	2.704	14.938	17.392	0.61

* updated on CPI basis (3.5% p.a.)

Source: Instituto Nacional de Estadística

Table 24

The study has taken as a reference a skilled worker (team leader, foreman, head of department, etc.) in order to establish a comparison which will enable us to view the present salary of a teacher in Primary Education in the light of market reality.

When it comes to assessing whether their work is well or badly paid, whether or not they are satisfied with the remuneration they receive, all professionals tend to compare their personal situations with the messages they receive from their most immediate environment: friends and close relations, colleagues who work in different sectors from their own or in similar sectors. Perhaps at the beginning of one's career, the economic side is of secondary importance, because there are other factors such as achievement in itself, the "novelty", the desire to become part of a team, etc. which are just as important as salary or even more so; but, with time, this factor is seen to acquire greater weight as regards job satisfaction.

All professionals have their own benchmarks, but the professional group most comparable to the work of a teacher would be a person from middle management at a company, who is responsible for a team and has some capacity for decision-making in aspects affecting her/his immediate environment, but is not involved in decisions that might affect the organization in the medium-long term. From this reference group, manual workers would be excluded further down the scale and management above.

In addition, the salary study referred to also discriminates between teachers according to their qualifications, and between employees with an intermediate level of training, but not seniority in the post, as this is difficult to include in the salary structure because of the different approaches which exist in the different economic sectors.

Several facts can be observed:

- The salary scale establishes a range between teachers in Infant, Primary and Secondary Education of around 41 points (and an index of 0.90 for the former and 1.31 for the latter).

- The salary structure amongst teachers in Primary Education is flat (percentile 75 is reached with +41% above the average salary), variable amongst Secondary teachers (percentile 75 with +51%) and very variable amongst Infant teachers (percentile 75 with +76% of the average wage).
- In general, teachers' salaries are similar to those of their peers in Healthcare and Natural Sciences. The “proximity” is perceived regardless of the level of their respective qualifications.
- If the average salary of Secondary teachers is compared with that of people with higher qualifications working in sectors related to engineering, research and applied sciences, the spread could be as much as +35% (taking a teacher's average wage as the base).
- Something similar occurs in the case of Primary teachers; in this case, the spread could be between +20% and +25% (in comparison with “technical” sectors).
- On the whole, the highest salaries are to be found in business organization and management (directors, organization in general, etc.).

At all times we are comparing “salary” realities where no activities related to payment in the form of income or private business activities are contemplated.

It is found, at least in the private sphere, that teachers are at an intermediate level of payment but that there are professional activities in the technological and business management fields which significantly outstrip the salaries paid to teachers in general –a spread of +25% can be regarded as being within the threshold of “marginal sensitivity”.

If this variable produces a transfer of teachers from private education to other fields, it will depend on aspects related to opportunity and desire on the part of the different players. At the moment there is no information on professionals moving from private enterprise to Primary and Secondary Education and vice versa, and so no reference is made to this.

- **Analysis of the public sector**

In order to value the salary structure of teachers in the public sector, we started from MECD information and compared it with the information from the State School Council and the different Regional Governments.

The structure of the items in a teacher's payment system is regulated by law and is common to all Spanish territories except the Region of Navarre. The structure can be summarized in the following items:

Public Sector Payment Structure

Basic payments	Supplementary payments	
<ul style="list-style-type: none"> • Basic salary • Bonuses • Triennial increases for seniority 	Supplements related to the post	Specific supplements
	According to the level assigned to the teaching corps to which the teacher belongs. It is the same for each level in the Self-governing Regions.	<ul style="list-style-type: none"> • <u>General</u> (varies by Region) • <u>Special</u> (for posts of responsibility and management at the school) • <u>On-going training</u> (accumulated six-yearly provided training is accredited)

Source: State School Council and Diagnóstico y Desarrollo.

Chart 8

Some posts receive compensation for residence, because the post is off the mainland, in Ceuta, Melilla, the Balearic or Canary Islands.

A point that should be highlighted on analyzing the real salary, not as a structural concept, is the notable difference between the different Regions. Let us take some examples: a Primary teacher working in the Principality of Asturias earns 27% more than her/his peer in Andalusia; a secondary teacher in the Basque Country will earn nearly 20% more than her/his peer in Ceuta or Melilla.

All the partners coincide in the need for standardizing the payment structure amongst the different Self-governing Regions, to prevent any offence this may give in such a delicate matter and where the sensitivity of any professional comes to the fore.

The foundations of these valuations can be seen in the table below. The index gives the coefficient between payment in each of the Self-governing Regions and the estimated average value for the whole of Spain.

Teachers' Salary Structure

Global summary 2002; in Euros

	Primary		Secondary		Senior Teachers		Weighted average	
	Absolute figure	Index	Absolute figure	Index	Absolute figure	Index	Absolute figure	Index
Andalusia	24.553	0.93	28.458	0.94	30.281	0.95	26.883	0.94
Aragón	25.153	0.95	29.031	0.96	30.854	0.96	27.468	0.96
Asturias (Principality of)	31.164	1.18	29.056	0.96	31.164	0.97	30.215	1.05
Balearic Islands	26.375	1.00	30.492	1.01	32.192	1.01	28.809	1.00
Canaries	30.070	1.14	33.402	1.10	35.245	1.10	32.087	1.12
Cantabria	26.054	0.99	29.931	0.99	31.754	0.99	28.369	0.99
Castilla y León	27.965	1.06	32.955	1.09	34.778	1.09	30.892	1.08
Castilla - La Mancha	25.494	0.97	29.371	0.97	31.195	0.98	27.809	0.97
Cataonia	26.259	0.99	30.130	1.00	31.959	1.00	28.571	1.00
Region of Valencia	24.973	0.95	28.893	0.96	30.738	0.96	27.313	0.95
Extremadura	25.380	0.96	29.257	0.97	31.080	0.97	27.695	0.97
Galicia	25.769	0.98	29.646	0.98	31.469	0.98	28.083	0.98
Madrid (Region)	25.798	0.98	29.675	0.98	31.498	0.98	28.113	0.98
Murcia (Region)	25.289	0.96	29.166	0.96	30.989	0.97	27.604	0.96
Navarre (Region)	28.040	1.06	33.206	1.10	34.951	1.09	31.056	1.08
Basque Country	26.269	1.00	33.620	1.11	33.620	1.05	30.312	1.06
Rioja (La)	25.888	0.98	29.765	0.98	31.588	0.99	28.203	0.98
Ceuta and Melilla	24.548	0.93	28.425	0.94	30.248	0.95	26.863	0.94
AVERAGE	26.391	1.00	30.249	1.00	31.978	1.00	28.686	1.00
Weighting		0.45		0.45		0.1		

Source: MECD Human Resources Department and Diagnóstico y Desarrollo.

Table 25

If the teachers' salary breakdown is considered, it is normal that, in payment systems, salaries tend to reward -through different incentives mechanisms- professional development, experience, the contribution of added value because of continuation in the post, etc. However, one of the aspects that stands out when evaluating the remuneration scheme for the teaching profession is that the difference between the early stages and the end (or at least the last few years) is of +44.8%.

Leaving considerations about the contents of the salary structure to one side, as this goes beyond the objectives of the study, we can note the following:

- On the one hand, we find that over her/his professional life a teacher's salary starts from levels that we could consider as market levels, is +17% higher after 15 years and, at the end of her/his career, is +44% in gross terms above the average remuneration.

Teachers' Salary Structure

Global summary 2002; in Euros

	Start		15 years		Final		Trend	
	Absolute figure	Index	Absolute figure	Index	Absolute figure	Index	Rate	Spread
Andalusia	21.953	0.92	25.829	0.93	32.868	0.95	149.7	4.89
Aragón	22.537	0.95	26.414	0.95	33.453	0.97	148.4	3.61
Asturias (Principality of)	25.045	1.05	29.196	1.05	36.404	1.06	145.4	0.53
Balearic Islands	22.682	0.95	28.133	1.01	35.614	1.03	157.0	12.19
Canaries	28.711	1.21	31.464	1.13	36.087	1.05	125.7	-19.14
Cantabria	23.438	0.98	27.315	0.98	34.354	1.00	146.6	1.75
Castilla y León	25.961	1.09	29.838	1.07	36.877	1.07	142.0	-2.78
Castilla - La Mancha	22.878	0.96	26.755	0.96	33.794	0.98	147.7	2.88
Catalonia	23.296	0.98	27.689	1.00	34.728	1.01	149.1	4.24
Region of Valencia	22.528	0.95	26.143	0.94	33.269	0.96	147.7	2.85
Extremadura	22.765	0.96	26.641	0.96	33.678	0.98	147.9	3.11
Galicia	22.994	0.97	26.964	0.97	34.292	0.99	149.1	4.31
Madrid (Region)	23.182	0.97	27.059	0.97	34.098	0.99	147.1	2.26
Murcia (Region)	22.673	0.95	26.550	0.96	33.589	0.97	148.1	3.32
Navarre (Region)	25.935	1.09	30.152	1.09	37.081	1.08	143.0	-1.85
Basque Country	26.759	1.12	30.752	1.11	33.426	0.97	124.9	-19.91
Rioja (La)	23.272	0.98	27.149	0.98	34.188	0.99	146.9	2.08
Ceuta and Melilla	21.932	0.92	25.808	0.93	32.848	0.95	149.8	4.94
AVERAGE	23.808	1.00	27.769	1.00	34.480	1.00	144.8	0.00

Source: MECD Human Resources Department and Diagnóstico y Desarrollo.

Table 26

- Notable differences are also observed by Self-governing Region in terms of the payment policy associated with time in the post: as against Regions where the difference in salary between the beginning and end of the career is smaller, we find others where the difference is greater, such as Andalusia, Galicia or Catalonia.

With this salary policy, it would seem that the former are interested in attracting professionals at the early stages of their careers, while the latter are more interested in keeping these professionals motivated for longer, at least from the economic standpoint.

- **Comparison with other countries**

In the countries in our environment, the approach is to broaden the salary band between the beginning and end of the career: salary policy is regarded as an element that motivates professionals and has room for manoeuvre, making it possible to give incentives with a view to enhancing quality and efficiency in teaching.

Salary Structure in Other Countries

Teachers' salaries by level and seniority in the post (\$ / year 2000)

	Primary Teachers			Secondary Teachers			Rates of Increase		
	Start	15 years	End	Start	15 years	End	Primary	Secondary	Global
Austria	21.953	26.570	44.461	22.574	27.691	47.055	202.5	208.4	205.5
Belgium	22.983	31.282	37.459	23.466	33.173	40.666	163.0	173.3	168.1
Denmark	29.116	32.883	32.883	29.116	32.883	32.883	112.9	112.9	112.9
England	22.428	35.487	35.487	22.428	35.487	35.487	158.2	158.2	158.2
France	20.199	27.172	40.091	22.358	29.331	42.357	198.5	189.4	194.0
Italy	20.927	25.115	30.306	22.657	27.507	33.510	144.8	147.9	146.4
Japan	22.670	42.820	54.663	22.670	42.820	54.663	241.1	241.1	241.1
Switzerland	34.808	45.728	54.308	41.048	54.763	63.534	156.0	154.8	155.4
USA	27.631	40.072	48.782	27.643	40.072	47.908	176.5	173.3	174.9
OECD Average	21.469	29.407	36.145	22.727	31.221	38.674	168.4	170.2	169.3

Source: OECD Indicators 2002

Table 27

According to the OECD average, the “salary jump” between a professional at the beginning of her/his career and at the end is an average of 69.3%, as against Spain’s 44.8%.

- **Sector comparisons**

It is not always easy to make comparisons between the public and private sectors and, in any event, it involves a certain risk when it comes to valuing the important aspects of each of them.

The performance of salaries over time in the private sector is not documented and, thus, comparisons cannot be made. In contrast, the salaries in the two sectors are supported by official data. The sources, logically enough, are different: in one case they are governed by the legislation and in the other by market laws. In any event, attempts were made to try to standardize as far as possible the mechanisms for obtaining these data so that the figures are reasonably comparable.

The differences do not appear as great as one might have initially thought. Impressions of all types were expressed on the subject at the interviews and round tables: “the private sector pays more”, “too much is demanded for what is really paid”, “there are no differences”, “the majority would prefer to work at a public centre”, etc...

The chart below summarizes average and maximum salaries, differentiating between Primary and Secondary Education and ownership of the school.

Remuneration Structure Compared

Figures in € / 2002	Public Sector		Market	
	Average	Maximum	Average	Perc. 75
Primary education	26,391	31,950	24,330	34,343
Secondary education	30,249	36,235	31,796	47,876

Source: Instituto Nacional de Estadística and Diagnóstico y Desarrollo.

Chart 9

The perception that the private sector pays its teachers better is partly correct; it is so at the top of the payment scales, but not in average salaries or towards the bottom of the scale.

In contrast, in comparison with the private sector, salaries for Secondary teachers in the public sector are lower, both on average and at the top of the scale.

When the tendency of students to do a higher course that would give access to professional development in the exercise of the same or in teaching the area of knowledge is analyzed, we find that certain specialities have a lower degree of interest than others. Specifically, these are the technological subjects. One of the variables that explains this “lesser interest” in this area of teaching, is that in this field people with higher degrees have better-paid employment expectations outside teaching and, within teaching, private schools offer better opportunities than public centres.

This reasoning is not so obvious in Primary Education and public education is actually more attractive than the private sector, assuming that there could undoubtedly be interesting offers in the market but in percentiles above level 75, which necessarily implies a higher degree of competition and difficulty in obtaining the desired post.

4.6. Working conditions in the teaching profession

In the public sphere, teaching work is, in general, regulated by civil service legislation, where the general conditions, rights and duties are established. However, the transfer of powers in education has led to there currently being several agreements in operation, depending on the relevant Education Authority.

In fact, the State School Council has urged the different authorities to provide up-to-date information on the situation of the different agreements, in order to have at its disposal information that enables it to take specific decisions in this area of human resources management.

Generally speaking, the working week for civil servants is 37.5 hours a week. Of this, at least 30 hours should be spent in the centre in Primary Education (25 hours of contact time and 5 extra hours); in Secondary Education, teachers should be in the school for 30 hours but teaching time is between 18 and 21 hours.

The average length of the school year (37 weeks in Primary and 36 in Secondary) implies total teaching time of 880 hours in Primary Education and 600 in Secondary. The difference in teaching time is estimated to be what is necessary to fulfil other commitments and perform other duties such as: tutorials, preparation, testing and correcting students' tests, attending teachers' assemblies, administration, out-of-school activities, meeting parents, permanent training, etc.

Survey on Working Hours 2000

Average hours per worker and year by size of organization (all types of contract)

		TOTAL ACTIVITIES	TOTAL INDUSTRY	TOTAL CONSTRUCTION	TOTAL SERVICES	Hostelry	Postal & telecom services	Financial services	Education	Healthcare	Other social activities
All	Effective working day	1.595.4	1.681.0	1.688.2	1.543.4	1.497.1	1.605.2	1.596.8	1.239.8	1.528.5	1.488.7
	Hours not worked	64.1	76.5	54.7	60.4	59.0	48.7	50.2	47.4	92.6	65.7
	Paid	62.7	74.0	53.5	59.3	58.7	47.8	49.4	47.0	91.0	62.8
Small companies	Effective working day	1.614.0	1.687.9	1.687.3	1.559.7	1.545.0	1.578.5	1.622.1	1.065.8	1.534.8	1.473.0
	Hours not worked	51.2	57.7	52.1	47.7	53.9	55.5	46.4	36.0	62.3	48.6
	Paid	50.6	57.0	51.3	47.3	53.7	55.5	46.0	35.7	61.1	48.2
Medium-sized companies	Effective working day	1.587.7	1.688.9	1.686.2	1.515.4	1.470.0	1.598.6	1.599.8	1.146.4	1.525.3	1.500.8
	Hours not worked	66.2	76.4	59.4	62.3	66.9	40.3	54.1	41.7	95.3	70.7
	Paid	65.1	74.6	57.6	61.7	66.7	40.2	53.8	41.3	94.6	69.6
Large companies & public administrations	Effective working day	1.577.9	1.665.9	1.701.1	1.543.3	1.408.5	1.610.9	1.588.8	1.311.5	1.528.4	1.505.7
	Hours not worked	78.6	100.3	59.6	71.8	60.6	48.8	49.8	50.8	96.8	91.3
	Paid	75.7	94.9	57.8	69.8	60.0	47.6	48.8	50.1	95.0	82.3

Source: Instituto Nacional de Estadística

Table 28

The 1,460 hours of theoretical work of the Primary or Secondary teacher include activities in the classroom, preparation, evaluation, tutorials, etc. In Table 28, the data from different private and public institutions as regards occupation have been compiled. The basis of the table is the survey on working hours, an instrument for measuring the time spent on productive activities similar to the productivity standards throughout the European Union and

the OECD. This study is conducted every two years and the data from the 2002 survey is currently being processed and will probably be published at the end of this year.

In the interim, the data used is from the survey conducted in the year 2000. The number of hours worked per worker and year is around 1,239.8 hours per annum, as against the total of 1,595.4 and the 1,543.4 hours of the services sector in general.

In these figures, the total contracts signed are considered, i.e. both full and part-time contracts. The latter are estimated to account for 15% of the total, which suggests that the average working hours agreed in a full-time contract in Spain are around 1,650 per worker per annum.

With reference to the education sector, the following should be highlighted:

- a) The difference between the hours agreed, some 1,460 hours, and the average for the whole of the economy is approximately 11% lower than nearly all other sectors of the economy.
- b) A teacher in the public sector devotes a total of 1,311.5 real hours to work over the year. Considering that part-time work is very unusual in the Public Administration (although we have not been able to collect really reliable information on this count), this figure contrasts with the average working hours of a teacher in the private system (1,065.8 at small schools and 1,164.4 at larger centres). The conclusion cannot be that teachers in the private sector work less than those in the public system, but that there is a much higher percentage of part-time contracts in the private sector, and all the more so, the smaller the centre.

This study simply points out that this is one of the reasons why teachers are interested in working in the public sector, since the economic conditions are not as attractive as might be imagined in the private sector and yet precariousness appears to be considerably greater.

To sum up, we could say that when young people consider taking up this career or when a teacher whose career is consolidated, assess working conditions, they take a positive view of the free time available above all other variables, including the economic aspect, for example.

There are other factors: how hard the work is, contact with hostile groups, demands from the environment, etc. that they will also weigh up, but working hours in relation to free time takes preference when it comes to choosing one profession or another.

For example, in the field of healthcare, in the financial services sector, in trade and hospitality, etc. average working hours are exceeded and there are not so many differences between the size of the unit contracting the professional's services.

In respect of Spain, the OECD figures are not substantially different from those shown here. According to the reports recently published by this international institution (figures for 2000), working hours per annum are near the Spanish levels, as are the figures for real working hours and teaching time.

The Organization of Teachers' Time

Distribution of teachers' time according to level of education

Country	Working hours according to statutes	Real working hours in school		Teaching time	
		primary	secondary	primary	secondary
Austria	1.310				
Belgium		870	673	804	673
Denmark	1.680			640	560
England	1.265			660	620
Spain	1.418	1.110	1.050	880	548
France		907	611	907	611
Italy				748	612
Japan	1.940			635	530
Switzerland		884	674	884	674
USA	1.371	1.353	1.371	1.139	1.121

Source: OECD Indicators 2002

Table 29

4.7. Initiatives taken by the public authorities

The majority of the initiatives taken by the public authorities are set out in the new Organic Act on Quality in Education.

- **Attention to diversity**

In the introduction, the Act recognizes *“the challenge of the rapid increase in schoolchildren as a result of immigration requires new regulatory tools in the education system to facilitate the effective integration in the education system and in society of pupils from other countries who frequently speak other languages and share other cultures”*.

- **Recognition of the teaching profession**

The new Act is based on the conviction that the values of effort and demanding of oneself are the basic conditions for an improvement in the quality of the education system, values whose profiles have become blurred as the concepts of duty, discipline and respect for the teacher have become weaker.

In Article I, point H, *“one of the principles of quality in the education system is [...] the recognition of the teaching profession as an essential factor of quality in education, illustrated in the priority attention paid to the training and updating of teachers and to their professional promotion.”*

Moreover, the fourth axis around which the objects of the present Act revolve refers to teachers, *“promoting quality of the teacher-pupil relation, as the most valuable and decisive element when it comes to achieving efficacy and efficiency in education and training systems, and proposing to increase social regard for teachers”*.

- **Initial training**

Article 58 sets out the training conditions required to teach in Infant Education, Primary, Secondary and Vocational Training. The changes mainly affect Secondary Education.

The Título de Especialización Didáctica (T.E.D.) –Teacher Training Certificate- is established as a necessary requirement, integrated in the last years of higher university courses, with two stages: one theoretical and the other practical.

- **Functions of teaching staff**

Article 56 of the Act clearly describes school teachers' functions, which range from teaching their subjects, complementary activities, contribution to activities at the school, tutorials, orientation services, research and continuous improvement in teaching processes, etc.

- **Remuneration**

Standardization of payment is a desire and an objective established through an agreement with different Education Authorities and the main social partners (associations and trade unions). This agreement contemplates an "approximation" plan, for the components of civil servants' salaries, with a horizon at the end of 2003.

Not all the Regional Governments have signed the agreement and it seems that the complexity of the problem will require a great deal of patience and negotiating capacity. In the interim, the State School Council, as the guarantor, amongst other functions, of the monitoring and control of the aspects that affect the improvement in education in general, continues to ask the parties involved for greater commitment to an issue that causes tension between the different territories of the Spanish education system, from the civil service standpoint.

The importance the Education Authority gives to teaching staff is illustrated by the fact that a whole title of the Act (Articles 56, 57, 58, 59, 60, 61 and 62) is devoted to teaching.

5. Training and developing quality teachers.

5.1. Qualifications required at different levels of teaching. Differences between the public and private system.

The training requirements for teaching are:

- For Infant and Primary Education, the qualification of primary teacher with the corresponding specialities (LOCE – Articles 11 and 19)
- For Secondary Education, the qualification of doctor, graduate, engineer, architect or equivalent for teaching purposes (LOCE – Article 32) and the Teaching Training Certificate (LOCE –Article 58).

These minimum qualifications are applicable to the whole of the education system.

Access to the public system is through the “selection process–competitive examination” described earlier and, in the private system, the criteria of suitability established by management of the centre are followed.

5.2. Structure of initial teacher training: centres, entrance conditions, length of training and experience acquired

For Infant and Primary Education, whether it be in the public or private sphere, the basic requirement coincides: the primary teacher must have the qualification required by law. This is obtained by doing the corresponding course in the corresponding specialities at a Faculty of Education.

Generally speaking, there are three sides to the training of the future professional: training in study plan contents, training in values and in applied teaching methodology, which are done on a three-year diploma course.

The general valuation of these contents must be under permanent review, as social change and the changes in the role of the education partners in the environment are permanently altering and require continuous updating.

In the opinion of the different players in the education system consulted, the training in theoretical knowledge is sufficient for the ends pursued. In contrast, their valuation of preparation in applied teaching methodology was less positive.

The least valued aspect is the acquisition of experience prior to working in teaching. The students consulted were of the opinion that the time spent on laboratories and workshops to practise and implement the techniques and knowledge learnt was insufficient.

Teachers in Compulsory Secondary Education, Baccalaureate and Vocational Training have to have completed a higher university course.

In this context, the training of the future teacher contemplates two aspects:

- researcher – scientist or professional of a specific discipline.
- methodology or didactics for the corresponding discipline.

- **Curso de Aptitud Pedagógica (CAP) – Pedagogical Aptitude Course**

This Pedagogical Aptitude Course (Curso de Aptitud Pedagógica – CAP) was introduced in 1970 and is still in force, although it is currently being replaced by the Teacher Training Certificate (LOCE – Article 58). It is done the year after the university degree has been obtained, with a minimum of 150 hours of class time.

The majority of the people consulted considered that this course presents major deficiencies and, consequently, they deduce that Secondary teachers start their teaching career with insufficient teacher training. In the report on training for Secondary teachers (1998) presented to Commission IV, Professor C. Marcelo indicates the following considerations: “insufficient in length, juxtaposition with the degree, looked down upon by the University, qualified as of lesser importance, aimed at a public without a professional identity, run by unspecialized teaching staff, of a markedly academic nature where the practical component is underrated, apart from being limited to knowledge that is fundamentally related to psychology”.

This opinion is shared by almost the majority of the professionals consulted both at the personal interviews and at group meetings.

Secondary teachers have traditionally had training where specific knowledge of their speciality has taken priority over training in teaching.

This situation raises the need for on-going training programmes and tutorial support at the beginning of the teaching career.

5.3. Models for permanent training. Systems to determine the courses on offer and systems for evaluating their efficacy. Incentives related to the career and teachers' salaries.

The improvement in quality in general education must be founded on permanent teacher training.

The law estimates that this is teachers' right and duty and the commitment of the Education Authorities. These should provide the appropriate means and resources to achieve this end. In the present situation, the promoter of training is the Education Authority but it is the teacher who decides on the action to take and when to do so.

Powers as regards permanent training have been transferred to the Regional Governments who have full capacity to promote the programmes they consider opportune. The Instituto Superior de Formación del Profesorado (ISFP) – Higher Institute for Teacher Training-, which depends on the Ministry of Education, encourages and partially finances initiatives to improve continuous training throughout the State.

The ISFP took direct part in the design and drawing-up of an Action Plan in 2001, which benefited some **3,100 teachers and Heads** nationwide, through specific courses, round tables, summer courses, conferences on specific subjects, programmes to foment foreign languages, courses on management systems, etc. which the participants felt to be of great value.

Moreover, teacher training initiatives may also come from many institutions (Universities, Private Centres, Foundations, Associations, etc.). It is almost impossible in this report to compile all the programmes and resources available in a single catalogue of initiatives and even more so to calculate the value of the investment made for these purposes.

Table 30 summarizes the activities held, the students who took part in these permanent training programmes, and the percentage of expenditure on permanent training out of the total budgeted by the Public Administrations.

Permanent Training

Spending on permanent training out of the total

Year	Permanent training actions		% of total spending
	number	students	
2002 (e)			1.01%
2001	„	„	1.00%
2000	„	„	1.02%
1999	8.739	171.909	0.98%
1998	9.400	184.223	0.95%
1997	9.233	174.170	1.01%

Source: State School Council and Diagnóstico y Desarrollo.

Table 30

The transfer of powers in education to the Regional Governments has meant that the greater part of the expense has corresponded to them.

In addition, it must be recognized that the budgetary effort has stabilized in the past few years. In the light of the figures with which the different education authorities have provided the State School Council, the percentage of spending going to permanent teacher training accounts for around 1% of total spending.

According to the study conducted to this end by the Instituto Nacional de Calidad y Evaluación (1997), the training most strongly demanded by teachers is for courses that provide “procedures and strategies for evaluating pupils’ learning and the selection, design and management of activities that help to develop their capacities”.

The following table shows the valuation teachers give to the different aspects of permanent training:

Valuation of continuous training demanded	Valuation (0 to 4)
<i>Procedures and strategies for evaluating pupils</i>	2.42
<i>Selection and organization of contents amongst courses</i>	2.41
<i>Selection, design and management of activities</i>	2.40
<i>Tutorship and pupil orientation</i>	2.38
<i>Attention to diversity</i>	2.22
<i>Groupwork techniques</i>	2.12
<i>Treatment of cross-curriculum themes</i>	2.08
<i>Procedures and strategies for evaluating pupils</i>	2.42
<i>Research methods in practice</i>	1.96

Source: INCE

Table 31

In respect of the format of the courses and their relative usefulness, the teachers prefer training that takes place at the school during the working day, whether it be innovation or self-training activities.

Types of courses demanded	Valuation (0 to 4)
<i>Self-training at school within the working day</i>	3.06
<i>Innovation projects conducted at the school</i>	2.89
<i>Study leave</i>	2.86
<i>Specific courses of less than 50 hours</i>	2.72
<i>Long courses with practical stages</i>	2.58
<i>Correspondence courses</i>	2.20
<i>Conferences and congresses</i>	1.99
<i>Extensive courses of a conceptual nature</i>	1.75

Source: INCE

Table 32

- **Incentives**

In the civil service, participation in permanent training activities is currently directly reflected in teachers' salaries through the mechanism called "six-yearly".

The "six-yearly" consists of the cumulative payment of a variable sum according to Self-governing Region, linked to the specific supplement (already described in the chapter on the payment system) in its "training" component. This supplement is granted every six years (hence its name), although it is conditioned by a certain number of hours of training.

The effect of "six-yearlies" on the total remuneration of a **Primary teacher** can account for as much as 14% of the total annual salary. In the case of a **Secondary teacher**, the relative effect is slightly lower, and can account for a maximum of 12%.

5.4. Initiatives taken by the public authorities

As this is such a burning issue with a very strong impact on the quality of education, this is one of the subjects that has been most assiduously dealt with by the education authorities.

- **Initial training**

The first decision that was taken and whose regulation is currently being developed refers to initial teacher training, both for Infant and Primary Education and for Secondary.

In respect of the current diploma course which qualifies future Primary teachers, a project arose as a result of the Bologna project which aims to "broaden" the contents and scope of the training of this teaching corps, by means of a degree course, of which the length, subjects and methodology are currently being studied. As regards timing, the year 2005 is the moment the first projects of the new study plan could be launched.

Training for Secondary teachers has already undergone a profound change. As was mentioned earlier, criticism of the CAP system is practically unanimous, which is why, coinciding with the publication of the LOCE, a master plan has been designed that will regulate the training of Secondary and Baccalaureate teachers.

By virtue of this project which is already underway, any of the Universities may organize the courses for the Título de Especialización Didáctica (TED – Teacher Training Certificate), through the opportune agreements with the corresponding Education Authority.

This training may be done during the last two years of the degree course, through different subjects which will add up to 44 university credits, or by doing a postgraduate course after completing the degree.

Both systems include six months' of teaching practice, tutored by a panel of University lecturers and Secondary teachers, who will evaluate the competence of the future teacher. The result of the first (academic) stage and of the second (practice) stage will lead to the issue of the corresponding *Título de Especialización Didáctica* (TED – Teacher Training Certificate) which will qualify the student to work as a Secondary teacher, in the professional conditions relevant in each case.

- **Permanent training**

Article 57 of the LOCE contemplates permanent teacher training programmes which address the specific needs related to school organization and management, coordination of teaching, orientation and tutorials, with a view to enhancing the quality of education and the functioning of the schools.

Article 59 of the LOCE is exclusively devoted to regulating permanent teacher training.

6. Retaining quality teachers in the education system

6.1. Number of teachers leaving the profession each year. Main reasons.

The Spanish education system is very stable.

In the public sector, teachers generally leave the profession on retirement or because of ill health. Other cases are sporadic and only on very few occasions do teachers apply to definitively abandon the profession.

In the past five years, a total of 16,050 teachers are estimated to have left the public sector, distributed almost equally between Primary and Secondary teachers. This figure represents approximately 1% of average teaching staff.

In general, it can be said that people in the education sector remain longer in the profession than in the majority of economic sectors. In Table 33, it can be observed how, while in the economy as a whole 48% of the population claim to remain in the same job even if they have changed company, in the education sector 61% of professionals have not changed activity or profession after six years.

Table 33 shows the figures for the employed population in general and in the education sector, differentiated by the length of time they have remained in the same job.

Employed Population and Seniority

Employed population, by sex and seniority (2001)

	Both Sexes		Men		Women	
	Total	Education	Total	Education	Total	Education
TOTAL	16.121	917	10.109	336	6.012	582
<i>Less than 3 years</i>	5.979	252	3.447	88	2.531	164
<i>Between 3 and 6 years</i>	2.388	109	1.459	32	929	77
<i>More than 6 years</i>	7.755	557	5.204	216	2.551	341

Source: Instituto Nacional de Estadística

Table 33

In this table no distinction is made between the public and private sectors; but logic and the low ratio of people leaving the public sector suggest that at least 75% of the total population of public sector teachers remain in the same profession for over six years.

Around 64% of men remain in the same profession for over six years while 59% of women do so, perhaps because of the effect of the rapid incorporation of women in the labour market in general in recent years and in education in particular. This implies that the population pyramid for female teachers has been rejuvenated, in relative terms.

When the same ratio is calculated for men and women in the market as a whole, the imbalance is greater: 42% of women have been in the profession for more than six years, as compared to 52% in the case of men.

6.2. Absenteeism.

Absenteeism is regarded as one of the variables that measure the impact of external factors on performance at work and that have a negative effect on productivity and, consequently, are elements that have to be taken into account when it comes to evaluating a person's efficiency at work.

Within absenteeism, there is a series of elements which must be indirectly acted upon, as they are considered to be cost generators, with no effects on productivity. In the professional arena, leave because of ill health or accidents are considered to be "cost consumers". Here, it is the responsibility of the Administrations to improve the conditions of safety and hygiene, in the broadest sense of the word, which may produce an increase in these elements.

In Table 34 we summarize the percentage of hours of absenteeism out of total working hours.

Survey on Working Hours 2000

Average paid absenteeism by worker and sector

	TOTAL ACTIVITIES	TOTAL INDUSTRY	TOTAL CONSTRUCTION	TOTAL SERVICES	Hostelry	Postal & telecom services	Financial services	Education	Healthcare	Other social activities
All	3.93%	4.40%	3.17%	3.84%	3.92%	2.98%	3.09%	3.79%	5.95%	4.22%
Small companies	3.14%	3.38%	3.04%	3.03%	3.48%	3.52%	2.84%	3.35%	3.98%	3.27%
Medium-sized companies	4.10%	4.42%	3.42%	4.07%	4.54%	2.51%	3.36%	3.60%	6.20%	4.64%
Large companies & public administrations	4.80%	5.70%	3.40%	4.52%	4.26%	2.95%	3.07%	3.82%	6.22%	5.47%

Source: Instituto Nacional de Estadística

Table 34

The case of the education sector is not particularly serious if we compare it with other professional sectors. The hours of leave “with a reason” and which are thus paid, account for 3.82% of the total hours really devoted to work. The service sector presents a ratio of 4.52%, somewhat “worse” than that of the education sector in relative terms.

The accident rate in the education sector is low, which implies that the percentage mentioned above basically refers to sick leave.

The causes have not been sufficiently studied; there is a general opinion that the reason for a good part of the absenteeism due to ill health detected is of a “depressive psychological” nature. The problem is that the data related to this potential cause is not quantified for several reasons: on the one hand, these are illnesses which are difficult to diagnose, and much more so as causes of sick leave; on the other, psychological causes are often hidden by their psychosomatic nature rather than by physiological appearance.

Up until academic year 1999-2000, the aetiology of the most common illnesses detected as objective causes of justified absence from work was monitored. The data revealed a reality that largely coincided with what is imagined to occur at the moment: the second cause of sick leave after absences caused by viral infections –flu, which accounted for 15% of total absences recorded– were depressions, which accounted for 8% of total sick leave taken.

But the most revealing figure was that the year-on-year growth rate of this ratio had reached around +38% in the three years prior to the year referred to (since 1996). In other words, six out of every thousand professionals in the public sector are affected in a stable manner by this type of psychological illness; it is not that we are facing an epidemic but the figures are large enough to warrant addressing the issue in greater depth.

A figure that stands out in the previous table is the difference between the public sector / large and medium-sized education businesses and other (small) companies in the private sector. It appears that teachers at small private schools “fall ill less often” than at the other organizations.

6.3. Structure of the leave to which teachers are entitled and the effects on their careers.

In 2001, the last year for which published updated figures are available, the majority of the education authorities offered the possibility of leave, with the exception of Andalusia, Aragón and the Self-governing Region of Valencia. In the same year the total number of teachers who benefited from study leave was some 610, of an approximate total of 1,320 applications.

Leave may be of two sorts: annual, most of which is granted, or for four months.

In recent years, the leave granted has remained steady at around an average of 600 people a year, which represents 1.5 per thousand teachers.

Between Primary and Secondary there is a small deviation towards Secondary teachers who apply for this type of leave, at a ratio of 1 to 2. Of total applicants, around 33% are from Primary and 67% from Secondary education.

In view of the figures, it does not appear to be something public sector teachers particularly demand. There may be different reasons for this: firstly, the commitment of involving oneself in post-graduate studies or research and, secondly, the fact that it is linked to areas of general interest – foreign language teaching, values in the classroom, information technologies and communication, etc.

6.4. Systems for controlling and assessing teachers and the effects on their careers.

Education Inspection services depend on the Regional Governments and they focus on control from the school's pedagogical and organizational perspective. They are responsible for inspection in both private and public education.

Amongst the most important functions of Inspection is precisely the evaluation of the procedures, organization and results of teaching. At the same time, the contribution of Inspectors as assessors and advisors in the implementation of all changes in matters of education is contemplated.

In theory, their valuations should have an effect on the teacher's professional development. In practice, it is very unlikely that a negative report from an Inspector will have real effects on a particular teacher, either from a positive angle (incentives) and a negative one (sanctions). Only when a teacher needs to collect reports on her/his professional background, could it have some repercussion on the development of her/his career.

However, Inspection is recognized as being an Education Authority, which implies that the Inspector's comments must be taken in account, since all the players in the system are obliged to cooperate in the most efficient way possible so that the Inspector's aims may be achieved.

In the meetings held for the purposes of this project, the Heads of both Primary and Secondary schools expressed criticism in the sense that they believe that Inspection should be much more concerned with supporting them in the complex situations the school has to cope with on a day-to-day basis -problems with pupils, difficulties with teachers, due to their ability or attitude, etc.- and they asked for more support and less bureaucracy.

By virtue of the transfers of powers in education to the different Self-governing Regions, the maximum responsibility for ensuring that the agreements made are fulfilled falls to the State High Inspectorate.

6.5. Plan of the teacher's career. Teachers' salary structure in relation to their services

The career plan is perhaps one of the weakest points in the present education system. Teachers recognize that, within their teaching corps, there are no possibilities of promotion.

All that is contemplated is participation in the management of the school: Head, Director of Studies, Secretary or similar. This involves economic recognition but it does not bring any structural change in how they will be considered in the future, since, once the teacher has returned to the general teaching staff, her/his situation will not undergo any substantial changes.

6.6. Valuations regarding teachers' civil liability.

One aspect that teachers have become particularly sensitive to is related to the civil liability in performing their work. Generally speaking, it can be said that, in both the public and private sector, this liability corresponds to the owner of the centre in everything that might happen to the pupils while they are at school.

There are many regulations on the subject but the most specific one is to be found in Act 30/992 (amendment 4/1999), developed in Royal Decree 429/1993.

According to current legislation, the owners of private and public centres must pay any compensation that might be due, if the courts rule against them. But they are also able to hold their staff responsible, under certain conditions and considerations.

The civil liability of the Public Administration and, by extension, of the staff in its charge can be invoked in the circumstances like the following: the quantification and personalization in a specific injured person or group, the existence of a causal relation between the damage and the education service and, lastly, when the claim is formulated in the established manner and time-limit: a maximum of a year from the moment the possible damage occurs.

Teachers, like other professionals, are exposed to the certain risk of claims or legal action for their work, on the school premises or in similar places, in out-of-school activities, for example.

This situation has caused some reluctance to take part in activities where the teacher could be liable if there is an accident or there are defects in systems linked to providing the education service. For this reason, the need for civil defence coverage and economic prevention services to meet this type of situation with solvency and guarantees has been constantly requested.

Legal proceedings filed against the administration are not high either in number or in the amount of compensation; for example, in academic year 1998-99, there were 640 applications for compensation, of which 580 were resolved.

It is not so much an economic issue as one where teachers feel defenceless in the face of circumstances which may simply be accidental but which may cause serious problems for the professional if s/he has to cope with them personally.

6.7. The end of the teaching career: possible and most common systems used by teachers. Retirement age

The retirement age for teachers is generally on their 65th birthday.

In the LOGSE, a mechanism for early retirement was established, aimed at teachers who have been working since 1990, who are aged 60 or more and who accredit they have been in the profession for at least 15 years. This Act has been successively extended and the extension currently in effect covers up until the year 2005.

Apart from being able to opt for this early retirement, according to the general principles of this right, teachers who choose to end their career in this way will be entitled to a series of bonuses, provided they accredit 28 years in teaching or similar services.

Bonuses for Early Retirement

Total figures to be received in a single payment in Euros (situation 2001-2002)

Education Authority	MECD Contribution		Contribution from the Regional Government		Total	
	Primary	Secondary	Primary	Secondary	Primary	Secondary
Andalusia			sin acuerdo		5.019	7.941
Aragón			8.783	13.897	13.802	21.838
Asturias (Principality of)			7.602	7.986	12.621	15.927
Balearic Islands			sin acuerdo		5.019	7.941
Canaries			755	14.580	5.774	22.521
Cantabria			sin acuerdo		5.019	7.941
Castilla y León			7.529	11.912	12.548	19.853
Castilla-La Mancha			5.019	7.941	10.038	15.882
Cataluña	5.019	7.941	4.015	6.353	9.034	14.294
Region of Valencia			sin acuerdo		5.019	7.941
Extremadura			5.019	7.941	10.038	15.882
Galicia			8.783	13.897	13.802	21.838
Madrid (Region)			10.038	15.882	15.057	23.824
Murcia (Region)			sin acuerdo		5.019	7.941
Navarre (Region)			10.117	12.534	15.136	20.475
Basque Country			18.644	37.232	23.663	45.173
Rioja (La)			5.019	7.941	10.038	15.882
Ceuta and Melilla			sin acuerdo		5.019	7.941

Source: State School Council.

Table 35

As can be observed in Table 35, there is a clear imbalance between Self-governing Regions. In some of them, this is preventing teachers of over 60 years of age from retiring.

In the course of the different meetings and interviews held with professionals in the sector (Inspectors, Heads, Primary and Secondary Teachers), it seems that teachers become a little weary of their work, especially taking into account that the increase in salary in the latter years of their working life is small, as was described in the chapter on teachers' salaries.

Another question mentioned by teachers would be the possibility of structuring their working day so as to reduce contact time in exchange for doing support and training work, tutorials, or other tasks.

It should also be added that in the opinion of many professionals, age is a factor that means that the quality of results in the classroom diminishes. One has to be on good form to face classes as they are today; a young teacher is in better conditions, even physical shape, to get through the year with greater guarantees. But there are many tasks to be performed, apart from teaching itself, which would allow many teachers to continue to work after a certain age.

6.8. Initiatives taken by the public authorities

- **Valuation plans**

The most important point in Article 60 of the LOCE is that *“The Education Authorities will arrange the procedures for the results of the evaluation of teaching to be given priority importance in teachers' professional careers”*.

Moreover, Article 61 regulates voluntary evaluation systems, the results of which will be taken into account for the purposes of transfers and mobility between teaching corps.

- **Teacher support measures**

Article 62 of the LOCE presents a set of measures which aim to:

1. Favour teachers: economic recognition of tutorship, the reduction of the working day for those over 55 years of age, the partial replacement of contact time with other tasks, recognition of special dedication to the school, the implementation of plans that imply innovation in education, paid leave and awards for excellence.
2. Guarantee legal protection and assistance and coverage of the civil liability.

- **Professional career**

The ninth additional clause of the LOCE establishes the career for Primary and Secondary teachers from their entering the civil service, accessing higher corps, becoming inspectors of education, to university departments, etc. It also foresees the implementation of measures designed to develop the careers of civil service teachers (Section 6).

The Corps of Senior Teachers in Secondary Education is created, together with the Corps of Senior Teachers at Official Language Schools and the Corps of Senior Teachers in Plastic Arts and Design.

In addition, Article 60 establishes that the career will be determined by means of the results of the evaluation of teaching, together with training, research and innovation activities.

7. Summary

This report has presented a view of the current situation and some reflections on the changes that have occurred in the Spanish Education System in recent years. Some of the trends and the impact they will have on teachers are also described and can be summarized in the following points:

Structure of the education system

- The Spanish model is based on the distribution of powers between the State Administration and Regional Governments. The State Administration is responsible for the general organization of the Education System. Regional Governments are responsible for matters related to the planning of schools, personal management and promotion, and aids, amongst others.
- From the legal standpoint, another of the keys to the Spanish Education System is the fact that education is compulsory between 6 and 16 years of age and free of charge from the age of 3, as established in the recently published LOCE, which is now being implemented.
- Access to education is universal and education is currently in the process of qualitative improvement.

Socioeconomic profiles

- The Spanish economy as a whole grew at an annual rate of 5.6% between 1995 and 2000.
- Unemployment has improved substantially: nearly 5.5 points between 1990 and 2002. Particularly notable is the increase in the employed population during the same period: 16.4%.
- The population of school age has fallen by 15% in the last ten years. This trend appears to be continuing, albeit at lower percentages.
- The immigrant population has multiplied by 1.80 in the last twelve years. Especially notable are the increases in immigrants from Africa and South and Central America.
- There was a clear increase in the immigrant population schooled between 1991 and 2001, when the number of foreign pupils schooled multiplied by 3.6.

- The percentage of foreign pupils in the total was around 3.57% in Primary Education and 2.86% in Secondary Education in the last school year 2001-2002.
- This new socioeconomic environment in turn requires a new education environment, and there is an urgent need to train teachers and adapt them to it.

Image perceived by teachers

- Generally speaking, teachers are satisfied with their choice of profession, although they feel that their role fails to receive appropriate recognition in society.
- Teachers perceive adapting to the social changes that have occurred in Spain in recent years as a major challenge, with a special impact on everything related to the treatment of diversity.

Evolution of the Education System

- The number of pupils enrolled in Primary and Secondary Education fell by 17.7% in the period 1991 -2001. This downturn is particularly notable in Primary Education.
- The Spanish Education System is based on public financing: of total centres of education, 91.4% are public or “subsidized”.
- Teaching staffs have grown by 19% in the period 1990 -2001 and the ratio of pupils per teacher was of 12.9 in 2001, as against 18.8 in 1991.
- This situation implies that a better education service can be offered to pupils.

Attraction of the teaching career

- Initial teacher training is acquired at university. The training for Infant and Primary teachers lasts three years (diploma), while training for Secondary teachers is through a degree (or similar qualification) followed by training in subjects related to didactics.
- The number of students enrolled and graduated in Infant and Primary Education grew at around 17% between 1995 and 2001, which suggests that it continues to be a course that “interests” students.
- In second-cycle university courses, the number of new students enrolled fell by 9% between 1995 and 2000. However, the number of students who did the CAP (Curso de Aptitud Pedagógica – Pedagogical Aptitude Course), which is necessary to be able to teach in Secondary Education, grew by 17% between 1995 and 2001. The increase was especially notable amongst women.

- In the past five years, there has been a clear increase in students with degrees in Music, Physical Education, Spanish Philology and Geography and History enrolled in the CAP course. However, students from Philologies, Physical Sciences and Chemical Sciences showed less interest in the CAP course.
- In general, the valuation of the CAP course is clearly negative. In response to the need for its reform, the LOCE changes the mechanism for initial training for teachers of Secondary Education through the creation of the Título de Especialización Didáctica (TED – Teacher Training Certificate) which can be done during the degree course or as a post-graduate course.
- Access to the profession in the public sector is by means of a selection process-competitive examination. In general, teachers view this as adequate.
- Remuneration of Primary teachers is in line with the market and levels are actually higher than in other professions with similar professional requirements. The average remuneration of Secondary teachers is 4.8% below the professional levels used as reference.
- Working hours are 22% lower than for total paid activities considering all the economic sectors. This difference is much larger in the case of private schools than in the administration in general, partly as a result of the existence of temporary contracts and part-time work.
- In conclusion, this career is attractive for university students, especially for future teachers in Infant and Primary Education.

Permanent training

- Around 1% of total spending on education is earmarked for permanent training. Some 175,000 teachers have attended the different courses, through approximately 9,000 training actions a year.
- The contents teachers most commonly demand are related to pupil evaluation procedures and to the selection, design and management of activities.
- In respect of the type of course, the majority prefer self-training at their schools during the working day, innovation projects at the school and study leave.
- Verification of the application of permanent training is a problem that has not been resolved in a systematic fashion.

Continuing in the career

- In general, teachers remain in their jobs longer than the average for the economic sectors.
- There is less absenteeism in the education sector than in other sectors of the economy.
- The most common reason for leaving the teaching profession is retirement, with the incentives established in the former LOGSE.

Final valuation

In conclusion, we can say that the teaching profession is still of interest: at a time when the number of new students in first and second-cycle university courses is falling, entrance in Faculties of Education and in the CAP maintain acceptable growth rates. This figure is complemented by the strong demand for teaching posts, which exceeds the offer existing in the labour market.

In the initial training of Secondary teachers, there were deficiencies in subjects related to teaching skills which the TED (Título de Especialización Didáctica – Teacher Training Certificate) aims to resolve.

Finally, there is a long way to go in terms of adapting teachers to the changes in Spanish society as regards such important issues as the culture of effort, the society of information and communication and, above all, attention to diversity.

8. Conclusions

From all the data put forward so far, we can draw a series of conclusions about the Spanish education system with regard to teachers and the policies that need to be developed to select, train and retain teachers of real worth and quality.

- In general, there are no problems as regards the number of people interested in the teaching profession. However, there are some specialities related to information technologies and communication and languages, for which there is less demand.
- Apart from clearly vocational aspects, the basic reasons for the interest this profession arouses are the scant level of unemployment and the high degree of autonomy.
- The social image of teachers has deteriorated to some extent, although in recent years this trend has become more moderate and there are even some signs of recovery. From the teachers' standpoint, the perception of their own work is generally satisfactory.
- More university students are choosing the teaching profession. The number of new enrolments in courses for Primary and Infant teaching continues to grow, as does the number of students registered in the former CAP course.
- The basic qualification with which teachers start is valued as sufficient in Primary Teaching Training, although there is a desire for more time to be spent on teaching practice. In contrast, the training received by teachers in Secondary Education is considered to be adequate in terms of the scientific contents of each university course but insufficient as regards teaching skills.
- The needs and actual demand for on-going training courses are high amongst teachers, although the valuation of the quality of these courses varies.
- The remuneration system for teachers can be said to be in line with jobs of similar characteristics and with similar responsibilities. The aspects that could be improved are as follows: there is a need to bring the remuneration systems in the different Self-governing Regions in line with each other and to link to salary calculations other aspects that would complement seniority at work and increase the difference between the salaries of teachers starting out on their careers and those paid at the end of the teaching career.
- Teachers need to see the development of a new concept of "career", with more stages in each teacher's itinerary.
- Older teachers can contribute their experience and knowledge without this implying that they have to work full-time, since this is responsible for much of the sick leave that is taken and for many early retirements.

- Teaching is a profession that is subject to a high degree of social demand and is mentally very tiring. This implies that teachers should receive continuous training to breathe new life into the profession, renew teachers' psychological capacity to cope with frustration and their ability to adapt to current and future diversity, and to provide training in permanently updated values, teaching methods and specific technical knowledge.
- The new Act on Quality in Education contains these recommendations. The development of this Act should really contribute to improving the situation of teachers in Infant, Primary and Secondary Education.

Glossary

BOE	Boletín Oficial del Estado (Official State Gazette)
CAP	Curso de Aptitud Pedagógica (Pedagogical Aptitude Course)
CEAPA	Confederación Española de Asociaciones de Padres de Alumnos (Spanish Confederation of Parents' Associations)
CIDE	Centro de Investigación y Documentación Educativa. (Centre for Research and Documentation in Education)
CIS	Centro de Investigaciones Sociológicas (Centre for Sociological Research)
CONCAPA	Confederación Católica Nacional de Padres de Familia y Padres de alumnos (National Catholic Parents' Confederation)
GDP	Gross Domestic Product
INCE	Instituto Nacional de Calidad y Evaluación (National Institute for Quality and Evaluation)
INE	Instituto Nacional de Estadística (National Statistics Institute)
ISFP	Instituto Superior de Formación del Profesorado. (Higher Institute of Teacher Training).
LABOUR FORCE	Group of people over the age of 16 with the capacity to perform an economic activity capable of generating added value.
LFS	Labour Force Survey.
LFP	Ley Orgánica de la Formación Profesional. (Organic Act on Vocational Training)
LOCE	Ley Orgánica de Calidad de la Educación. (Organic Act on Quality in Education)
LODE	Ley Orgánica Reguladora del Derecho a la Educación. (Organic Act Regulating the Right to Education)
LOGSE	Ley Orgánica de Ordenación General del Sistema Educativo. (Organic Act on the General Organization of the Education System)
LOPEG	Ley Orgánica de Participación, Evaluación y Gobierno de los centros docentes. (Organic Act on Participation, Evaluation and Governance of centres of education)
LOU	Ley Orgánica de Universidades. (Organic Act on Universities).

MECD	Ministerio de Educación, Cultura y Deporte. (Ministry of Education, Culture and Sport)
OECD	Organization for Economic Cooperation and Development.
POPULATION CENSUS	Organized exhaustive collection of information on all the houses, homes and people resident in Spain at a particular moment in time. The Instituto Nacional de Estadística (National Statistics Institute) is normally responsible for this.
SELF-GOVERNING REGION	Region with the autonomy to manage its own affairs. (Spanish Constitution, Art. 137)
TED	Título de Especialización Didáctica. (Teacher Training Certificate)
UNEMPLOYED	Part of the labour force in a situation of unemployment, whether or not they are covered by aid or benefits from the Public Administrations.
VT	Vocational Training

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