

Organisation for Economic Co-operation and Development
Directorate for Education
Education and Training Policy Division

Attracting, Developing and Retaining Effective Teachers

Country Note:

Spain

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May, 2004

This report is based on a study visit to Spain in June 2003, and background documents prepared to support the visit. As a result, the report is based on the situation up to that period.

The views expressed in this document are those of the authors and not necessarily those of Spain, the OECD or its Member countries.

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1. INTRODUCTION

1.1 Purposes of the OECD Review

1. This Country Note for Spain forms part of the OECD activity *Attracting, Developing and Retaining Effective Teachers*. This is a collaborative project to assist the design and implementation of policies to improve teaching and learning in schools.

2. The activity was launched by the OECD's Education Committee in March 2002. OECD Education Ministers placed great importance on teachers in their 2001 Communiqué *Investing in Competencies for All*. They set out a challenging agenda for schools in responding to rapidly changing needs and providing the foundations for lifelong learning. The Ministers drew a clear connection between the challenges facing schools and need to attract and retain high-quality teachers and school principals.

3. The project's purposes, analytical framework and methodology are detailed in OECD (2002a). The main objectives are:

- To synthesise research on issues related to policies concerned with attracting, recruiting, retaining and developing effective teachers;
- To identify innovative and successful policy initiatives and practices;
- To facilitate exchanges of lessons and experiences among countries; and
- To identify options for policymakers to consider.

4. The Activity is focused on primary and secondary schools. It encompasses vocational programmes that serve secondary students, and special education programmes that enrol students of school age. While the major focus is on teachers, the scope includes other staff working in schools, and the ways in which their roles interact with those of teachers.

5. The project involves two complementary approaches: an Analytical Review strand; and a Thematic Country Review strand. The Analytical Review strand is using several means -- country background reports, literature reviews, data analyses and commissioned papers -- to analyse the factors that shape attracting, developing and retaining effective teachers, and possible policy responses. All of the 25 countries involved in the activity are taking part in this strand. In addition, 10 of the countries have chosen to participate in a Thematic Country Review, which involves external review teams analysing teacher policies in those countries.

6. Spain was one of the countries which opted to participate in the Thematic Country Reviews and host a review visit. The reviewers comprised an OECD Secretariat member, and educational researchers and policy makers from Chile, Finland, and France. The team is listed in Appendix 1. This Country Note is the report from the review team.

1.2 The Participation of Spain

7. Spain's involvement in the OECD activity is being co-ordinated by Mrs. Paz de la Serna Pozas from the Ministry of Education, Culture and Sports (MOECS) under the guidance of a Project Steering Committee established in the Ministry (the membership is provided in Appendix 2).

8. An important part of Spain's involvement was the preparation of a comprehensive and informative Country Background Report (CBR) on teacher policy. This document was commissioned by the MOECS from a team of external experts: Mr. Virgilio Sanz Vallejo, Mr. Ernesto Ortiz Gordo and Mr. J. José Álvarez Prieto.

9. The review team is very grateful to the authors of the CBR, and to all those who assisted them for providing an informative document. The CBR is an important output from the OECD activity in its own right as well as an important source for the review team.¹ It provides extensive information, analysis and discussion in regard to: the national context; the organisation of the educational system; attracting, recruiting, developing and retaining teachers; and the views of key stakeholders. In this sense, the CBR and this Country Note complement each other and should be read in conjunction.

10. Some of the main issues identified by the Spanish CBR, and which are taken up in this Country Note include:

- The recent approval of a new education law, *Ley Orgánica de Calidad de la Educación (LOCE)*² with clear implications for teachers' education, careers and working conditions;
- The demographic changes impacting on the education system: a decline in student numbers by around 17% in the last 10 years mostly due to declining birth rates and affecting mostly the primary education level; an increase in the teaching staff of close to 20% in the same period, which combined, generates the lowest student per teacher ratio of the decade³ -- a development that offers students a better quality of education provided those teachers are properly deployed;
- The rise in immigration at an average annual rate of 6% over the last ten years that has resulted in an average annual increase of 14% in the number of immigrant students in schools, bringing new challenges for the education, professional development and working condition of teachers;
- The need to adjust the initial education and professional development of teachers to meet the new challenges of student diversity, the emphasis on ICT, and the skills and knowledge required by the modern Spanish economy;
- The attractiveness of teaching as a career, the competitiveness of initial salaries, and the high number of applicants wishing to enter the profession each year; and

¹ Unless indicated otherwise, the data in this report are taken from the Spanish Country Background Report (Sanz V. *et al.*, 2003).

² LOCE, *Ley Orgánica de Calidad de la Educación*, 10/2002, the "Organic Law on Education Quality" of 23 December 2002, Official Gazette of 24 December 2002, Ministry of Education, Culture and Sports, 120 pages.

³ The student-teacher ratios in Spanish primary and secondary schools were well below the OECD country average in 2001 (see Appendix 4).

- A teaching career that is attractive in terms of stability but which does not offer much job differentiation, and has a salary structure that takes 39 years to move from the bottom to the top salary and flattens over time, with a salary difference of just 45% between the beginning and end of the career compared to an OECD average of 65% (see Appendix 4).

11. The review visit took place between from 9-17 June, 2003. The itinerary is provided in Appendix 3. The review team held discussions in Madrid, Valladolid and Valencia with a wide range of education authorities, schools, teachers, students, teacher education institutions, trainee teachers and researchers. The visit was intended to provide a broad cross-section of the information and views on teacher policy in Spain, and priorities for future policy development.

12. The review team wishes to record its grateful appreciation to the many people who gave time from their busy schedules to assist us in our work. A special thanks is due to the national co-ordinator, Mrs. Paz de la Serna Pozas, and to one of the authors of the CBR, Mr. Virgilo Sanz Vallejo, who accompanied us to all our meetings and assisted us in many ways, including detailed feedback on the draft of this report. The frankness of the discussions and the helpful documentation provided by all stakeholders were extremely useful. Needless to say, however, this Country Note is the responsibility of the reviewers. Any errors and misinterpretations are our own.

1.3 Structure of the Country Note

13. This Country Note draws together the review team's observations and background materials. The visit was not a review of Spanish education as a whole, but rather an analysis of issues concerned with attracting, developing and retaining effective teachers in primary and secondary schools. The present report will be an input into the final OECD report for the overall activity. The reviewers trust that this report will also contribute to discussions within Spain and inform other countries about Spanish developments.

14. As mentioned before, the CBR covers the essential aspects of the topic "attracting, developing and retaining quality teachers in Spain". The Country Note reflects that report, and offers an analysis and some proposals relating to a set of issues identified by the review team during their visit as critical for improving teacher policies in Spain. These priority issues provide the structure of this report:

- The further strengthening of the education and professional development of teachers;
- The importance of improving the selection and recruiting system to ensure that those with the necessary knowledge, skills and competencies become teachers;
- The value of enriching the teaching career to offer incentives for professional development and growth;
- The further alignment of the Spanish system among its different levels to more effectively manage and develop the teaching workforce; and
- The educational and professional challenges posed by the growing diversity of the Spanish student population.

15. This Country Note examines the issues under each of these elements, based on the review team's findings, and offers some specific suggestions that could be implemented within the relatively short term. At the end of the paper is a summary table of these policy suggestions (see Appendix 5). The suggestions seek to build on reforms that are already underway in Spain. These proposals have to be read with the

consideration that any group of visitors, no matter how well briefed, may be limited in grasping the complexity of Spain and the factors that need to be taken into account.

2. THE CONTEXT OF TEACHER POLICY GOVERNANCE

16. Spain has completed over the last two decades a gradual process of decentralisation. Responsibilities or competences have been transferred to 17 “*Comunidades Autónomas*” (Autonomous Communities - CAs or Regional Governments). Responsibilities for education were transferred to some Regional Governments, like Valencia, more than 20 years ago, while others, such as Castilla-León and Madrid have only recently assumed them. In this context, policy governing teacher recruitment, training and career management is decentralised but follows a national framework agreed by all CAs.

17. About one-third of the schools in the Spanish education system is private or operate under an "association contract". In 2000-2001 67% of students were enrolled in public schools, 24% in private schools under State contract (*concertadas* or "harmonised" schools), and 9% were in private schools. This Country Note focuses on public schools.

18. In Spain, shifting political tendencies over the last 25 years have produced a series of changes to the education system through successive "organic laws": the LODE of August 1985 guaranteeing the right to education; the LOGSE of January 1990 establishing the general organisation of the education system; the LOPEG of September 1995 on participation, evaluation and governance in education establishments; the LOU of June 2001 on universities, the LOCFP on Vocational Training on June 2002 and the LOCE of December 2002 on quality in education

19. This last law, the LOCE, was approved during preparation of the CBR. The choices reflected in that law are deemed compatible with national identity building, international positioning, and the European principle of subsidiarity. The CBR, referring to the law, notes that:

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”. (Sanz V. *et al.*, 2003, p. 11).

20. The new elected government that took office in April of 2004 has decided to put on hold the implementation of the new LOCE for a period of up to two years. Given the fact that this change took place after the Review Team visited the country and when this Country Note was almost finalized the team was unable to take this factor in consideration when preparing the Note. The team still hopes that the views and suggestions expressed in this Note will be useful to the new Ministry of Education and Science in developing effective teacher policies.

21. In assessing teacher policies in Spain, it is also important to keep in perspective the country's performance in PISA 2000 (OECD, 2002b). Spanish 15 year-old students performed just below the OECD average in reading literacy, and were about the level that would be predicted given Spain's expenditure per student. In addition, the impact of family background on student performance in Spain was smaller than the OECD average, which is an indication that the Spanish school system is relatively equitable.

22. It should also be noted that the teaching profession is held in high regard in Spanish society, that initial salaries and working conditions in terms of teaching hours and student-teacher ratios compare favourably with the OECD average, particularly for pre-school and primary teachers, and that for the moment, there are no real difficulties in recruiting new teachers, in fact, there are large numbers of graduates interested every year in entering the profession (see Appendix 4 and CBR). Nevertheless, there is still a widespread recognition in Spain of the importance of improving educational quality and equity even further, and of ensuring that the most effective teachers are working in Spanish schools.

3. STRENGTHENING TEACHER EDUCATION AND PROFESSIONAL DEVELOPMENT

3.1 Teachers' Initial Education

Current situation

23. Initial education for teachers is widely available throughout the country. The Universities and Institutes of Education Sciences are to be found in every part of Spain, and no student has to travel very far to receive training. This geographic distribution of training facilities is a great asset.

24. Spain maintains two distinct systems of initial training, and attempts are currently being made to improve them: these two systems produce, respectively, *maestros* for primary education and "*profesores*" for secondary schools.⁴ Primary teachers receive three years' training in the education faculties of universities, after which they receive their degree of *diplomatura*. Training for secondary teachers is also provided in universities, but not in the education faculties: instead, candidates spend four years in the faculties for the individual disciplines they will be licensed to teach, and this is followed by a teaching preparatory course of shorter duration (a minimum of 150 hours), the *Curso de Aptitud Pedagógica* (Pedagogical Aptitude Course or CAP).

25. For most of the partners involved in this training it is clear, as noted in the CBR and confirmed during our meetings, that these two approaches to initial education are inadequate in different ways: while the training of *maestros* falls short in terms of practical experience and academic knowledge, training for

⁴ The LOCE stipulates that primary education is to be provided by teachers (article 19), while secondary education is to be the province of persons holding degrees of bachelor, master, doctor, or a professional degree in engineering or architecture.

profesores at the secondary level concentrates more on the knowledge needed to pursue a scientific career than on the knowledge and competencies needed to be an effective secondary teacher.⁵

26. Criticism of the CAP as a means of training secondary teachers were quite consistent. A teacher who has only academic training is likely to find the current classroom situation stressful and demanding.⁶ Secondary education has historically been selective, and the teaching body still maintains an aura of order and authority, in which the motivation for teaching and for preparing students intellectually is still a prerequisite. Under these conditions, teachers can focus their teaching on the substance of the various disciplines. However, the combination of several factors that have emerged in Spain since the 1980s, such as compulsory secondary schooling until age 16, the new characteristics of the 12-18 age group, with their social components, fragmented families, an immigrant and increasingly multicultural population, strong juvenile subcultures, produce school settings that can be very trying to teachers, requiring special teaching skills that include group management and conflict resolution. None of these factors is really taken into account in the current preparation teachers receive under the CAP.

27. Under the LOCE, there are clear indications and political commitment of an intention to reform initial education for secondary teachers. As far as primary schoolteachers are concerned however, the new law is surprisingly silent. There is however the expectation that initial education will be extended by one year in the future within the framework of Bologna university reform, bringing this training (*diplomatura*) up to the *licenciatura* level. For secondary teachers, who suffer a glaring lack of pedagogical tools and classroom management skills, the LOCE proposes the gradual introduction of another model, one that is more demanding and systematic.

28. The LOCE has taken on board the various criticisms of the CAP, and proposes to replace it by the *Título de Especialización Didáctica* (Teacher Training Certificate, or TED) (Article 58). Since 2000, the *Instituto Superior de Formación del Profesorado* (Higher Institute for Teacher Training, ISFP), the central agency, which falls under the Ministry, has been working with universities to develop the replacements for the CAP. In June 2003, a memorandum specifying the contents and operating modalities of the TED was on the verge of publication. A Royal Decree specifying the contents stipulates that training for secondary teachers must include a supplementary training phase either during or after acquisition of the disciplinary specialisation license. This training programme is to consist of: (i) education science subjects common to all disciplines (curriculum, educational organisation, educational psychology, education research and the use of information and communication technologies in education); (ii) didactics specific to each discipline; and (iii) supplementary or optional subjects. It is proposed that this training stage accounts for 48.5 credits. To obtain this new certificate, teachers will have to have a period of practical experience teaching in the schools in their field of specialisation, which will earn them 12 credits over three months, while at the same time completing the training course (ISFP, draft Royal Decree defining the TED, June 2003).

⁵ According to a report by C. Marcelo published by the Ministry of Education in 1998 and cited in the Country Background Report, training for secondary teachers was: "insufficient in length, juxtaposed with the degree, looked down upon by the University, qualified as of lesser importance, aimed at a public without a professional identity, run by unspecialised 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".

⁶ "Teachers are heroes"; "In the difficult field of education, there's only 30 hours of CAP in psychology and pedagogy"; "The most competent teachers (in their disciplines) come to my office in tears because they can no longer control their students" (testimony from secondary teachers in Valencia).

Issues

29. When it comes to initial education of primary school teachers, the review team heard unanimous criticism of the current approach (as reflected in the legislation on certificates and degrees, the University Reform Act – LRU of 1984), which stipulates that teachers must be trained for the following specialties: early childhood education; general primary school education; music; physical education; special education-audition and language. For all these specialties there is a general teaching certificate that is valid from the first to the sixth year of primary school⁷. Such a situation poses obstacles for training institutions that find it difficult to provide quality instruction in all required specialties in a short time, and in many cases this leads to compromises where little time is paid to a particular point, and training is too heavily loaded with contents. Thus, the great variation in preparation for primary schoolteachers has led some training institutions to specialise, while others turn out only "generalists". The insufficient attention and time to provide future teachers with relevant practical experience in schools was also a common criticism heard among student teachers and recent graduates.

30. The content of initial education has not been sufficiently adjusted to reflect the changes in society and student population. Some significant topics that would seem indispensable for teachers initial education, at both the primary and the secondary levels: multiculturalism, new information and communication technologies (ICT), and the new student profile are absent from the core programmes for initial education of teachers (with the exception of secondary teachers having a foreign language included in their "licenciatura" programmes).

Policy suggestions

Adopt professional graduation standards for secondary and primary teachers

31. In order to address the current variation in content and quality of initial education programmes that result in unevenness in the competencies and skills of prospective teachers, a definition of professional graduating standards required to meet in order to obtain the *diploma de maestro* and TED could become a useful policy tool for actively improving the quality of initial teacher education programmes and practices.

32. These professional standards would define the minimum knowledge, skills and competencies needed by an effective teacher at the beginning of her career. In this way, evaluation and control would be based not only on formal requirements and recognition (verification of the number of credits obtained, curriculum contents, practical experience in a school setting, etc.), but also on results defined in terms of professional standards. These professional standards should be negotiated and implemented jointly between the Ministry and the universities and would provide policymakers both at the national level and in the CAs, and in particular those responsible for university policy, with greater possibilities for evaluation and supervision. They could support, pressure and provide encouragement for achieving the objectives set, thereby boosting the quality of initial education Spain is seeking to achieve through its educational policies. In fact, the clarity of the profile would allow for a common language among policymakers and teaching instructors.

33. If national professional graduating standards are to be introduced, they will have to take into account the high degree of autonomy of the universities involved in initial teacher education. The review team noted the efforts at coordination with the universities, led by the ISFP, in the work of preparing the Royal Decree on the TED. It would be advisable to proceed in the same fashion when it comes to setting graduating standards

⁷ "A teacher of physical education who has received 20 hours of instruction in history can teach history in the final year of primary", mentioned one of the senior managers met.

Strengthen linkages between universities and schools in the initial education of teachers

34. In order to provide more opportunities for professional practice as part of the initial education and training of teachers, it would be wise to further strengthen the links between universities and schools. The use of classroom tutors to guide and support future teachers is a welcomed development. These tutors could be teachers in primary and secondary schools, recruited on a part-time basis by the universities to develop research and theoretical work within the universities on teaching practices in the school, to support planning activities, and to think about professional development in the schools.

35. This would place greater value, within the University, on the role of tutors (classroom teachers) in initial education, so that practices will take on meaning and force in a long and continuous process of professional development, and the university and its professors will come to accept them (and not merely pay lip service to them) as decisive in training future teachers. Consolidating tutorials is a key issue for giving more time to practical teaching experience. To make it effective, it would require more than just the mere recognition of their work as credits for their “sexenio”, allowing room for this work within their professional career, providing support to the tutor by the university and the in-service training centres, offering tutors themselves the possibility to take university courses, and even to take a sabbatical to further develop their skills and even a financial recognition for their work.

Update the content of the initial education of primary and secondary teachers

36. It is urgent that the key aspects of current demand in Spain's schools --, ICTs, multiculturalism and the challenges of a new student profile-- would be incorporated into the contents of the programme for the primary and secondary teacher degrees. Attention to the learning of foreign languages should continue to be promoted as well. These areas would better equip teachers to face the demands of an increasingly diverse student body.

37. It would be useful for the academic and ministerial authorities to re-examine whether it still makes sense to have the same preparation for teachers from the first to last year of primary school, and to think about possible training in disciplinary specialisation (language, mathematics, science, history and the social sciences) for students in the last two years of primary school, as well as greater specialisation for teachers of students in the first to fourth year of primary school, in fields of learning such as reading, writing and arithmetic. In fact, the demands of students in the same age group are increasingly varied (including the arrival of evermore immigrants) and are exerting ever greater pressure both on the variety of practices and on the variety of knowledge.

3.2 In-service Training

Current situation

38. Spain has a sound and highly organised system of in-service training institutions through Teacher Centres⁸, located throughout the country and close to the schools. They were founded on the belief that professional development should be grounded on practical experience and guided by those that understand it. Being close to the schools in distance and spirit was essential. They are fully equipped in terms of material resources and well staffed with teachers from schools who serve on a rotational basis for a pre-determined length of time as co-ordinators of training activities. These centres are backed by a network of

⁸ The names of the centres vary depending on the CA: CEFIES (Centres for Education Training and Innovation), CEFIRES (Centres for Education Training, Innovation and Resources) and CAPs (Teacher Support Centres).

collaborating agencies and institutions. Teachers are highly appreciative of the resources offered at the centres.

39. The provision of in-service training courses is organised around annual training plans, in which great attention is paid to identifying teachers' training needs. In fact, these needs analyses involve questionnaires, often written, that ask teachers what they are seeking in terms of continuing training.

40. In short, the lack of a well grounded initial education is offset by a rich system of in-service training that depends directly on the regional administrations (CAs) and is driven by the needs of teachers (every CA sets its own priorities and operating methods). Teacher demands for training have two origins: on one hand, the need for pedagogical tools appropriate to the new characteristics of the school and classroom and, on the other hand, the interest to comply with the training requirements under the *sexenio* or "sixth-year bonus" system of career management.

41. Following are some examples of the tasks that these professional development/ in-service training centres purport to fulfil:

- organise and monitor the progress of the annual training plan (PAF);
- perform needs analyses for teachers and design training activities accordingly;
- facilitate the exchange of professional experience and innovation through networking and teamwork;
- supervise training activities by the cooperating agencies (e.g. universities, teachers unions, businesses, and non-government organisations);
- publicise innovative experiments; and
- make learning resources available to teachers (through teaching materials, ICTs, library, and so on).

Issues

42. The bulk of the in-service training system operates to some extent in isolation from initial training and from the universities. While the universities may lend their cooperation, they do so only as and when requested, and not as part of any ongoing framework for collaboration and coordination with administrations in the pursuit of "lifelong professional development". The efforts undertaken by ISFP to provide in-service opportunities in different Universities are well taken, but the overall system would benefit from the development of a coordinated framework among all participating institutions (Training Centres, Universities and schools). Generally speaking, training would gain much if there were better coordination between initial education and in-service training, i.e. between the various institutions responsible for such training.

43. The strength of any needs-based continuing training system entails an inherent weakness: the dispersion of supply and the relative vagueness of priorities and of guidance by governments. The review team was struck by one example: in the initial stages of instituting a new secondary school curriculum (Royal Decree 3474 of December 2000, Royal Decree 938 of August 2001), the CFIE of Valladolid devoted only three courses to this change out of a total of 242 courses in its 2002-2003 calendar. The

CEFIRE of Valencia offered nothing in this sense in 2003 (at least the courses offered made no explicit reference to this new curriculum in secondary school and for the baccalaureate⁹).

44. In comparison with other OECD countries, teacher participation in professional development activities tends to be below average (see Appendix 4). For example, only 29% of upper secondary teachers participated in ICT-related development activities in the 2000-01 school year (compared to an OECD country average of 32%), and 40% in other professional development activities (the OECD country average was 48%). Spain ranks 12th among 14 countries on the percentage of upper secondary teachers participating in courses on subject matter or methodology and 13th in participation in conferences where education problems are discussed. The limited strategic planning of professional development activities to meet school needs is evidenced by the low level of resources and support provided by schools to undertake staff development activities (with Spain ranking at or near the bottom of 14 countries concerned).

45. There is a glaring lack of evaluation of the process and the impact of training offered. It is true that user satisfaction surveys are conducted, but this is not enough. Some centres have attempted other approaches, such as a written appreciation at the end of the course. But the approach is still haphazard and unstructured. There is a certain circularity or inwardness to the practice that tends to blind the system to its shortcomings and to undervalue new initiatives. The key question, which is how in-service training can improve teaching practices, needs to be addressed systematically through an effective system of evaluation and feedback.

46. Between these two poles - "lots of short and varied courses" versus "strengthening capacities through professional development" - the system in its present stage is focused on the first, a fact that even its own managers have criticised. The directors of the training centres told the review team that there was a certain fatigue with using the same old training approaches and a very conventional methodology (30 hours, three hours a day, twice a week, for a little more than one month, or during a full week of vacation).

47. The teacher centres have not taken on board the business of inducting new teachers into primary and secondary school. Once the initial training is over, no special support programme is offered to assist new teachers in their job.

Policy suggestions

Modify the contents of in-service education to meet priority needs

48. It is necessary to reconcile the great flexibility and wealth of the existing system of teacher in-service support -- based essentially on meeting needs -- with the main training priorities at the national and/or regional level. A system that responds only to teachers' needs can become static and self-referential.

49. In this respect, we suggest: (i) a diagnostic study of the existing offer of professional development courses in the country's teacher centres to assess its alignment with the high-quality school system to which Spain aspires; and (ii) hold discussions on the results of this study in a national forum that will bring together directors of the teacher centres from the 17 CAs, so that all can identify any shortcomings and duplications, and take steps to correct them.

50. It is also important to develop a framework for professional development that would open avenues for a broader, long-term approach to professional development. The development of such

⁹ CFIE Valladolid, *Plan Provincial de Formacion Permanente del Profesorado, 2002-2003*, Junta de Castilla y Leon ; CEFIRE de Valencia, *Campana 2003, Llistat d'Edicions per Nivelle, Delegacio i/o Area*.

framework could follow the same scheme proposed for the development of professional standards for initial teachers, adding new competencies required at different stages of a teacher career. They would focus on developing competencies, rather than the simple acquisition of information and knowledge. This proposal does not involve any major change in the way the Teaching Centres are currently organised and run, it merely requires them to arrange the training they offer in a series of modules under an agreed national framework that will constitute a future path for professional development and the acquisition of new skills.

51. The basic idea here is to build something more profound and cumulative on the basis of what exists, recognising that, with all its wealth of diversity and variety, the current model runs the risk of becoming superficial. If coaching were offered at the time of induction, this could help young teachers to plot their own future training paths.

Evaluate in-service training in terms of its impact on teaching performance

52. The in-service training system needs to be evaluated both in its processes and in its effects in a way that has never been done to date. The criteria selected for such an evaluation must go beyond simply counting up activities and registering the degree of user satisfaction: it must measure the impact of this training on teaching practices and on students' learning. Feedback from such an evaluation would help inspire the teacher centres and national professional development policymakers to take a more aggressively innovative approach, with maximum cost effectiveness.

Develop a more coherent approach to teacher initial education and development under a Lifelong Learning framework

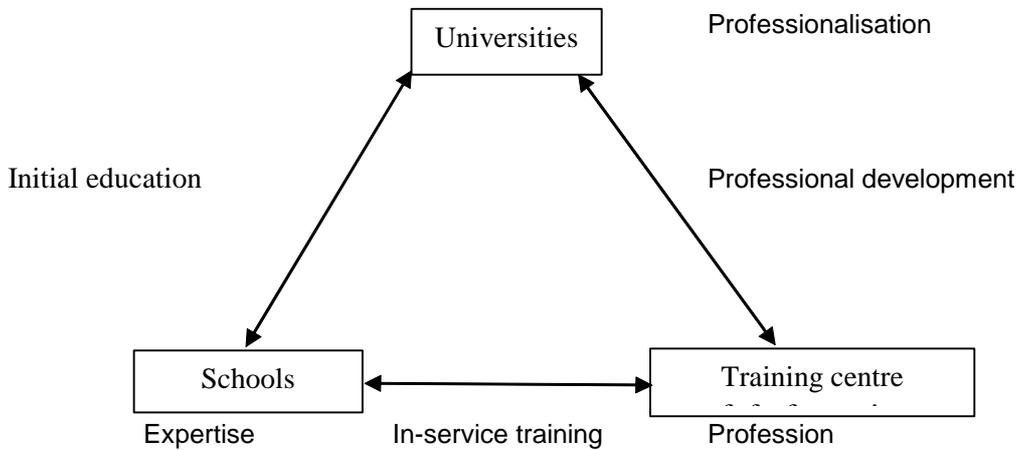
53. In Spain as in other countries, the professional development of teachers is a complex undertaking, and no country has yet succeeded in making it both coherent and efficient. There are at least three reasons for this:

- teacher training cannot be conceived without a solid theoretical basis, the contents of which are ceaselessly changing as knowledge and research progress;
- nor can teacher training be conceived in isolation from practice: we learn by doing, and even if teaching is increasingly coming to resemble a knowledge-based profession, the classroom remains the place where that profession is learned;. and
- teacher training cannot be conceived statically. The teaching profession is at the focal point of social changes and all their implications. Teachers must therefore pursue training throughout their career, just as they must be able to teach their students how to learn throughout their lives.

54. A teaching career must therefore be constantly shaped and reshaped by three fundamental institutions: the university, the school, and the continuing training centre, although the emphasis on one or the other will change during the course of that career. For example, we may assume that initial training will rely more on the university and on the school, in-service training on the schools and the training centre, and refresher training on the university and the training centre.

55. Figure 1 illustrates a framework for achieving articulation between teachers' initial education and in-service training.

Figure 1: Articulation of teachers' initial education and professional development



56. Figure 1 proposes a systematic articulation for the professional development of teachers throughout their professional lives. The monitoring and evaluation of this development could follow a "portfolio" approach, which would collect accounts of training experience, samples of teachers work in class, attestations of participation in activities relating to the profession, a written summary of what the person has acquired in knowledge of various kinds, and so on. This portfolio would be checked at periodic intervals by instructors in the continuing training centres.

57. The universities, in their role of providing initial education, conducting education research (from action research to theoretical research, in which teachers may be involved) and in providing support through academic refresher courses, act in relationship with the schools and the continuing training centres. The latter two bodies participate in updating knowledge of the practice and in pedagogical innovation and experimentation controlled by the universities. None of these three institutions can operate in isolation. Each has a role to play in the continuing training of teachers. There are three tests of a teacher's professionalism: expertise in the classroom and in the school; ability to transmit knowledge and practice; and the professionalism that results from theoretical knowledge of the profession acquired at university.

58. Such a system could be distilled in the form of four-year contracts between the three partners, with a training plan as we have defined it here, following a professional development path (building a portfolio). These contracts could perhaps look beyond the context of the CAs for some skills that local universities do not possess but that universities in other CAs do, in this way breaking down the frequently severe isolation of teacher training, particularly in the continuous in-service training provided by the CAs. The ISFP (or equivalent agency) could have the role of drawing up these contracts.

4. IMPROVING THE SELECTION AND RECRUITMENT OF TEACHERS

4.1 Teacher Selection

Current situation

59. Three-quarters of teachers in Spain (those in the public system) are hired through a competitive entry system known as the *concurso-oposición* (CO) that consists of three phases: “opposition” (written and oral examination of knowledge and aptitude), “competition” (assessment of candidates’ academic training and experience) and a practical stage (in a school).

60. The opposition phase consists of: (i) a written examination where the candidate must write an essay on two randomly selected topics, one relating to "specific knowledge of a cultural, scientific or artistic area of specialty" (themes Part A) and the other on "topics of a didactic nature and educational content in general" (themes Part B) (Royal Decree 850/1993, Articles 23 and 24)¹⁰; and (ii) oral examination where the candidate must discuss a theme selected from two topics drawn at random from Part A. This presentation lasts for an hour and a half, and must cover two parts: "scientific aspects or the content of the theme" and "the relationship of the theme to the curriculum established by the educational administration convening the competition, and on the didactic aspects of that theme" (Royal Decree 850/1993, Article 27). To illustrate, Box 1 summarises the teacher selection system used in the Community of Valencia.

Box 1: Teacher Selection in the Community of Valencia

In addition to demonstrating their knowledge of the Valencian language, candidates must pass a Spanish (i.e. Castilian) test (which is graded simply as pass or fail). The opposition stage itself consists of three parts:

a) A written test on two subjects, one drawn at random by the candidate, and the other by the tribunal. The candidate has four hours' preparation time in total, two for each subject. At the end of the prep time, the candidate reads his essay before the tribunal. There are a great number and variety of topics to select from: some are standard topics used across the country, while others will be specific to each community. In Valencia, for example, a candidate to teach Valencian literature has 71 different topics to choose from.

b) A practical test. For example, for teaching mathematics, the candidate will have to solve and analyse the solution process for questions and problems posed by the tribunal relating to mathematical concepts, procedures and applications. In literature, for example, the candidate will have to provide a philological and literary commentary on a piece predating the 18th century, and also analyse a contemporary text at different levels. In English, the candidate must translate a passage of some 300 or 400 words into English, without the help of a dictionary, and must respond in English to questions dealing with grammatical and lexical aspects and speech analysis, using a piece by a known author. In physical education, the candidate must describe in writing physical exercise selected from among those proposed by the tribunal. These exercises reflect school curricula.

c) An oral examination lasting 90 minutes (preparation time 2 hours), on one of two topics selected at random by the candidate. The first part of this oral examination deals with the scientific aspects of the topic, while the second part deals with teaching it in a hypothetical classroom setting.

¹⁰ Ministry of Education, Royal Decree 850 of 4 June 1993, on entry and acquisition of specialties in the teaching body.

The competition stage assesses the documented credentials that the candidate has acquired in previous years, as demonstrated by a doctorate award, educational experience, and so on.

The practical stage, which comes after successful conclusion of the two preceding stages, consists of spending six months teaching in a classroom with a tutor or coach. The candidate's performance will be judged by a qualification commission. During this phase, the candidate is treated as a probationary public service and is paid a salary.

Candidates who do not successfully complete all stages but who have creditable results, especially from the opposition phase, are registered in a supplementary roster for interim service.

61. Only those who have successfully passed the opposition stage will go on to the competition stage, where success requires a minimum of 5 points out of 10 (article 28). This stage assesses the candidate's academic training and previous experience.

62. Only those candidates that have successfully passed the first two stages and for which there are positions available in the selected specialty (according to article 32) will go on to the last practical stage. This practical stage seeks to ensure that candidates have the necessary didactic skills for teaching. It generally lasts for about three months, and never runs beyond a school year.

63. This model represents a source of strength in the Spanish education system: the method for selecting teachers is highly rigorous and demanding. Every year there are more aspiring teachers graduating from universities than there are vacant positions for teachers, and so the competition system described above is fully justified. Moreover, it is also a system for entering a profession in the public service (which in 2001 included 74% of all teachers in the country), and as such it enjoys great legitimacy as an objective, transparent and efficient system.

Issues

64. A key source of strength in the system is the fact that there is great demand for taking the CO, meaning that there is a wide selection of candidates to choose from, and each time it takes place, there is a stronger contingent of young people ready for training as education professionals.

65. The *concurso-oposición* system plays an important role in ensuring the overall quality of the country's teaching staff. In the view of the review team, the ministry could make even better use of the system, recognising that every competition-opposition takes place nationwide (every time an average of some 600 five-member juries or tribunals will examine and grade about 45,000 candidates for positions in the public education system). It is easy to imagine how much attention this demands on the part of the authorities and the system's managers, in addition to its impact on the level and characteristics of preparing future teachers. In terms of ranking those for future selection, the system is efficient and is recognised as such. Yet, without suggesting that it should be eliminated, a closer look at the selection function reveals some limitations to this procedure.

66. The topics and the manner in which they are presented place greater weight on content knowledge than on skills or abilities. The practical stage in the selection system is entirely formal: no one ever "fails" this third and final stage of the process. The opposition stage is underused as an instrument of policy for improving initial teacher training, since the minimum passing grade is not geared to a transparent national standard profile of what a primary or secondary teacher should know and be able to do.

Policy suggestions

Introduce slight amendments to the “Concurso-Oposición”

67. The CO topics have a training role that could hardly be greater: they can thus be used as a solid gauge of preparation for exercising the profession¹¹. In this respect, three avenues of innovation could be examined:

- modify the topics so as to move away from their current content focus to one centred more on skills and competencies for solving concrete pedagogical problems;
- combine portions of the currently very broad range of topics so as to go into some subjects in greater depth (breadth versus depth); and
- update the means used to measure knowledge and skills and competencies: for example, consider using a portfolio assessment approach which can better assess the many dimensions of becoming an effective teacher. A portfolio would allow for the inclusion of samples of lesson plans, correction of student’s work, videotapes of a lesson, etc.

68. The professional standards adopted could play a role in the *oposición* proceedings.

- It would be helpful to construct explicit and clear criteria for evaluating the *oposición*: the current situation where every tribunal or jury rates each candidate, with scores from 1 to 10 and a passing score of 5 leaves too much room for subjectivity in spite of some general guidelines for ratings provided nationwide. The meaning of a score of 5, in terms of knowledge, skills and competencies revealed is very imprecise and highly variable. In other words, there should be clear and understandable descriptions of criteria, with reliable indicators.
- These indicators could serve as an instrument for assessing teachers, at the beginning their profession, against a national profile.
- They could also be used to establish much more successful policies for initial education and training.

69. The practical stage of the current selection system (which is of purely formal value) should be reconsidered as a separate element of selection, i.e. it should not assume that all candidates can automatically pass, and it should serve as an element of evaluation for the prospective career. This practical stage, for example, should make it possible to distinguish between those who are really skilled, those who are merely competent, and those who are marginal, and it should have some significance for their future career path.

70. A distinction could be made between the examination (*oposiciones*) and selection, so as to optimise the usefulness of the *oposición* examinations. With new, clearer and more precise professional standards, it will be easier to identify the qualities needed to pursue the teaching profession and dissociate the quality control/selection process from recruitment. Those candidates who have succeeded at the *oposición* could keep their point advantage for future recruitment opportunities and not be required to take the examination again. Such a move would serve to distinguish between professional quality and employment opportunities (which in the present system seem to be confused).

¹¹ "When I was studying for the opposition, that was the first time I ever really had to work" (testimony from an interim teacher, a recent university graduate, Madrid, June 2003).

4.2 Teacher Recruitment

Current situation

71. Recruitment overlaps with quality control/ selection. Success in the *concurso-opisición* is not enough to be recruited: the candidate must also achieve a ranking high enough to exceed the cut-off point determined by the number of vacant public teaching positions.

72. Every CA and the Ministry of Education for Ceuta, Melilla and its primary and secondary education centres abroad publishes its available positions, with specific requirements in terms of language and with national requirements applicable to all public servants (age between 18 and 65 years, Spanish nationality) and by specialty (in primary) and by discipline (in secondary education).

73. Once accepted through the CO system, teachers have tenure in their position and can stay there until they retire. Yet circumstances may cause teachers to attempt to change school. This can happen in two ways: the teacher may want to change school but remain within the same Community, or he may want to move to another Community. The issue crops up every two years. It is complicated, because it has to take into account individual demands, Community requirements and the specialties of teachers.

74. Every two years, the ministry (the Directorate General of Recruitment and Human Resource Development) publishes a list of vacancies (decree 2117), with a very strict listing that the unions watch extremely closely. Vacant positions are published, interested teachers consult the lists and submit their applications. Depending on the number of applications for any position, being selected will be more or less difficult. A teacher can apply to up to 500 schools!

75. Interim teachers-who may or may not have completed their CO were the subject of much discussion in the review. On one hand, interim service is a source of flexibility in a system that tends to be rigid, and on the other hand it covers the absence of teachers who are sick, on maternity leave etc. There are in addition tenured teachers that do not have a fixed position. This is usually the case when because of lack of students certain classes are cancelled. These teachers are then assigned to another school in the same city or town, but until a new position is available they may just have to rotate.

Issues

76. The challenge is to have high-quality teachers that fit the profile of the positions. The lack of clearly defined professional standards makes it more difficult to determine the specific requirements of positions. It would seem to be that the ranking achieved during the competition determines the award of a position. Depending on the year of recruitment and the general quality of candidates, the CO system may reject very valuable candidates, without ever giving them a chance to demonstrate their worth.

77. The demand for primary teaching positions seems to be greater than that for specialised positions. Thus, as noted above, a physical education specialist may be asked to take on a class as a generalist since its degree allows for it.

Policy suggestions

Develop specific recruitment profiles

78. It would be useful to have profiles for specific positions based on the characteristics of the schools, and to try to fill them in that light, rather than award positions on the basis of the CO ranking. In fact, every school has its own specific features that are highly visible in the way it projects itself as an institution. When a school has a vacant position, it could give the local recruitment official the required

profile for the position: in this way, recruitment would be determined not only by the teacher's CO ranking but also by certain skills or characteristics of the teacher's past experience.

79. Primary schools would do better to take advantage of the additional skills offered by specialists rather than ignore those skills and employ specialists as generalists. These specialties can be kept up-to-date within the school in different ways, and nothing prevents a teacher from suggesting extracurricular activities related to that specialty.

5. ENRICHING THE TEACHING CAREER

Current situation

80. Spanish teachers are subject to the Public Service Act, which means that they are obliged to retire at age 65. Nevertheless, a teacher can retire at 60, with 30 years of service. Special end-of-career arrangements can be made if the teacher requests it. From the age of 55 a reduction in teaching hours in favour of other educational, social and cultural activities within the school is offered. This provision gives schools the possibility to benefit from the experienced teachers in different ways.

81. Advancement and promotion for teachers are managed in accordance with a set schedule and criteria where seniority within the teaching body, in principle, is not enough by itself. Teachers move forward with the help of what is known as the *sexenio* or "sixth year bonus". Every six years, the career record of every teacher is examined and points are awarded in accordance with a rigorous national scheme that takes account of hours in-service training, original pedagogical activities, etc. 100 credits every six years are required to move to the next category. Credits do not include the evaluation of their work in the classroom or in the school.

82. While horizontal mobility within the teaching profession is limited, upward mobility is also very constrained. A teacher can, by means of competition, become an inspector in the community where he is teaching but the number of positions is limited; or else become a school head.

83. While the starting salary of teachers in Spain compares quite favourably to that of other OECD countries, in spite of a decline in real salaries for primary and upper secondary teachers between 1996 and 2001 (see Appendix 4), the salary scale flattens over time. There are few opportunities for teachers to increase their base salary in comparison to other OECD countries. Teachers in Spain do not see their salary level adjusted if they have an outstanding performance in teaching, co-ordinate special activities like drama and homework clubs, or assume additional tasks like training student teachers or providing guidance and counselling. Salaries are only adjusted for participation in professional development activities, assuming management responsibilities, teaching in a disadvantaged area and according to teachers' family status.

84. Spain is making a tremendous effort to join European projects such as Leonardo, Erasmus, Comenius and Socrates. Socrates and Leonardo agencies are helping to put forward people who would like to join European projects. This allows teachers to initiate exchanges with other countries and has hence the potential for improving the professional development of teachers and enriching their careers.

Issues

85. In reality, the "sixth year bonus" system recognises 100 hours of in-service training during 6 years, which means that seniority in fact becomes the basis of advancement. The system has the drawback of relegating in-service training to a means of gaining points for career advancement, and teachers tend to "use" such training as a function of the number of points they can earn. Even if the credits required are earned in less than six years, the recognition only comes after that period, and additional credits are not taken into account.

86. It also tends to favour individual in-service training. Taking into account team work experience or the acquisition of knowledge linked to the new teaching profile would make for a more effective school. The fundamental issue of evaluating teachers on-the-job, which could be a powerful tool for guiding teachers in their career is omitted.

87. While Spain is not suffering any shortage of teachers at the moment, it could find their recruitment is more difficult in the future. Comparative information included in Appendix 4 suggests that for areas like computer sciences and information technology there are some difficulties already in finding qualified staff. It is interesting to note that the Spanish national report makes no mention of the number of teachers who will be retiring in the next five years, and no statistics on this point are offered.

88. Teachers are not likely to change career, and many in fact remain teachers all their lives. Yet many would like to have the possibility to move and to diversify their careers, and have some of the extra activities they undertake be recognised as career development options. Although Spanish teachers' salaries are very competitive at the initial stage (see Spain's ranking among OECD countries in Appendix 4), the salary scale flattens significantly over time, contributing to making the careers less attractive in later stages.

89. The European projects are based primarily on exchanges between classes or schools, and there are still few exchanges across Europe among teachers. There are attempts to take advantage of the knowledge that foreign language teachers may have from participating in European programmes by sharing it with the rest of the school staff.

Policy suggestions

Link continuous training more closely with promotion

90. Teacher effectiveness would be strengthened by instituting a promotion system that takes more elements into account, by constituting a portfolio that will track the teacher's training and professional development history throughout his career (see above).

91. The promotion criteria could be used as a means of giving impetus to a CA or national policy priority. Here, promotion is closely linked to in-service training efforts and the updating of practices through that training. For example, give further recognition to teachers who have made an effort to participate in teamwork training, or in using ICTs for teaching purposes. This would provide an incentive for young people thinking about a teaching career.

92. It would be helpful to link the evaluation of teachers to their advancement by involving the National Institute for the Evaluation and Quality of the Education System (INECSE) in promotion procedures for the teaching body. This Institute could take account of new developments in teaching and could offer original instruments for assessing new teaching skills.

Diversify teaching profiles

93. An expansion of the possibilities for extracurricular activities for teachers earlier than age 55, would help to avoid a divide between work that is reserved for "older" teachers, and jobs that are given to younger ones. Greater flexibility might be applied to make work less rigid and to permit unofficial exchanges more in keeping with the school's ambitions.

94. There needs to be special efforts to recruit male teachers, recognising that they are under-represented, particularly in the primary schools, by redefining the teaching profession and upgrading its symbolic value.

95. Upgrading of the role of tutors in initial training in the schools could be an option to enrich the teaching career. Tutors should not be simply regarded as experts in their professional field, but as trainers of adults who can mediate between practical and academic knowledge. Other possibilities to diversify and enrich teachers' careers include specialising in career and counselling, extra-curricular activities, management of international projects and involvement in educational research.

Facilitate upward professional mobility

96. Teacher motivation would be enhanced by opening up prospects to teachers for upward mobility within their profession and let them diversify their work by taking on positions with varied profiles, such as pedagogical counsellors, tutors, training instructors, or research assistants. These new functions would be recognised by offering either in-service training, or a salary increase, or both.

Promote exchanges with European Union countries

97. A further impetus would be provided if the objectives of European projects were articulated more clearly around national priorities, and teachers' involvement in these projects was encouraged as an opportunity for career development.

6. ALIGNING TEACHER WORKFORCE MANAGEMENT

98. Teacher management involves three distinct levels: the state level, the regional level, and the school level. A special note on considerations about evaluation, which is a fundamental issue in the new law, the LOCE, will be presented.

99. The State model defined in the 1978 Spanish Constitution establishes the distribution of powers between the State administration and the Regional Governments (*Comunidades Autónomas*). The process of transferring functions, services and resources has been taking place since 1980, and at present time, the seventeen Regional Governments, (*Comunidades Autónomas*), that comprise Spain have assumed their responsibilities in regards to the education sector. Under this framework, the State Administration is responsible for organising the education system, determining minimum school requirements, regulating qualifications, determining national curricula, for international co-operation and representation, the promotion of research, higher inspection, fomenting aid, education statistics, etc. Regional Governments are responsible for creating and authorising education institutions, personnel management, education programmes, care of students and management of financial aid. Local administrations are responsible for

providing land for public education centres, maintenance and refurbishing of pre-school, primary and secondary schools, out-of-school activities, for ensuring compulsory education is respected and for supervising schools and their environments.

6.1 Management at the National Level

Current situation

100. The gradual and effective process followed to decentralise functions and responsibilities to the Autonomous Communities (CA) provides many valuable lessons that Spain could share with other countries considering decentralisation since the process is legitimised at all levels and by all actors.

101. Decentralisation to the level of Autonomous Communities has allowed for better targeting of resources to meet local priorities and needs (each CA has identified different priorities and allocated resources accordingly for them: e.g. some have decided to put an emphasis on bilingual education, others in higher education; etc.).

Issues

102. In the process of decentralisation, every actor has to assume new functions and play a new role. The central level-the Ministry- also needs to find its place in the new system. It is likely that in order to prove commitment to decentralisation, and guarantee to the CAs that they would now be managing the system, the central level may have weakened its role rather than redefining a new and effective way of operating within a decentralised framework. There are functions that can only be ensured by the central level: e.g.: collecting national statistics, ensuring equity, defining national standards and priorities. There is room for more effectively leading in these domains.

103. The role of the central government in a decentralised framework is normative, and it has difficulty trying to arbitrate differences that do not call into question its general policy thrust. Every community takes its own approach within this more or less flexible framework. This is true in the case of salary policies, for example, where over a national agreed minimum base, each CA can then set its own salary. As a result, there are slight variations in salary among CAs: for example, the Basque Country is one of the CA's that pays more to its teachers.

104. Decentralisation has been achieved smoothly, in a balanced way and in accordance with an effective strategy, and it has been recognised as legitimate by the entire country. The risk however that the Communities will turn inward applies primarily to the weaker ones. For example, the fact that tenders for in-service training courses tend to be limited to the universities within the Community deprives the Continuous Training Centres of knowledge and intellectual resources from other universities that do not belong to that Community.

105. The fact that in spite of the decline in students enrolled the number of teachers has increased reflects a human resource management choice. The authorities have preferred to reduce class sizes, create new disciplines, and form smaller groups for students with special needs. This increase in teacher positions may also have been a consequence of decentralisation, a way for CAs to earn support from teachers and unions in the new institutional arrangement.

106. The community-level administration appears to be more closely identified with teacher management than does the national government. Individual citizens tend to have a greater sense of belonging to their Autonomous Community than to the more remote national entity.

Policy suggestions

Strengthening the role of the MOECS within a decentralised framework

107. It would be essential to strengthen the role of the Ministry within a decentralised framework: for example in defining national priorities and targets, monitoring outcomes, providing resources to support meeting those targets and ensuring equity. To meet those priorities, the Ministry could offer additional resources to CAs that are falling behind and are willing to invest in those identified priorities-in the form of a matching grant fund.

108. It is necessary that national targets be defined in terms of outcomes, not inputs (for example, instead of using as an indicator the number of teacher enrolled in the course, define a target like “by 2005, 50% of teachers apply their ICT skills during their classroom activities”). This would also help the Ministry keep in line with its role of monitoring and ensuring Outcome information on student achievement could help define these national priorities.

Support teachers’ professional development with national funding

109. In order to promote exchanges among CAs and sharing of innovations and experiences, the MOECS could introduce a grant programme that would foster joint projects among universities, schools, and teacher training centres from different CAs.

Strengthen the Ministry’s role as a “knowledge broker” for initial teacher education

110. The ISFP should become a channel for transmitting all the dynamic output of the European and OECD networks and in this way contribute new knowledge and practices relating to general policies and specific programmes of professional development for teachers, thereby helping to spread good practices and common standards.

6.2 Teacher Management at the Regional Level

Current situation

111. Each of the 17 communities has its own administrative and decision-making bodies, and its own legislative requirements for teacher policy management within the agreed national framework. The so-called historical (i.e. the older) communities are for the most part characterised by specific linguistic demands. Thus, a teacher who cannot speak Catalan will have no chance of obtaining a transfer to Barcelona. In the past, a teacher could sign a contract with the Community, undertaking to learn Catalan within a fixed period of time. Now, the CO includes compulsory tests of proficiency in the local language.

112. Together with the official national rules, and in line with their direction, every community has drafted official local rules, known as decrees, specifying forms of application at the regional or provincial level. This translation from national to CA prescriptions is difficult to monitor and depends greatly on each Community’s priorities.

113. Every community has inspectors responsible for ensuring that laws and decrees are applied in the schools. They ensure that all educational orders and decrees are implemented following the norms dictated by the MOECS.

Issues

114. The Autonomous Community constitutes an entity that has been affirming its identity over the years. The creation of networks (such as those launched among continuing training centres, among rural schools, or between the universities responsible for initial education) is highly indicative of that identity, and allows for strong, and perhaps even excessive, internal circulation and visibility, inhibiting greater openness to neighbouring communities. This issue can limit the potential for development in the CA. One inspector told us that the community was to an extent closed-minded and like a "golden prison" in the sense that people had no vision of the country and its richness as a whole.

115. Ways of better coordinating work between the central and the community inspectors have yet to be negotiated.

Policy suggestions

Strengthen opportunities for shared learning

116. Teachers greatly value opportunities to learn from one another and to share professional knowledge. Several national education journals published regularly in Spain and national events like special awards and conferences stimulate these exchanges. Continuing to support and develop teacher exchange programmes between CAs focusing on events where they can share their experience and their innovations in a kind of intercommunity pooling of professional knowledge would be useful. There could also be opportunities for CA resources to be used in other places so as to help disseminate good practice more widely throughout the country.

6.3 Management at the School Level

Current situation

117. Schools in Spain have a set of different bodies involved in its management and organisation¹². There is the School Council, where all actors including students and parents are represented and is responsible for defining and establishing the school project, the internal organisation of the school, its disciplinary regime, maintenance of resources and planning of out of school activities and a Teacher's Assembly formed by the principal of the school and the teachers, responsible to coordinate pedagogical issues.. These bodies are complementary and the proper functioning of the school depends on how well they are organised. Schools count with a large and rich support system in the form of multidisciplinary teams -- psychologists, pedagogues, specialists in learning difficulties to assist teachers and students in the learning progress.

118. The school management team is a collegiate body. It involves at least a Head (principal), a Director of Studies and a Secretary. Heads or school principals are school teachers democratically appointed for four years by the School Council. Some teaching hours may be kept while carrying the role of principal. The Director of Studies and the Secretary are appointed by the Head. The principal of the school has no responsibility over hiring teachers and plays a very limited role in teacher supervision and guidance.

119. The tremendous workload involved in the management of the school, the lack of adequate financial incentives associated with the position, and the limited room for executive decision making

¹² CBR, pages 26-27.

within these collegial organisation has turned off many potential candidates and made it very difficult in the last years to recruit school principals.

120. Rural schools have been organised in networks (*colegios agupados*) to pool their resources and their specialists (re-education, psychology, speech therapy, music, physical education). The networks are coordinated by one principal and a single school board.

121. With the LOCE, schools will enjoy greater autonomy vis-à-vis governments and some of the weakness identified in the effective management of the school will be addressed. Under the new legal framework of the LOCE, principals of public institutions will be selected and appointed through a merit competition (*concurso de méritos*). In order to strengthen the management role of the principal, he or she will be exempt from teaching. This will mean a change in the role of the principal, who will now be responsible for the use of allocated funds: supported by the management team, the principal will now wield authority over how the institution is evaluated, and how it pursues its plans and objectives. The LOCE gives principals a new status and will provide them with specific training closer to that of a manager or a leader than that of a line teacher.

Issues

122. This prospect raises important questions about the type of training that needs to be provided to principals. The approach adopted by the LOCE, to create a strong management position with authority to take decisions requires a training programme with a strong focus on management, organisation and planning, resource allocation and monitoring, without forgetting the educational leadership competencies needed to effectively manage schools. These latter require the capacity to inspire and motivate staff, work effectively with parents, associations and other stakeholders, being accountable, create a conducive learning environment and work effectively across different cultures.

Policy suggestions

Provide more thorough training for principals

123. The LOCE takes into account the weaknesses identified in the current functioning of the school management function and proposes to strengthen by strengthening the responsibilities of the principal. It is important now to provide principals with the opportunities to develop the required skills and competencies needed to carry on that function. New education programmes for principals could be developed and offered to help them meet this new role. Spain thus needs to introduce a set of programmes for training institution heads, consistent with the requirements of the new profile. Moreover, it must be remembered that the principal is not free to choose his teachers since as public servants they need to be selected through a CO. The new principal needs to have the skills to function effectively within this context. Before implementing this reform in its entirety, it would be well to test it on a few schools with differing profiles.

Provide greater recognition for principals

124. Offering stronger incentives in the form of salary differential and career recognition to principals could also contribute to making this role more attractive and in that way reduce some of the difficulties today encountered in filling these vacancies.

6.4 Evaluation

Current situation

125. Evaluation is bound to become a sensitive issue in the Spanish education system. The LOCE has recognised that it is necessary to strengthen the capacity of the system to evaluate results in order to improve its management: the new law considers evaluation of students and teachers as necessary- although in the case of teachers, it is proposed to be on a voluntary basis. At present there is an absence of systematic outcome information at all levels (national, community, school) that can guide policy-making and no evaluation culture-which makes accountability and effective management more difficult.

126. Through the recasting of an institution that was once responsible for national evaluation, the national evaluation institute has changed both its name and its functions. It is now called the National Institute for Evaluation and Quality of the Education System (INECSE) and, as the name indicates, its role will be to prepare indicators for evaluating the education system, to consult communities and build consensus, and to publish the results of these evaluations. Evaluation will be conducted at different levels and in very different ways:

- System evaluation, as described above.
- Evaluation of individual schools, as part of a system evaluation or as a self-evaluation (given the greater autonomy of schools), under contract.
- Evaluation of teachers, referred to in the LOCE as "voluntary evaluation", related to mobility and promotion prospects.
- External evaluation of teachers against quantified national benchmarks. For example, it might be determined that 50% of primary teachers should undergo training in the pedagogical use of information and communication technologies.
- Evaluation of students, using various approaches to take account not only of performance on official examinations but also the results of testing to reflect newly acquired aptitudes such as imagination, creativity, sense of responsibility, initiative, or teamwork.

Issues

127. The absence of an evaluation culture prevents in many cases the development of relevant national indicators that can be useful for policy making. If the evaluation system is to function properly, the CAs and the schools will have to increase their evaluation capacities at all levels.

128. Enlisting the support of teachers themselves for the evaluation process remains a significant challenge: while the LOCE speaks of voluntary teacher evaluation to begin, agreement with the teacher unions are necessary to develop the evaluation system.

Policy suggestions

Use evaluation to guide improvement at all levels

129. These evaluations will only be useful if they can be compared and thus provide a sense of where the education system is going in light of established policy. Evaluation serves as a kind of rudder for

guiding the education system: it becomes a means and not an end, and it does not stigmatise positions (every evaluation is a partial and fleeting snapshot).

130. Evaluation, especially of teaching practices, can be used to strengthen in-service training and thus to improve the quality of the teaching staff. Countries like the US, UK and Chile, that have implemented this procedure have found it an effective tool to increase the effectiveness of teaching. But it is mostly as a catalyst for discussions and consensus- building among stakeholders on what is effective practice and what an effective teacher should know and be able to do at different stages of her career that the new evaluation model can prove its impact.

Develop an evaluation culture

131. In certain communities evaluation will need to rely on existing statistics institutes. Contracts will need to distinguish between local studies and those of broader scope, where the final work can only be done by the national statistics institute. An evaluation culture should be developed at all levels: in-service training for teachers, and initial training programmes as well, should be designed to sensitise teachers to the different forms of evaluation and their importance.

7. RESPONDING TO MULTICULTURALISM AND MULTILINGUALISM

Current situation

132. The initial education and professional development provided to teachers cannot overlook the multicultural characteristics that have long marked the Spanish education system. Historically, Spain has exhibited significant cultural and linguistic differences, but these differences were only formally recognised after the 1978 Constitution. It was at that time that the first Autonomous Communities were established. Such status was first approved for the Basque Country and Catalonia, on 18 December 1979, and it was only on 25 February 1983 that the status of the 17 communities was recognised. The cities of Ceuta and Melilla, in Africa, are under the responsibility of the Ministry of Education.

133. The move to greater autonomy was boosted by the determination of some communities to preserve their language and culture. Thus there are a variety of solutions and differing degrees of bilingualism within the Autonomous Communities like Cataluña, Galicia, Valencia, and the Basque Country. Yet the more recently empowered communities find themselves faced, in different ways, with rising demands for teaching and dealing with additional foreign languages: a situation generated by the increase in the number of foreign students and the new European context that expects students to master at least two foreign languages.

134. The population of foreign origin is growing rapidly:

- More than a third (34%) of foreigners recorded in Spain in 2001 arrived after 1995.
- The number of immigrants has grown by 6% annually over the past decade.

- At least 60% of immigrants are from countries where Spanish is not the local language (between 1991 and 2001, a change of 14% in all, with 9% coming from Europe, 24% from Central America, and 20% from Africa).

135. Table 1 illustrates the patterns of change in immigrant students, by CAs and by area of origin. The review team was struck by the importance awarded to the increased diversification of the student body at all levels: central, community and school. It is interesting to note that the spirit of the LOCE encourages pedagogical innovation and structural flexibility in adapting schools to rapid social change and to new cultural and linguistic circumstances. The capacity of schools and Training Centres to respond to this emerging trend with openness and creativity is commendable. All CAs' training plans recognise dealing with diversity as one of the key training lines and schools visited showed significant efforts to make immigrant students feel welcomed. Initiatives so far have mostly focused on teaching Spanish to foreign students, classroom management and recognition and respect of different cultural backgrounds.

Table 1: Immigrant students in Spanish schools, by Autonomous Community and area of origin, 1991-92 to 2000-01

	1991-92	2000-01	Average annual growth (%)
<i>Enrolments by Community</i>			
Andalusia	3.382	17.099	18
Aragón	512	2.777	18
Asturias (Principality of)	416	990	9
Balearic Islands	1.417	5.774	15
Canaries	2.843	10.441	14
Cantabria	129	660	18
Castilla y León	701	3.893	19
Castilla-La Mancha	281	3.449	29
Catalonia	10.215	23.493	9
Region of Valencia	5.089	12.254	9
Extremadura	128	1.354	27
Galicia	1.471	2.421	5
Madrid (Region)	7.893	38.587	17
Murcia (Region)	226	4.332	34
Navarra (Region)	340	1.842	18
Basque Country	1.131	2.954	10
Rioja (La)	89	831	25
Ceuta y Melilla	398	533	3
Total	36.661	133.684	14
<i>By area of origin</i>			
Europe	16.707	40.605	9
Africa	6.267	37.460	20
South America	7.862	35.099	16
Central America	1.050	8.673	24
North America	1.543	2.579	5
Asia	3.114	9.075	11
Australasia	118	120	0.2
Country not recorded	--	73	--
Total	36.661	133.684	14

Source: MOECS Statistics Office and Diagnóstico y Desarrollo (from Sanz V. *et al*, 2003).

Issues

136. The long experience of Spain's historically bilingual and multicultural communities may be regarded as a potential asset, facilitating the response to ever stronger and more diversified demands for bilingualism and multiculturalism on other fronts. In addition to the experience with bilingualism in some communities, the Roma population have long had a presence in Spain, and the approaches to their reception and integration have been exemplary, in the sense that each segment of the population has kept its own culture, while participating in that of the other.

137. Since 1998, the sharp upswing in immigration has partially offset the declining birth rate. The new immigrants come essentially from Latin America, Morocco and Europe. As far as the Europeans are

concerned, they appear to be integrating without major problems. As to the other groups, the challenge lies in teaching them the national tongue (Castilian) as a second language. The cultural and historic heritage that Latin American countries share with Spain means that there are no severe linguistic problems, but there is sometimes still an educational gap that poses a threat to social cohesion.

138. The rising importance of the North African population presents other challenges of a linguistic, historic and religious nature. Yet Spain's historic cohabitation with the Islamic world may offer solutions to a transition between the two cultures. No other European country has so many linguistic and architectural vestiges of Islamic culture. These common roots represent a wealth of opportunity for intercultural education.

139. But are teachers ready for this? The multicultural and multilingual challenges facing teachers are to be found not only in the major cities but also in rural communities. It will take strong political will to make the required adjustments to initial and continuing education as quickly as possible, to move beyond the second language acquisition approach of today to one of promoting competencies to live in a multicultural society.

Policy suggestions

Adjust initial and continuous training to better prepare teachers for diversity

140. The programmes reviewed suggested to us that initial teacher education does not pay enough attention to this important issue, although a number of initiatives have been developed in the form of in-service courses and programmes. If the system does not respond appropriately, rapid and shifting immigration patterns will endanger social peace in the future. The immediate response of the education system should be to include a systematic component for understanding the intercultural dimension of education activities as part of the reform of teacher education and professional development.

141. As well, in-service training in intercultural pedagogy could be offered in the local training centres, which could serve as resource centres with the assistance of universities working on this topic. There is no doubt that many teachers facing an intercultural classroom would be happy to take intercultural training.

Promote local pedagogical initiatives

142. The structure of teaching in the schools is normally based on the functioning of teams, which increases the varieties of response from the school as a whole, or in relation with the municipality. The increased autonomy that the LOCE gives the schools offers room for cultural adjustments and curriculum adaptation consistent with the school's intercultural missions. We noted such intentions in the community of Valencia.

Involve universities more closely in supporting school initiatives

143. The universities that provide initial education for teachers could institute multidisciplinary research and training projects in cooperation with the continuing training centres on topics related to multicultural education and teaching a diverse student population. The role of teacher trainers would then tend towards facilitating research and development. At the present time, teacher trainers seem more like marketing agents, offering courses to potential customers, which is surely not an appropriate role for meeting the new pedagogical demands.

Strengthen the research and information base

144. The INECSE could foster cooperation between communities or, more precisely, between local statistics centres, to address and monitor the area of diversity. The Education Assessment departments of every C.A. could conduct more qualitative surveys of teacher behaviour and practices with respect to different groups of students. Evaluating needs in the face of multicultural and multilingual circumstances in different communities is one of the most urgent matters to be addressed.

8. CONCLUDING REMARKS

145. Over the last 20 years, Spain has put considerable attention into its education system. Decentralisation has brought the system closer to needs of students and teachers. Teachers in Spain have a positive social image, have a salary that is competitive and ranks high among OECD countries in initial stages of the career. The attractiveness of the profession is confirmed by the large numbers of candidates that annually apply for a teaching position. The stability of the teaching profession and the civil servant status results in no problems for retaining teachers either.

146. The increasing diversity of the student population, European integration and a new knowledge economy pose considerable challenges for teachers' professional development. In this area, Spain is already in the process of addressing some of its weaknesses, particularly at the secondary level, but more is needed to ensure high quality of graduates and professionals nationwide. The system would greatly benefit from a better articulation among schools, training centres and universities, to ensure all key elements for the development of an effective professional under a Lifelong Learning approach are properly coordinated.

147. Given the high attraction to the profession and the large number of candidates that every year apply for a teaching position, Spain is in an excellent position to recruit the best ones. However, as it was noted during the visit, the current selection and recruitment system is not designed to ensure so. The current selection criteria applied under the civil servant framework to recruit new teachers are not aligned with the requirements of an effective teacher. Spain could greatly improve its selection and recruiting system by introducing some adjustments that would refine its selecting potential, while continuing to ensure transparency and legitimacy nationwide.

148. The newly adopted LOCE contains the potential for improving the effectiveness of the teaching body substantially. The changes heralded by this law could open the way to a new professional development framework and a more diversified career. The introduction of a new evaluation culture as an essential policy tool and the possibility to evaluate teachers' performance on a volunteer basis could become the engine for substantial discussion and consensus building among key stakeholders on what it takes to be an effective teacher.

149. Appendix 5 provides a summary of our main policy suggestions. The review team hopes that the issues identified in this Country Note will contribute to stimulating further discussions and further strengthening of teacher policy development in Spain.

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APPENDIX 1: THE OECD REVIEW TEAM

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Mr José Luis Pérez Iriarte. On behalf of the National Institute for Quality and Evaluation Head.

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Authors of the Country Background Report

Attracting, Selecting, Training and Retaining Quality Teachers in Spain, Thematic Report for the OECD

Mr. Virgilio Sanz Vallejo

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APPENDIX 3: PROGRAMME OF THE REVIEW VISIT

Monday, June 9th: Madrid

9.00: Meeting with Mrs Pilar Martin-Laborda and Mrs Paz de la Serna. MECD expectations concerning the experts visit. Spanish teacher policy relevant issues
9.00- 11.30: Meeting with Mrs Paz de la Serna to revise visit agenda. Meeting with Mr Virgilio Sanz, thematic study author. Short presentation of the study and questions by the experts.
12.00-13.00. Meeting with Mrs Myriam Valle.
13.00-14.00. Meeting with Mr José Luis Pérez Iriarte and Mrs Carmen Izquierdo from the National Institute for Quality and Evaluation
17.00: Mr Antonio Castro. Deputy Head General for Academic Management.
17.30: Mrs Encarnación Herrero. Socrates Agency Head.
18.00: Mrs Reyes Moreno. Leonardo Agency Head.

Tuesday, June 10th: Madrid

9.30-11.00 Meeting with :
Mr José M. de Ramón. Head. Academic Management Department.
Mr Miguel Zurita. Head. Human Resources Department.
Mrs M. Antonia Casanova. Head. Education Promotion Department.
Education Councillorship. Autonomous Community of Madrid.
11.00. Meeting with Mr Isidoro González Gallego. Teacher Training High Institute Head.
11.30-14.00 Visit. "San Miguel" State Infant and Primary School.
11.30-12.00: Meeting with the school:
Head: Mrs Natalia Figueruelo
Director of Studies: Mrs Marta Maroto
Secretary: Mrs Rosario Castro
12.00-12.20: Visit. 4 year old student classroom.
12.20-12.45 Visit. 8 year old student Computer Sciences classroom.
12.45-13.00 Visit. Compensatory education students classroom.
13.15-14.00 Meeting with the following school teachers:
Mrs M. Victoria López. Infant Education
Mrs Rosa Ruiz. Primary Education.
Mrs Eufemia López Cabeza. Primary Education.
Mrs Milagros García. Compensatory Education..
Mr Ildefonso Garrido. Primary Education.
16.30- 19.00 Education and Teacher Training Faculty. Autonomous University of Madrid.
16.30-17.00 Meeting with the Education and Teacher Training Faculty Dean. Mr Antonio Maldonado.

17.00-19.00 Parallel meetings with:
Education and Teacher Training Faculty professors and Pedagogic Aptitude Certificate (PAC) teachers.
Students from the Education and Teacher Training Faculty and the PAC .

Wednesday, June 11th: Madrid-Valladolid -Madrid

10.30- 12.00 Meeting with:

Mr Pedro Gonzalez Justo, Head. Teacher Training Department and two Advisers.

Education Councillorship. Autonomous Community of Castilla-León.

Mr Pedro Justel. Head . High Inspectorate.

12.00-14.00 Visit. Compulsory Lower Secondary Education, Higher Secondary Education and Vocational Training School “Rivera de Castilla”.

12.00-13.30. Meeting with the School Head, Mr Teobaldo Para Benito, the Director of Studies and the Secretary.

13.30-14.00 Meeting with Lower, Higher Secondary Education and Vocational Training teachers and the Guidance Department Head.

17.15-20.00 Visit. Teacher Training and Education Innovation Centre (TTEIC) 2

17.15-18.30 Meeting with the TTEIC Head. Mrs Estrella Gordaliza

18.30-19.30 Parallel meetings with:

The TTEIC Advisers and lecturers who teach courses for Infant, Primary and Secondary Education teachers.

Infant, Primary and Secondary Education teachers who are attending or have attended courses at the TTEIC.

Thursday, June 12th: Madrid- Valencia

12.30. Arrival and transfer to the Autonomous Community of Valencia Education and Culture Councillorship.

Mr José Antonio Acosta, High Inspectorate Head, welcomes the group.

13.00- 14.00 Meeting with:

Mr José Vicente Felip i Monlleó. Head. Department for Education Management and Innovation and Language Policy. Education and Culture Councillorship.

Mr Marcel Urrea. Head. Teacher Training Unit. Directorate General for Education Management and Innovation and Language Policy.

Mr José Luis Blasco. Head. Innovation Programmes and School Support Unit. Directorate General for Education Management and Innovation and Language Policy.

Mrs Nieves García Brizuela. Head. Valencia Culture and Education Department.

Mr Camilo Miró. Head. Valencia Education Inspectorate.

Mrs M. Angeles Herranz. Head. Directorate General for Education Management and Innovation and Language Policy.

Mr Felix Usano. Benicalap Secondary School Headmaster.

Mr José Antonio Acosta. High Inspectorate Head.

17.00-19.00 Visit. Benicalap Secondary School. Mr Felix Usano, Headmaster, welcomes the group.

17.00-17.30. Meeting with Compulsory Lower Secondary Education, Higher Secondary Education and Vocational Training students.

17.30-18.30 Meeting with the school Guidance Department Head and with Compulsory Lower Secondary Education, Higher Secondary Education and Vocational Training teachers .

18.30-19.00 Visit. Vocational Training Workshops.

Friday, June 13th: Valencia-Madrid

8.15. Education and Culture Councillorship. Autonomous Community of Valencia.

Mr José Antonio Acosta, Mr José Luis Blasco and Mrs Pilar Pérez Esteve (Adviser. Directorate General for Education Management and Innovation and Language Policy) join the group.

10.00-12.00: Visit. Rural School Grouping (RSG) “Oleana”

10.00-10.30: Mr José Viana, RSG Headmaster, Mr Antonio Berzal, Education Inspector and the Torrente Teacher Training and Education Resources Centre Adviser welcome the group.

Talk on the RSG “Oleana” organization by Mr José Viana.

10.30-11.00: Visit. Caudete de las Fuentes Rural School.

The group meets the teachers.

11.15-12.00: Visit. Los Corrales Rural School.

The group meets the teachers.

12.00-14.00: Visit. State Infant and Primary School “Canónigo Muñoz”. Utiel.

12.00-12.30: The school Headmaster, Mr Ricardo Ferrer, welcomes the group.

School premises visit.

12.30-14.00: Talk on the school organization by the Headmaster .

Workshop with:

The school board

Primary Education cycles coordinators

Projects coordinators.

17.00-18.15 Visit. Teacher Training and Education Resources Centre. (TTERC)

17.00. Mr José M Muñoz, TTERC Head, and Mr Antonio Miguel, Adviser from the Directorate General for Education Management and Innovation and Language Policy, welcome the group.

Brief introduction to the different teacher training courses and projects carried out by the TTERC, by Mr José M Muñoz.

17.15-18.15 Parallel meetings with:

Mr José M Muñoz

Mr Antonio Miguel

TTERC Infant, Primary and Secondary Education Advisers.

Monday, June 16th: Madrid

9.00 – 10.45. Meeting with the following stakeholders:

Mrs Pilar Martin-Laborda y Bergasa. Ministry of Education, Culture and Sport. Chairwoman.

Mr. José Manuel González. CSIF Trade Union.

Mr José Luis Negro. Dean. Graduates and Doctors Association. Madrid.

Don Carlos Romero. Headmaster. State Secondary School “Marqués de Suanes”. Madrid.

Mrs Isabel Bazo. President. Spanish Education Centres Confederation.

Mr Luis Arteaga. Inspector. Ministry of Education, Culture and Sport.

Mrs Blanca García Olmos. President. Secondary School Teachers Association.

11.00-12.15: Meeting with Mr Eugenio Nasarre, Chair of the Spanish Parliament Education Committee and Ms Sandra Moneo, Committee Rapporteur.

14.30-18.30 Working lunch with:

Mr Isidoro Gonzalez Gallego. Teacher Training High Institute Head.

Mr Luis Arranz. Dean. Education Faculty. University Complutense of Madrid (UCM).

Mrs Manuela Martin Sánchez. Experimental Sciences Department. Education Faculty . UCM.

Mrs Carmen Gonzalez Landa. Language and Literature Department. Education Faculty . UCM.

Mrs Carmen Jiménez Fernández. Education Faculty. Open University.

Mrs Isabel Brincones. Head. Education Sciences Institute. University of Alcalá.

Tuesday, June 17th: Madrid

13.00–14.00. Meeting with the National Advisory Committee.

Presentation by the review team of their initial impressions.

14.30. Lunch with Mrs Isabel Couso and Mrs Pilar Martin-Laborda y Bergasa.

Visit conclusions and next actions planning

16.30 End of the visit.

APPENDIX 4: COMPARATIVE INDICATORS ON TEACHERS

	Spain	OECD country mean	Spain's rank ¹
SCHOOL SYSTEM EXPENDITURE			
Expenditure – total (2000)			
Expenditure on all educational institutions as a % of GDP	4.9	5.5	=21/29
Expenditure on schools and post-secondary non-tertiary educ. institutions as a % of GDP	3.3	3.6	=20/29
Total education expenditure from public sources (%)	87	88	19/27
Expenditure per student (2000)²			
Primary (US\$)	3941	4381	16/26
All secondary (US\$)	5185	5957	19/26
Current expenditure – composition (2000)³			
Compensation of teachers (%)	76	63	2/17
Compensation of other staff (%)	10	15	14/17
Compensation of all staff (%)	86	80	6/27
Non-staff expenditure (%)	14	20	22/27
SCHOOL-AGE POPULATION			
Expected changes in the school-age population by 2010 relative to 2000 (2000=100), Source: OECD (2001)			
Ages 5-14	89	91	=17/30
Ages 15-19	78	98	27/30
SCHOOL STAFF NUMBERS			
Ratio of students to teaching staff (2001)⁴			
Primary	14.7	17.0	17/29
All Secondary	11.0	13.9	19/26
Average class size (public institutions, 2001)⁵			
Primary	19.5	22.0	16/23
Lower secondary	24.5	23.8	6/22
Staffing levels (2001)			
Classroom teachers, academic staff and other teachers, primary and secondary schools, per 1000 students, in full-time equivalents	81	71	12/29
Distribution of school staff by personnel category (upper sec., 2001)^{6,7}			
<i>Source: OECD (2004)</i>			
Management personnel (%)	7	5	3/14
Teachers (%)	77	73	5/14
Teacher aides (%)	0	2	=12/14
Professional support personnel (%)	3	4	=7/14
Other support personnel (%)	13	17	=9/14

CHARACTERISTICS OF THE TEACHER WORKFORCE

Gender distribution of teachers (% of females, 2001)⁸

Primary	71	79	20/25
Lower secondary	Included in upper secondary	65	--
Upper secondary	52	51	13/24

GRADUATES FROM INITIAL TEACHER EDUCATION

Tertiary graduates with qualifications in education (2001)⁹

Tertiary-type A and advanced research programmes (%)	14	13	10/25
Tertiary-type B programmes (%)	5	13	13/17

TEACHER EMPLOYMENT

School responsibility for the hiring of teachers (upper secondary, 2001)⁶

% students attending schools which are responsible for hiring teachers	26	67	11/13
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TEACHER VACANCIES and ABSENTEEISM

Teaching vacancies (upper secondary, 2001)⁶

% students attending schools where there are no vacancies to be filled	8	6	5/13
% of FTE teaching posts needed to be filled ¹⁰	15	12	4/13

Perceived difficulty in hiring fully qualified teachers (upper sec., 2001)^{6, 11}

Language of instruction	2	13	12/14
Mathematics	8	33	14/14
Foreign languages	7	32	11/14
Social studies	1	8	14/14
Sciences	2	30	14/14
Computer sciences/information technology	37	49	10/14

Methods used to cover teaching vacancies (upper secondary, 2001)^{6, 12}

Hire a fully qualified teacher	98	90	4/13
Hire a teacher with less than a full qualification	0.3	35	13/13
Cancel a planned course	2	3	9/12
Expand the size of some of the classes	9	9	7/13
Add sections (courses) to other teachers' normal teaching hours	14	36	11/13

Teacher absenteeism (upper secondary, 2001)⁶

% of class periods cancelled due to absence of assigned teacher	3	4	8/14
% of class periods covered by another teacher due to absence	3	7	11/12

TEACHER WORKLOADS

Net teaching time, hours per year (2001)¹³

Primary education	880	792	8/26
Lower secondary education	564	714	21/25
Upper secondary education, general programmes	548	656	20/25

Specific tasks that may be required of teachers by regulations, without any adjustment in teaching time (lower secondary, 2000-01)¹⁴ Source: Eurydice (2003)

Supervision between lessons (except during lunch breaks)	√	16/24
Supervision after school hours	√	9/24
Standing in for absent colleagues	√	16/23
Support to future teachers and new entrants	√	9/23
Teamwork on the school plan, cross-curricular work, drawing up the curriculum	√	21/24
Teamwork on internal evaluation of the school	√	19/24

STUDENT VIEWS

PISA index of teacher support for 15-year olds (2000) ¹⁵ , Source: OECD(2002)	0.09	0.02	12/27
PISA index of disciplinary climate for 15-year-olds (2000) ¹⁶ , Source: OECD(2002)	-0.17	0.00	22/27

TEACHER SALARIES

Annual teacher salaries, public schools (with minimum training, 2001)²			
Primary - starting salary (US\$)	26 875	21 982	8/29
Primary - 15 years experience (US\$)	31 357	30 047	16/29
Primary - top of scale (US\$)	39 123	36 455	13/29
Primary - ratio of salary after 15 years experience to GDP per capita	1.50	1.31	9/29
Lower secondary - starting salary (US\$)	30 228	23 283	4/28
Lower secondary - 15 years experience (US\$)	35 215	31 968	11/28
Lower secondary - top of scale (US\$)	43 790	38 787	9/28
Lower sec. - ratio of salary after 15 years experience to GDP per capita	1.68	1.34	5/28
Upper secondary, general - starting salary (US\$)	31 345	24 350	3/28
Upper secondary, general - 15 years experience (US\$)	36 500	34 250	13/28
Upper secondary, general - top of scale (US\$)	45 345	41 344	12/28
Upper secondary, general - ratio of salary after 15 years to GDP per capita	1.74	1.43	5/28
Ratio of salary after 15 years experience to starting salary (2001)			
Primary	1.17	1.37	26/29
Lower secondary	1.16	1.38	25/28
Upper secondary, general programmes	1.16	1.41	27/28
Number of years from starting to top salary (lower secondary, 2001)			
	39	25	2/27
Salary per hour of net contact (teaching) after 15 years experience (2001)²			
Primary (US\$)	36	37	16/26
Lower secondary (US\$)	62	45	4/25
Upper secondary, general programmes (US\$)	67	52	5/25
Ratio of salary per teaching hour of upper secondary and primary teachers	1.87	1.38	1/25
Real change in teachers' salaries (between 1996 and 2001) (1996=100)¹⁷			
Primary – starting salary / minimum training	94	110	22/22
Primary – salary after 15 years of experience / minimum training	93	109	22/22
Primary – salary at top of scale / minimum training	91	109	22/22
Lower secondary – starting salary / minimum training	106	110	=10/21
Lower secondary – salary after 15 years of experience / minimum training	105	109	=11/21
Lower secondary – salary at top of scale / minimum training	102	110	=13/21
Upper secondary – starting salary / minimum training	94	107	21/21
Upper secondary – salary after 15 years of experience / minimum training	94	106	21/21
Upper secondary – salary at top of scale / minimum training	93	107	21/21
Increases to base salary for teachers in public schools (2001)¹⁸			
Holding a higher than the minimum qualification required to enter teaching			15/29
Reaching high scores in the qualification examination			3/29
Holding an educational qualification in multiple subjects			3/29
Successful completion of professional development activities	√		9/29
Management responsibilities in addition to teaching duties	√		22/29
Holding a higher than minimum level of teacher certification or training obtained during professional life			13/29
Outstanding performance in teaching			11/29
Teaching courses in a particular field (e.g., mathematics or science)			6/29
Teaching students with special educational needs (in regular schools)			14/29
Teaching more classes or hours than required by full-time contract			21/29
Special activities (e.g., sports, drama and homework clubs, Summer school)			15/29
Special tasks (e.g., training student teachers, guidance and counselling)			16/29
Teaching in a disadvantaged, remote or high cost area (location allowance)	√		18/29
Family status (e.g., married, number of children)	√		12/29
Age (independent of years of experience)			6/29
Other			12/29

TEACHER PROFESSIONAL DEVELOPMENT

School provision of professional development (upper secondary, 2001)^{6, 19}			
School has a separate budget for teacher professional development (%)	17	61	13/14
School provides time for teacher professional development (%)	33	78	14/14
School organises staff development activities (%)	72	79	12/14
Teacher participation in professional development (upper sec., 2001)^{6, 20}			
<i>All types of professional development</i>			
ICT-related professional development activities (%)	29	32	8/14
Other than ICT-related professional development activities (%)	40	48	9/14
<i>Course-type professional development</i>			
Courses on subject matter, methodology and other education-related topics	87	94	12/14
Conferences where teachers and/or researchers discuss educational problems	50	69	13/14
A degree programme (e.g., Master's programme, Ph.D.)	55	68	11/14
<i>Mentoring and peer observation types of professional development</i>			
Observational visits to other schools (%)	34	53	11/14
Regularly scheduled collaboration among teachers on instruction issues (%)	79	82	10/14
Mentoring or peer observation and coaching as part of a formal arrangement (%)	36	54	13/14
Collaborative research and/or development on a topic related to education (%)	76	73	5/14
Network of teachers (organised by an outside agency or over the Internet (%)	32	55	14/14
<i>Other types of professional development</i>			
Visited companies/employers (%)	68	70	8/14
Teacher participation in prof. development (teachers of 15-year olds, 2000),			
<i>Source: PISA Database, 2001</i>			
% teaching staff who attended a programme of prof. Dev. in the last 3 months ²¹	42	42	12/27

Sources: All data are from OECD (2003), *Education at a Glance, OECD Indicators 2003*, Paris, unless indicated otherwise.

Notes:

1. "Spain' rank" indicates the position of Spain when countries are ranked in descending order from the highest to lowest value on the indicator concerned. For example, on the first indicator "Total education expenditure from public sources", the rank "19/27" indicates that Spain recorded the 19th highest value of the 27 OECD countries that reported relevant data. The symbol "=" means that at least one other country has the same rank.
2. Expressed in equivalent US\$ converted using purchasing power parities.
3. Expenditure on goods and services consumed within the current year which needs to be made recurrently to sustain the production of educational services. Refers to current expenditure on schools and post-secondary non-tertiary educational institutions. The individual percentages do not always sum to the totals due to rounding.
4. In public and private institutions; calculations based on full-time equivalents. "Teaching staff" refers to professional personnel directly involved in teaching students.
5. Calculated by dividing the number of students enrolled by the number of classes (excluding special needs programmes and teaching in sub-groups outside the regular classroom setting).
6. As reported by school principals. The figure is computed weighting the response for each school sampled by the number of students enrolled in that school.
7. *Management personnel* includes professional personnel who are responsible for school management and administration, i.e., principals, assistant principals, headmasters, and assistant headmasters. *Teacher aides* includes non-professional personnel or students who support teachers in providing instruction to students. *Professional support personnel* includes professional staff who provide student services, e.g., guidance counselors, librarians and psychologists. *Other support personnel* includes maintenance and operations personnel, e.g., receptionists, secretaries, plumbers, drivers, cleaning personnel, etc.
8. In public and private institutions, based on head counts.
9. Percentage of tertiary graduates who graduated with qualifications in education. "Tertiary-type A" programmes generally involve at least three years full-time study, and typically last four or more years.

- “Tertiary-type B” programmes are generally shorter, less theory-based, and are designed for direct entry to the labour market.
10. Ratio of vacant posts to the total number of FTE teachers at the beginning of the 2001-02 school year.
 11. Percentage of students attending schools where principal reported difficulty.
 12. Percentage of students attending schools that use the listed methods to cover teaching vacancies.
 13. Calculated on the basis of the annual number of weeks of instruction multiplied by the minimum/maximum number of periods that a teacher is supposed to spend teaching a class or a group, multiplied by the length of the period in minutes and divided by 60. Excludes breaks between lessons and days when schools are closed for holidays.
 14. In this indicator, the column of “OECD country mean” indicates the number of countries, in which special tasks are required of teachers, out of 33 countries whose data is available. For example, in the column “Supervision between lessons (except during lunch breaks)”, 22/33 indicates that in 22 countries this task is required of teachers.
 15. PISA index based on the percentage of 15-year olds who report that in most or every test language lesson, the teacher: (i) shows an interest in every student’s learning; (ii) gives students an opportunity to express opinions; (iii) helps students with their work; (iv) continues teaching until the students understand; (v) does a lot to help students; (vi) helps students with their learning; and (vii) checks students’ homework. A positive value on the index indicates that the students responded more favourably than all students on average, in OECD countries; a negative value indicates that they responded less favourably on average.
 16. PISA index based on the percentage of 15-year olds who report that in most or every test language lesson: (i) the teacher has to wait a long time for students to quieten down; (ii) students cannot work well; (iii) students don’t listen to what the teacher says; (iv) students don’t start working for a long time after the lesson begins; (v) there is noise and disorder; and (vi) at the start of class, more than five minutes are spent doing nothing. A positive value on the index indicates that the students responded more favourably than all students on average, in OECD countries; a negative value indicates that they responded less favourably on average.
 17. Index of change between 1996 and 2001 in teachers’ salaries converting 1996 salaries to 2001 price levels using GDP deflators. The index is calculated as $\text{teacher salary 2001 in national currency} * 100 / \text{Teacher salary 1996 in national currency} * \text{GDP deflator 2001}$.
 18. OECD (2003) gives information about the authority responsible for making the decision regarding the increase. In this indicator the column “OECD country mean” indicates the number of countries, in which adjustments to base salary is adopted, out of 29 countries whose data is available. For example, in the column “Holding a higher than the minimum qualification required to enter teaching” 15/29 indicates that in 15 countries adjustment to base salary is adopted to those teachers who hold a higher than the minimum qualification to enter teaching.
 19. Percentage of students whose school principal reported school support for teachers’ professional development.
 20. Percentage of students attending schools where principals reported that at least one teacher participated in professional development activities during the 2000/2001 school year.
 21. In the PISA 2000 questionnaire, principals were asked what percentage of teaching staff in their school have attended a programme of professional development in the last three months. The average country figure is computed weighting each school figure by the number of students enrolled in that school.

APPENDIX 5: SUMMARY OF THE MAIN POLICY SUGGESTIONS

Priority area	Issues and findings	Policy suggestions
Strengthening teachers' initial education	<p>Great autonomy and diversity of universities</p> <p>Gap between academic education and practical training</p> <p>No sufficient training for tutors</p> <p>Few linkages between content of programmes and national priorities.</p>	<p>Adopt professional graduation standards</p> <p>Strengthen link between universities and schools</p> <p>Provide further recognition to tutors</p> <p>Initial education to include: ICTs, languages, interculturalism and the new student profile</p>
Strengthening teachers' professional development	<p>Offer based on analysis of teachers' needs</p> <p>Offer of training greatly dispersed</p> <p>Methodology relies mainly on discrete courses</p> <p>Evaluation based essentially on degree of user satisfaction</p>	<p>Modify offer of programmes to meet national and regional priorities</p> <p>Evaluate impact of in-service on teaching practices in the classroom and on students' learning</p> <p>Help every teacher prepare a continuing professional development path</p>
Improving teacher recruitment and selection	<p>CO is too academic, covering too many subjects</p> <p>Absence of clearly defined criteria for assessment by the tribunals</p> <p>Recruiting combined with selection</p>	<p>Increase focus on « problem-solving » themes</p> <p>Provide standards for CO assessment</p> <p>Separate selection from recruitment</p>
Enriching the teaching career	<p>Limitations of “sexenio” as an incentive mechanism</p> <p>Flat career, not many options</p> <p>Lack of incentives and recognition</p>	<p>Link continuous training and classroom performance more closely with promotion</p> <p>Diversify teaching profiles</p> <p>Facilitate upward professional mobility</p> <p>Promote further teacher exchanges with European Union countries</p>
Aligning teacher workforce management	<p>CAs are inward-looking</p> <p>Difficulties in attracting school principals</p> <p>The CAs have the final say in decisions (very great autonomy)</p> <p>Limited evaluation culture</p>	<p>Create networking among CAs</p> <p>Recognise the new profile of the principal through incentives and adequate training</p> <p>Use evaluation to guide the education system's future course</p>
Responding to multiculturalism and multilingualism	<p>Receives little attention in initial education of teachers and in the TED</p> <p>INECSE statistics do not address the topic</p>	<p>Introduce this dimension into initial education for primary and secondary teachers</p> <p>Encourage this dimension into in-service training</p> <p>Promote regional initiatives to address the issue at the local level</p> <p>Encourage practical or theoretical research in universities</p> <p>Develop appropriate indicators and introduce statistical monitoring of this issue</p>

