



NATIONAL STATE OF PLAY

SPAIN

DEFINITIONS AND STRATEGIES IN LLL



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Introduction

DESK RESEARCH

Lifelong Learning (LLL) and the concept of learning outcomes have evolved from recommendations of the Lisbon Strategy of March 2000 into key concepts that preside over a good part of European policies in education and training. In Spain, according to the Survey of the Economically Active Population 2014 (2nd Trimester), there are 12,881,100 persons aged 16+ who do not possess basic obligatory education qualifications (33.5%) and there are 13,459,400 workers who have not received any specific preparation for their professional activity (58.2%).

In Spain there is clear concern among educational administrations with regards to adult training. When the General Law of Education of 1970 was introduced, the issue of defining adult training policies was raised. However, up until the 1990s, no specific funding had been dedicated to these policies in either the educational area (development of the General Educational System Regulation Act of October 1990 [LOGSE]) or in the labour area (development of occupational and continuous training).

In the 21st century we are presented with the significant challenges of achieving school success among the whole student body and of reducing the rates of early-school leavers. In this regard, there are noteworthy bands of the population that require a qualitative jump in their personal and social development and a formal recognition of their basic level of education or professional qualifications.

In Spain we must strive to improve participation, quality, financing and development in the LLL sector. There are many examples of good initiatives carried out by administrations and non-profit civil society organisations but they are dispersed across the country and they lack synergy between them. State-wide and locally coordinated action is necessary to improve adult learning, to extend and facilitate access to this form of learning, to promote suitable financing and to ensure the efficient use of the resources available. We must also face up to the changes on the horizon in the European labour world. According to the predictions of the European Centre for the Development of Vocational Training (CEDEFOP), by 2020 only 15% of 235 million work posts will correspond to low-skilled or unskilled workers. In Spain, low-skilled workers are predominant (42.4%), demonstrating a clear deficit in average qualifications with regards to the forecast for 2020.

The Spanish Government's LLL Action Plan is to implement the European Commission's Action Plan of 2007 on Adult Learning (It is always a good time to learn) and the renewed European Agenda for Adult Learning for 2012-2014. The Plan is aimed at increasing the rate of participation among the adult population in education and training by coordinating the available resources in order to facilitate the incorporation of these individuals in learning activities. The Plan is the result of a work process undertaken by the Ministry of Education from 2009 to 2011, during which it collected the opinions and suggestions of the Spanish Government's departments, autonomous communities, social agents, federations, coordinators, and other institutions of civic society related to adult education.

In order to achieve the aims of the LLL Action Plan, the Spanish Government has proposed – to local administrations, the autonomous communities, social agents and organisations or entities related to the sector – the coordination of actions and resources and participation in the 8 strategic axes of the Ministry of Education's Action Plan 2010-2011, the Sustainable Economy Law, and Royal Decree 1/2011 on Urgent Measures for the Promotion of the Transition to Stable Employment and the Professional Requalification of Unemployed Persons:

1. The development of mechanisms that facilitate the reincorporation of the adult population into the educational system so they may gain the title of Graduate of Obligatory Secondary Education.
2. The generalisation of recognition for professional competencies as a tool for increasing the qualification level of the active population, especially the qualification level of low-skilled workers.
3. The establishment of new ways of accessing vocational training and making work and studying compatible for young school leavers.
4. The reinforcement of the need to update and acquire new professional skills, enabling people to successfully confront the changing labour market.
5. The promotion of adult access to the Baccalaureate, vocational training and university.
6. Offering formal and non-formal education and training to people at risk of social exclusion as a strategy to fight poverty and marginalisation.
7. Raise awareness among the population of the possibilities of continuous training.
8. The establishment of mechanisms to improve the quality and which enable the periodic evaluation of the implementation of LLL policies, with the participation of all of the agents involved.

The European indicator – European Lifelong Learning Index (ELLI) – reflects the situation of continuous learning in Europe. It considers a wide range of activities in different areas (at school, in the community, at work, at home, etc.) through different approaches (formal education, professional learning, personal development, social cohesion, etc.). In this index of global evaluation, Spain (46) is close to the European average (45) but some way off the most advanced European countries (Denmark 76; Sweden 71; Holland 66; Finland 65). These indices clearly show the difficulty Spain faces in the next few years in launching a deep transformation of its economically active population and its qualification levels. As such, adult learning becomes a way to improve the qualifications of low-skilled individuals whose professional abilities have become out-dated. This turns out to be particularly relevant if we consider the changes to the European labour market. Indeed, by 2020, 85% of job posts will require highly-skilled workers. In Spain, where exiting the economic crisis will be predictably associated with the development of emerging production sectors, the need for highly-skilled workers will only be heightened. With this in mind, affording low-skilled workers new opportunities for social and labour integration must be a priority.

Adult education options are described in Chapter IX of Education Act 2/2006, of May 3 2006. The Ministry of Education and the education departments of autonomous communities, through public centres, private centres or through agreements with social non-profit organisations, offer formal and non-formal adult education courses and training opportunities. These training opportunities mainly take place at adult educational centres, although some take place in Baccalaureate centres and others are often available by distance learning or tele-learning.

In the labour sector, training programmes for the economically active population are regulated by Royal Decree 395/2007 on Professional Training for Employment, which includes training courses that companies organise for their workers and free sectorial or inter-sectorial access to social agent plans. Likewise, there are training options that are designed, in particular, for the unemployed population. These options are the fruit of an agreement between the Public Service for Employment and different institutions at a state or regional level.

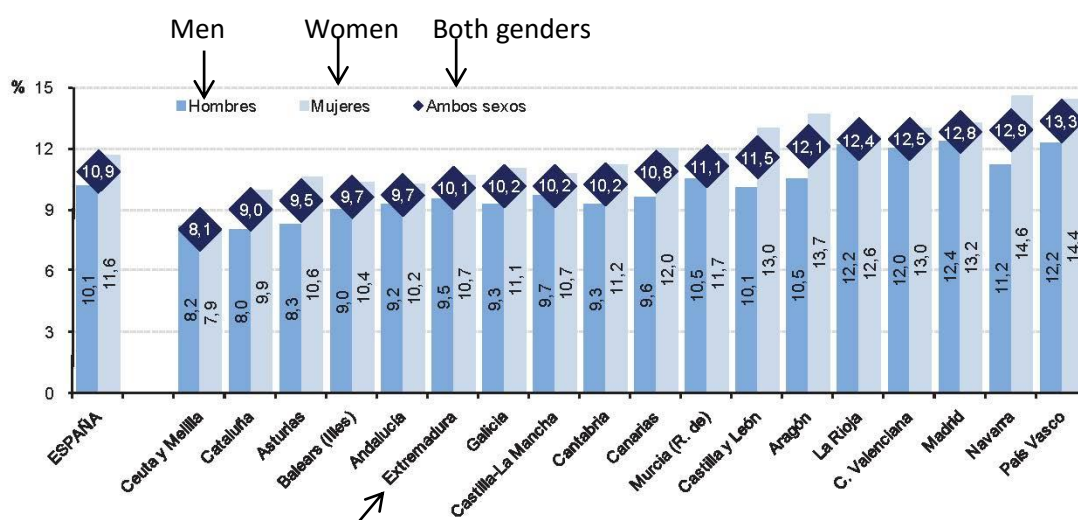
Municipalities are also involved in the non-formal and informal educational activities in their towns and cities. They organise folk high schools, programmes on gender equality, or adult classrooms, to name a few examples.

In addition, other public entities (other departments, councils, universities, etc.) and private organisations, especially non-profit organisations (benefit societies of savings banks, associations, folk high schools, etc.) also offer adult education programmes. According to information provided by the National Institute of Statistics (INE), mainly adults aged 45 years old and over attend these training courses and the most popular subjects are new technologies and humanities.

With regards to adult participation in LLL in Spain, the Survey of the Economically Active Population Survey and the Labour Force Survey (Eurostat) have published the following figures:

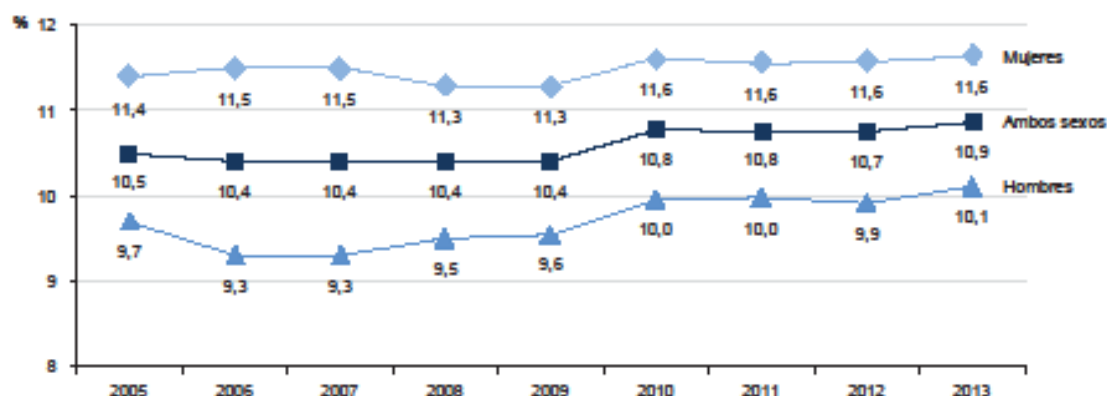
- In 2013, 10.9% of the adult Spanish population took part in a training activity. State-wide, participation was higher among women, standing at 11.6 % compared to 10.1% among men. Distribution according to autonomous community is expressed in the following graph.

Percentage of population from 25 to 54 years old who took part in a training or LLL activity

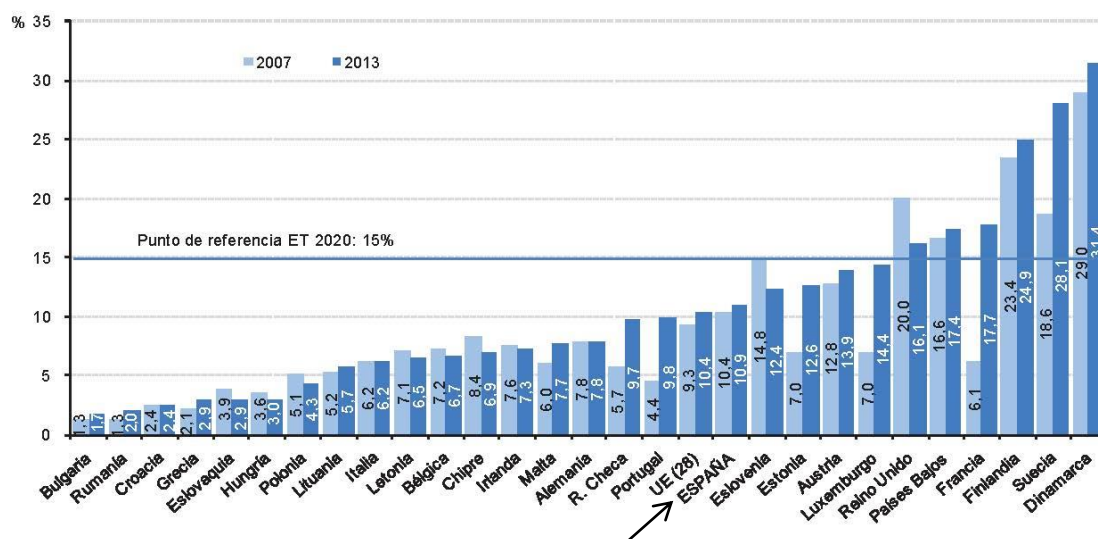


- Between 2005 and 2013, adult participation in LLL activities increased slightly from 10.5% to 10.9%. Female participation was superior to male participation throughout the whole period, although the increase rate was higher in men.

Development of Spanish population who took part in an LLL activity



- In the European Union (EU) in 2013, 10.4% of the active population between 25 and 64 years old took part in a training or LLL activity. As such, the EU has not yet reached the 2020 aim (15%) although there are some countries that have exceeded this reference point:



The Teaching and Learning International Survey 2013 (TALIS) published the following key figures about LLL in Spain:

- With regards to the establishment of a comprehensive framework for formal teaching:
 - Feedback and appraisal mechanisms are rare in Spain. One-third of teachers (32%) report never having received feedback in their current school, and 36% of teachers work in schools where the principal reports that teachers are generally never formally appraised (the TALIS averages are 12% and 7%).
 - Less than half (43%) of teachers in Spain report receiving feedback following a classroom observation, and 87% report never observing other teachers' classes and providing feedback (TALIS averages are 79% and 45%). Three-quarters of teachers in Spain work in schools where the principal reports that there is no induction programme, and for 59% there is no access to a mentoring system (TALIS averages are 34% and 26%).

- Strong performance is rarely rewarded. One in five teachers in Spain (18%) agree or strongly agree that the best-performing teachers in their school receive the greatest recognition, and 10% report a moderate or large positive change in salary and/or a financial bonus after they received positive feedback on their work at their school (TALIS averages are 38% and 25%).
- With regards to making professional development more attractive and relevant for teachers:
 - In Spain, teachers receive little support for professional development (PD). Four out of five teachers agree or strongly agree that there are no incentives for their participation in PD (the TALIS average is 48%). A low percentage of teachers receive scheduled time for activities that take place during regular working hours at the school (23%), a salary supplement for activities outside working hours (2%) or non-monetary support (such as reduced teaching, days off or study leave) for activities outside working hours (6%) to participate in PD (TALIS averages are 54%, 8% and 14%, respectively).
 - Relevant PD is relatively rare. Approximately two teachers out of three (61%) agree or strongly agree that there is no relevant PD offered (the TALIS average is 39%).
- With regards to making the most of school autonomy by empowering school leaders and strengthening their capacity:
 - Principals report relatively low school autonomy. Only 33% of teachers work in schools where the principal reports considerable responsibility for determining course content, and 37% work in schools with responsibility for establishing student-assessment policies (TALIS averages are 65% and 79%).
 - Principals also report lower levels of capacity to perform their roles. More than 40% of principals in Spain indicate that they have never had preparation for instructional leadership, such as establishing well-articulated goals or a safe environment conducive to learning and ensuring that teachers' efforts are focused on instruction and their own instructional improvement (TALIS average is 22%).
- With regards to valuing and attracting the best teachers to the most challenging schools:
 - The overwhelming majority of teachers in Spain (95%) are satisfied with their job, but only 8% believe that the teaching profession is valued in society (TALIS averages are 91% and 31%).
 - In Spain, teachers with more than five years of teaching experience are 20% less likely to work in schools with more than 30% of students from socio-economically disadvantaged homes.

1. National frameworks for lifelong learning: towards flexible pathways and comprehensive education and training systems

DESK RESEARCH

Short introduction on the national culture as regards lifelong learning

In Spain, most educational administrations reveal the need to provide suitable educational options, promoting the ability to learn from a perspective of lifelong learning. As such, Education Act 2/2006, of May 3 2006, which was modified by Organic Law 8/2013, of December 9 and designed for the improvement of the quality of education, states that specific curricula will be established for the education of adults and aimed at the attainment of one of the titles or certifications recognised therein. It also indicates that adults who wish to acquire basic education competences and knowledge will be afforded options adapted to their conditions and needs. Nevertheless, due to the diversity of realities in Spain, administrations believe that the necessary resources are still not used to attend to the needs of continuous training and that it would be desirable to improve coordination between educational administrations and other organisations in order to optimise resources and to avoid a duplication of training programmes. Other aspects that could be altered are the inflexibility of the system and the difficulties that some people experience in accessing the information, receiving orientation, taking advantage of educational programmes and underlining what has been learned through the training and labour experience.

There are two circumstances that especially favour development towards improvement in the area of LLL: on the one hand, the great number of possible users who, at this moment in time, are more aware of the need and importance of continuous training and, on the other hand, the potential for institutional action related to LLL using the human and material resources of external networks, which could affect the great number of citizens to whom LLL is offered. Therefore, it is necessary to improve collaboration with other institutions and administrations in order to extend and complement the educational system's training networks. To confront the challenge of reaching all possible users, regardless of where they live and their previous training, this implies awareness of the adult population so they may learn to understand that training is a voluntary, necessary and continuous process of personal growth. The necessary basic training must be extensive so it may be available via virtual education, classrooms must be created in areas where the population is more dispersed, and the necessary conciliation of working hours with educational activities must be facilitated.

Allowing for this, LLL in Spain is a continuous and unfinished process of learning that is not restricted to a formative model, context or specific period in life. It involves the acquisition and improvement of learning that is relevant to personal, social and labour development and it allows the individual to adapt to dynamic and changeable contexts. In this regard, we understand that LLL is a process that begins at birth and continues until death. It takes place in different contexts (family, community, school, etc.) and, therefore, it continues beyond the school. It is constituted of learning via formal, non-formal and informal approaches with the integral development of the person as its aim, while contributing to the acquisition and improvement of competences (knowledge, skills and behaviours) and qualifications that enable personal accomplishment, the exercising of citizenship, social integration, adaptability, employability, and the ability to adapt to a changeable reality.

Consequently, the definition of LLL is an organisational principle in all forms of education (formal, non-formal and informal) with better integrated and inter-related components. It is based on the premise that learning is not confined to a specific period in life. It goes "from the cradle to the grave" (horizontally), it considers all contexts in which people coexist – family, community, work, studying, and leisure (vertically) – and it involves humanist and democratic values such as emancipation and

inclusion (in the deepest sense). It emphasises the assurance of relevant learning (not just education) beyond the school system.

Is a national LLL strategy in place? How are EU frameworks implemented?

In Spain, Education Act 2/2006, of May 3 2006 regulates the training options provided by the National Ministry of Education, the different regional departments of education, public and private educational centres and non-profit entities (NGOs, Chambers of Commerce, associations, etc.):

- Basic education: initial education and secondary education for adults, aimed at obtaining the title of Graduate of Obligatory Secondary Education.
- Post-compulsory education: Baccalaureate and vocational training.
- Preparation for admission tests for vocational training courses.
- Preparation for admission tests for the title of Graduate of Obligatory Secondary Education. This test, which is for people aged 18 years old and over, is managed by education councils and hosted in adult education centres.
- Preparation for university access tests for people aged 25 years old and over.
- Programmes for Initial Professional Qualification certificates.
- Training in Information and Communication Technologies (ICT).
- Learning of foreign languages.
Educational option of basic and intermediate levels of "That's English!" via distance learning, which is recognised by official language schools.
- Spanish as a Foreign Language, courses for personal, social and participatory development, such as those on Health Education and Healthy Habits, Occupational Health and Safety, Road Safety Education and others, within the autonomy of educational centres.
- Operational Workshops for Labour Integration.

In the labour sector, training programmes for the economically active population were regulated by Royal Decree 395/2007 on Professional Training for Employment, which includes the training that companies organise for their workers and which is offered through sectorial or inter-sectorial social agent plans, with economically active workers being able to access it for free. Likewise, there is a range of training actions that give preference to unemployed individuals by means of agreements between the Public Service for Employment and different state or autonomous region institutions.

Royal Decree 395/2007 was recently modified by Royal Decree 4/2015 of March 22. According to its preamble, it aims to create a training system to accompany workers as they access training, maintain their skill levels and achieve re-employment, while also aiding their capacity for personal and professional development and creating a system that promotes the acquisition and updating of knowledge. It also aims to improve workers' prospects of stable employment and to improve the competitiveness of companies and the Spanish economy. However, despite the importance of this regulation, this reform has not been supported by employers' organisations or trade unions. The main innovations regulated by Royal Decree 4/2015 are as follows:

- Employers and trade unions are allowed to work in diagnosing and detecting training needs, but not in the management of funds or the delivery of training programmes.
- Training for employed workers must be given by accredited training centres and/or employees must be enrolled in an agreed programme.
- Training institutions must be registered or accredited if they intend to provide a catalogue of Specialist Training or teaching.
- Training for professional certificates must meet the requirements specified in the rules of the specific certificate in question.

- The Tripartite Foundation becomes the State Foundation for Employment and Training.
- Regarding the ways in which training is given: from 01/01/2016 “conventional” distance learning will not be possible; only classroom learning and tele-learning will be permitted.
- A special unit of the Inspectorate of Labour and Social Security is created to control vocational training for employment.
- The penalty regime becomes stricter: training entities may be penalised and, in the event of infringements, they are jointly responsible for all participants and the return of the sums obtained.
- In sectorial training and inter-sectorial training, the maximum limit of funds that may be issued in advance shall be 25% of the grant.

In the local area, local corporations play a significant role, with many of them belonging to the International Association of Educating Cities (IAEC), which considers education to be a key concept in the fundamental development of people, with the actions of the individual complementing the formal education system. The intervention of local councils in the educational actions of their cities, which are generally informal in nature, has resulted in citizens being offered instruments such as folk high schools, gender equality programmes and adult classrooms.

In addition, training options for the adult population exist thanks to the initiatives of other public entities (other departments, local councils, universities, etc.) and private institutions, especially non-profit groups (benefit societies of savings banks, associations, folk high schools etc.). According to information provided by the INE, this type of education is mainly chosen by members of the population who are over 45 years old. The topics that are most popular are those related to the incorporation of new technologies and humanities.

The Action Plan is aimed at the whole population and seeks to increase their professional, personal and social skills, complementing those already acquired during the individual’s journey through the educational system in initial schooling. Nevertheless, the Action Plan prioritises attention for low-skilled or unskilled groups, to whom it must offer new opportunities that aid social and labour integration. These groups include, in particular:

- Adult population lacking the basic skills corresponding to compulsory education.
- Economically active population lacking accreditation of professional qualifications.
- Young people who have not obtained the title of Graduate of Obligatory Secondary Education.
- Early school leavers.

In order to achieve the objectives of the LLL Action Plan, the Spanish Government urges administrations, autonomous communities, local councils and organisations or entities related to the sector to take part in actions in the following strategic areas:

1. The development of mechanisms that facilitate the reincorporation of the adult population into the educational system in order to obtain the title of Graduate of Obligatory Secondary Education.

Spanish society increasingly demands knowledge of the basic skills corresponding to Obligatory Secondary Education. Without these skills, an individual is at serious risk of exclusion from the labour market system and a socially active life. Attracting adults who do not possess mandatory education titles to training and education programmes is an obligation and responsibility of administrations. As such, it is necessary to offer opportunities that enable adults to advance and improve their qualification levels in a manner that is flexible and adapted to their personal situation. Information and advice play a key role in managing and motivating this group. This programme hopes to offer a solution, preferably to two groups:

- Adults who obtained the title of School Graduate under the Education Act of 1970, which does not allow them to access vocational training.
- Adults who have completed Obligatory Secondary Education, but who only possess the Primary Studies Certificate, limiting their academic and professional progression.

To achieve this, the national strategy proposes three actions:

- Action 1: To double the options of Secondary Education for Adults. In three years, Spain must double the number of adults who complete mandatory education, meaning 325,000 people must be registered annually in the different modalities on offer, whether in classrooms, via distance learning or through tele-learning, within the management areas of the Ministry of Education and autonomous communities. The Ministry of Education will promote this programme by establishing agreements with autonomous communities for the development of suitable educational materials, by improving and consolidating the infrastructure of adult education centres, and by reinforcing the modalities of blended and distance learning. In this area, specific measures will be contemplated for the obtainment of the title of Graduate of Secondary Education among army personnel.
- Action 2: To set up the basic skill certifications for groups without mandatory secondary education in adult education centres. For both young and old, mechanisms will be established for the accreditation of basic skills obtained through primary studies or secondary education, or acquired through non-formal or informal education. To do this, the Ministry of Education, in collaboration with educational administrations, will stimulate measures for the validation of acquired learning and will develop procedures for the obtainment of a Certificate of Basic Education. In order to obtain this certificate, adults who do not possess the title of Graduate of Obligatory Secondary Education must request an assessment of their basic skills in an adult education centre. The development of a common protocol will be promoted, differing to the experience of the Initial Assessment of Learning procedure and taking into account the skills established in the secondary education curriculum. This protocol will lead to an official certificate with national validity. In collaboration with the labour administration, the applicability of this certification will be established, as will the requirements for access to the Professional Standards Level 2 Certificate, in addition to recognition of this in companies and public administrations.
- Action 3: To promote and to improve free tests for the obtainment of the title of Graduate of Obligatory Secondary Education. The Ministry of Education will promote, in collaboration with educational administrations, exemption from the parts that correspond to the free tests that must be passed to obtain the title of Graduate of Obligatory Secondary Education, that correspond with the areas passed or the basic competences accredited in young people who have studied secondary education or adults who have obtained the Certificate of Basic Education, or via the procedure established in Action 2, which will consider recognising basic skills acquired via non-formal routes. Likewise, the Ministry of Education will promote courses that prepare the individual for these tests and help him to improve, adapting them to the skills approach.

2. The generalised recognition of professional skills as a mechanism for increasing the qualification level of the economically active population, especially that of low-skilled workers.

Recognition and validation of non-formal and informal learning is a key concept in the LLL strategy in establishing the start point and promoting vocational training and the updating of skills, therefore working towards vocational training qualifications or professional standard certificates that officially endorse knowledge or skills. In Spain, Royal Decree 1224/2009 ensures educational and labour

administrations recognise professional qualifications and titles achieved via professional experience throughout the country.

This strategic concept involves four action points:

- Action 4: To create permanent centres for adults who have not completed secondary education and who wish to receive recognition for their professional skills. This set of centres must have a common name, as suggested by the State School Board, which could be 'Network of New Opportunities Centres'. These centres will collaborate with educational and labour administrations and will be responsible for recognising professional skills throughout the country or in a particular autonomous area.
 - Action 5: To offer complementary training to users of the recognition of professional skills procedure. The educational and labour administrations will establish coordination mechanisms to guarantee that training options in a specific area are complementary and cover the wide spectrum of needs derived from the generalised recognition of professional skills procedure.
 - Action 6: To sign agreements with civil society organisations to stimulate adult participation in the recognition of professional skills programme. In order to achieve this, collaboration with civil society organisations and companies focused on non-formal learning will be promoted. Due to their proximity to target groups, these organisations could act as mobilising agents by requesting enrolment in the procedure for the recognition of professional skills through the Network of New Opportunities Centres.
 - Action 7: To develop coordination mechanisms to facilitate calls for the recognition of professional skills. In order to optimise the resources available, the corresponding authority must coordinate mechanisms in order to allow the shared use of school counsellors, advisers and assessors, as well as facilities for the evaluation of educational centres that pertain to the labour sector or to companies.
3. The establishment of new access paths to vocational training and making work and study compatible for early school leavers.

Suitable attention must be paid to a group that is at significant risk of exclusion. This group is comprised of young people who have left the educational system without the basic qualifications. They must be offered developmental actions and training programmes that guarantee the attainment of basic skills and favour their social and labour integration.

- Action 8: To increase the range of Initial Professional Qualification programmes. The availability of Initial Professional Qualification programmes will be increased and they will be adapted to the characteristics of the socio-economic environment and the possibilities of generating employment in a specific area.
 - Action 9: To support scholarships to make studying possible and to promote part-time contracts to make employment and studying vocational training compatible. It is necessary to strengthen scholarships to make continuous learning possible, especially among students with less economic resources, by establishing assistance for adults who wish to achieve basic levels of education.
4. Supporting the updating and acquisition of new professional skills in order to successfully confront the changing labour market.

Predictably, an exit from a situation of economic crisis such as the current crisis will be associated with a demand for better qualification levels and the emergence of production sectors that differ to traditional sectors. Unsurprisingly, the employment level will not recover in sectors such as

construction. Therefore, a part of the economically active population will inevitably have to change sector in order to find new employment.

- Action 10: To offer professional training for employment as a tool for professional updating. Due to the positive effect this will have on managerial competitiveness, business owners will be encouraged to allow employee training, specialisation, innovation or skill updating programmes to be done during working hours.
- Action 11: To design professional training for employment programmes aimed at requalification in new productive sectors. These programmes should be considered a priority in this Action Plan for unemployed people from the construction sector so at least 100,000 workers may obtain a professional qualification certificate.

5. The promotion of adult access to the Baccalaureate, vocational training and university.

It is necessary to provide adults with learning and training opportunities that enable them to act on their desire to improve the development of their academic and professional careers, therefore favouring their social and labour integration.

- Action 12: To promote preparatory education for access to vocational training courses. Education in basic skills (linguistics, mathematics, ICT or support topics) will be promoted among adults who wish to access vocational training courses, despite not possessing the title of Graduate of Obligatory Secondary Education. These opportunities will also serve as preparation for those who decide to apply to sit the tests that enable access to vocational training programmes, which will be promoted in educational centres.
- Action 13: To offer courses for the obtainment of the Baccalaureate for graduates of vocational training. Sufficient Baccalaureate teaching modes (night schools, blended learning and distance learning) will be established for adults in order to reduce the time required to obtain the title.
- Action 14: To develop access paths to university studies for people over 40 years old. Universities will develop access paths for people over 40 years old in which professional experience will be recognised in addition to supporting diplomas obtained through University Programmes for Adults. Preparation for these access tests will be promoted in institutes of secondary education (particularly in those that offer distance learning and night schools) and in adult educational centres. They will aim to attend to the largest number of citizens possible and to favour equilibrium between work life and family life.
- Action 15: To promote LLL in universities. Universities have joined LLL, increasingly offering more training options for the updating of skills or programmes for people who wish to acquire new, university-level skills. University options must be flexible and it should not be necessary to hold an official title in order to participate in these programmes.

6. Offering formal and non-formal education to people at risk of social exclusion.

There is a significant number of people who, due to certain circumstances, are at risk of exclusion (immigrants who do not speak the language, who lack economic resources or who have precarious job posts; young people who have failed school, who have learning difficulties, who come from unstructured environments; single women with family obligations, who do not have qualifications; lonely elderly people who suffer integration problems; people in imprisonment in penitentiary institutions, etc.) and, for these people, educational options are a key way to improving their social situation.

In the case of immigrants who do not have a basic knowledge of the language, it is necessary to increase educational programmes in linguistic skills while also offering programmes of a basic or

professional character, taking into account the diverse origins of these people and respecting their cultural diversity.

In the case of people who are imprisoned in penitentiary institutions, collaboration agreements between the corresponding educational administrations and the penitentiary administration should be promoted in order to increase the formal and non-formal education options of face-to-face learning and distance learning.

Likewise, it is necessary to increase options for the education and integration of the existing ethnic minorities in Spain, essentially the gypsy population, with specific agreement actions in accordance with their identity being implemented.

On the other hand, the use of ICT is a basic tool in social and labour life today. People who do not possess digital skills experience more difficulties in their personal and professional development. The obtainment of these basic skills opens doors for young people and adults in both their professional and personal development.

- Action 16: To reinforce the linguistic skills of immigrants. This is a question of ensuring they have skills in the languages that are usually used where they live or work, extending this knowledge of language and culture, and improving their comprehension and use of specific languages adapted to professional performance. Adult education centres, professional training for employment and non-profit organisations constitute routes that favour offering this type of training with methodologies adapted to the specific situation of the immigrant. The use of the Common European Framework of Reference for Languages (CEFR) will be promoted in language learning, education and assessment in addition to the European Languages Portfolio so these centres may assess the skills acquired.
- Action 17: To increase basic ICT skill programmes. The development of an assessment system for digital competences will be promoted in accordance with the 2006 Recommendation of the European Parliament on the key competences for LLL, with certifications being recognised throughout the national territory.
- Action 18: To promote specific options for the acquisition of personal and social competences. Education aimed at the active exercising of citizenship, the promotion of creativity, the acquisition of literary and digital skills, knowledge of the environment and sustainable development, the improvement of health, traffic education, the promotion of effective equal rights and equal opportunities for men and women, and the peaceful resolution of personal, familial and social conflicts will be promoted.

7. The promotion of LLL possibilities among citizens.

Given that most of the Spanish citizenship (especially older groups and low-skilled or unskilled workers) does not take part in education and training activities, it is necessary to have a publicity strategy to stimulate their participation and promote interest in LLL. They may then experience personal or professional progression as a result.

- Action 19: To organise outreach campaigns about LLL possibilities. Diffusion policies to attract adults to educational activities and training should involve organisations linked to LLL through LLL promoting agents, and they should be able to act on target groups and attract adults to activities of personal or professional promotion.
- Action 20: To establish a central information point for new opportunities (phone and telematic methods). The government, in collaboration with other authorities, will establish a central information point for new opportunities that young people and adults can access using their phone or a computer, and which will provide initial information about options for

young people and adults who wish to engage in education and training or participate in the competences recognition procedure. This central information point will be linked to a database of guidance centres and institutions that will offer LLL training and links to information and guidance platforms according to various authorities, social partners and other organisations. As such, this will be a central point for all education and training programmes aimed at adults, provided by the government (ministries, autonomous communities, regional councils) and organisations involved in LLL (Chambers of Commerce, civil society organisations, social partners).

8. The establishment of mechanisms for quality improvement and the periodic evaluation of the implementation of policies related to LLL, with the participation of all agents involved.

Among the measures needed, the quality of staff (teachers, instructors, guidance staff, school principals and administrative staff) requires special attention, with professional profiles being established according to Adult Learning Professions in Europe (ALPINE) study results. Additionally, these measures must have mechanisms for the periodic evaluation of the implementation of this plan so it is possible to take specific corrective measures depending on the results obtained. Basic data is essential to ensure the regular monitoring of the sector using comparison data at a European level.

- Action 21: To establish professional profiles and to regulate training for instructors in the LLL sector. Initial teacher training for teachers in regulated adult education will be improved and further training will be provided in areas of non-formal education in collaboration with universities. The upgrading of teaching knowledge will be promoted through training programmes and European mobility programmes.
- Action 22: To promote innovation projects aimed at developing innovative methods of teaching and learning and the production of teaching materials and resources for LLL.
- Action 23: To accredit LLL companies or providers. Continuous adult education should be provided in response to the needs of society and the labour market in terms of quality, ensuring the effective use of public resources allocated to it. The awarding of grants or contracts for the development of LLL projects should take place on the basis of minimum quality requirements of companies or organisations in terms of personnel and facilities and in compliance with the priorities set by the government. For this purpose, Business Registers or accredited institutions will be developed for LLL and authorised so public funds may be awarded in this area. The development of coordinated actions by companies or accredited bodies or autonomous local areas will be encouraged.
- Action 24: To conduct six-monthly conferences to assess the results of the policies implemented.
- Action 25: To establish a state structure for the collection and handling of information in the field of LLL. Basic indicators to identify users and LLL providers will be defined in collaboration with the LLL sector, as will periodic monitoring of the sector based on the data available at European level (Eurostat, Programme for the International Assessment of Adult Competencies [PIAAC]) and supplemented with specific indicators for Spain. It is necessary to expand the statistical basis of accounting for adults involved in LLL, particularly with regards to non-formal education offered by municipalities, provinces, adult education centres, adult education associations, senior universities, etc. A state structure for the collection and use of data in the field of LLL will be established in collaboration with INE and Eurostat.

Continuous training affords busy people the opportunity to update and develop their qualifications so they are able to adapt to changeable economic and social circumstances. In the case of unemployed individuals, this training – which is certified by labour reinsertion programmes that aim

to qualify, revise or improve your level of knowledge – is essential to favouring their inclusion in the working world, to increasing productivity and human capital in different countries, and to satisfying individual training needs. The EU has set an objective of increasing participation in continuous learning, which it defines as “every learning activity undertaken throughout life with the purpose of improving knowledge, competences and abilities from a personal, civil, social or labour perspective.” As such, it proposes an increase to current figures and it wishes to have 15% of adults participating in training courses by 2020. Reaching this reference point is still some way off, given that, in Spain, continuous training in recent years stabilised at around 10.4%. However, in the last year this figure increased to 10.8%. A comparison with years prior to 2005 is difficult as a break in series occurred in this year, as greater coverage of education and training activities is considered in the Survey of the Economically Active Population. In the EU, development following the break in 2003 increased up until 2005 and, from this year onwards, a clear stabilisation with a slight tendency to decrease occurred. Therefore, reaching the 2020 objective is a challenge for our country. In this regard, the Professional Qualifications and Training Act 5/2002, through which the National System for Professional Qualifications and Training was created, suggests increasing the economically active population’s participation in continuous learning via the following methods: collaboration in the system of companies, social agents, universities, etc. for the development of the qualifications system; the creation of the National Catalogue of Professional Qualifications; the recognition of qualifications acquired through formal, non-formal and informal learning; the integration of training options and creation of training centres that manage all training programmes in an integrated manner; and the organisation of information and professional orientation.

2. Lifelong learning actors: taking the jump towards learner-centred systems

2.1. Educators, teachers, school heads, inspectors, guidance professionals...

In Spain, teachers receive little support for PD. Four out of five teachers agree or strongly agree that there are no incentives for their participation in PD. A low percentage of teachers receive scheduled time for activities that take place during regular working hours at the school, a salary supplement for activities outside working hours or non-monetary support (such as reduced teaching, days off or study leave) for activities outside working hours to participate in PD.

The typical teacher in Spain can be considered as follows:

Typical teacher in Spain	
59% are women	Is 46 years old on average
96% completed university or other equivalent higher education	
97% completed a teacher education or training programme	
Has an average of 18 years of teaching experience	
89% are employed full time and 81% have a permanent contract	
Teaches in a class with 24 students on average	

Typical principal in Spain	
55% are men	Is 49 years old on average
98% completed university or other equivalent higher education	
92% completed a teacher education or training programme, 83% a school administration/principal training programme and 59% instructional leadership training	
Has an average of 8 years of experience as a principal and 23 years of teaching experience	
8% are employed full time without teaching obligations and 71% are employed full time with teaching obligations	
Works in a school with 545 students and 44 teachers on average	

One of the most important barriers in supporting educators is focused on the difficulties of teamwork. It seems too simple to attribute the cause to the lack of ability of educators themselves to establish good working methodologies. We believe that, without giving these reasons lesser importance, there are two groups of causes of great influence. The first group is a set of deeply rooted cultural factors in teaching staff; the second group, the failure of some requirements to make teamwork possible. We will discuss some of these factors in detail:

- Isolation: Isolation often leads to complacency and situations of strengthened immunity and impunity that are enjoyed by many teachers, hindering any attempt at innovation and change.
- Rigid structures: The mechanism that schools created to develop their educational practises was

previously highly fragmented, permanent and rigid. The adoption of “logocentrism” is widespread as the organising principle of the curriculum and this gives rise to the creation of closed, unchanged teams composed of specialists in each curricular area, therefore hampering the potential for interaction with other people and groups. On the other hand, those who make the rules governing the operation of the educational system legislate and force uniform solutions and models that are presented as mandatory. The habit of using these structures hinders decentralisation processes, decision making, permeability between different units, and communication.

- The belief that a well-defined structure ensures collaboration through teamwork: The desire to regulate everything leads to prescribing, with utmost precision, as to how many departments there should be in a secondary school, the functions of a team of teachers and the number of meetings to be held each over the course of each school year. Schools, therefore, come to have a structure that is formal and "official." Sometimes plotting objectives on a decorative chart should make the achievement of these goals possible. However, the structure often does not show the expressions and cultural rights of the organisation's members and ultimately the micro-school, meaning that a situation can be very different to the scenario that is formally collected on paper. Sometimes the effort to establish a formal structure does not help to achieve the purpose that justifies it: that of fostering coordination and collaboration through teamwork. Internal regulations regarding the functions each team or each of its members should develop, procedures, and formally established rules may be superseded by cultural practises and may constitute the most decisive factors that favour or hinder teamwork.

- Habits, traditions and practises in teacher relations: Teachers themselves often point to the culture of the group or collective as the decisive factor in the relationships established between them. The difficulty of collaboration, then, is closely related to cultural factors within these groups in which teachers work together:

1. The professional task is identified only by the function of teaching; therefore, the time spent for relations between colleagues is minimal.
2. Managing organisations and supervisory authorities tend to permit the above fact without further requirements.
3. There is a tradition of making school schedules using selfish criteria, therefore preventing meetings, the exchange of information and collaborative work.
4. There are previous personal "stories" among teachers, including rivalries or unresolved conflicts.
5. Some people develop passive or hindering behaviours that prevent teamwork as they are fearful of exposing their lack of updated scientific or teaching knowledge with peers.

- The status of immunity and impunity: Teachers' convictions that despite the fact their work does not develop in a team, nobody requests teamwork is another obstacle to collaboration. This can help to underline the conviction that if teachers individually solve the task of teaching by having their students “do their job” and if they can find professional satisfaction and recognition from those students, perhaps then, saving their commitment and dignity in the classroom would be enough for them. It is not, of course, the best answer if we consider the fact student needs and their right to receive quality education requires common approaches and coordination between the teachers who educate them.

- The availability of time: This is one of the most influential causes. Time spent in face-to-face teaching occupies most of the teacher's professional activity. This is the central and most important activity, which takes place in the classroom. Consequently, there is a tendency to provide teachers

with professional schedules that require very high classroom activity, meaning they do not always receive a reasonable and proportionate amount of hours for the development of preparation, coordination and review tasks. Moreover, it is common knowledge that there is still a number of countries in which school legislation determines that the teacher's working day is devoted entirely to teaching and that the teacher is not provided with or remunerated for the time required for the aforementioned coordination tasks. In these contexts, therefore, opportunities for collaborative work are greatly reduced and they are only carried out by small groups of selfless and committed teachers with a high degree of enthusiasm and, nevertheless, with the same conditions as the rest of teachers. It is therefore deeply unfair to ask them for such a strong involvement.

- Reasonable size to allow flexible management: Another reason that often hinders collaboration arises from the size of the centre. Thus, in large schools where there are too many staff members, excessive departmentalisation, or in places where there is more than one shift in a day, interpersonal relationships and communication are difficult and it is challenging to create a team mechanism and to develop appropriate technologies.

- Initial and continuous appropriate, adequate training for teachers and managers: It is clear that those who are dedicated to teacher training do not have to prepare teachers to be effective organisation members, to train them for collaboration, or to train them to work in a team. Nor, would it seem, that training systems, selection processes or access to leadership roles favour promotion and collaborative development. We believe it is necessary to influence cultural factors in order to promote collaboration and to ensure students benefit from teaching. More feasible requirements must be set by the public authorities and schools should continue to appeal for these.

Supporting educators in the development of their professional activity is a key element in LLL. Providing counselling and training for educators, with special emphasis on preparation for the European convergence and implementation of ICT is the main objective of lecturer training and is an important support unit.

2.2. Lifelong learners

Equality and social inclusion are fundamental values that are universally agreed upon. A true educational and training policy should enable all citizens to benefit from quality education, acquire and renew skills through continuous training, learn the new skills and competences they require for employment, aid their social inclusion, and favour active citizenship and personal fulfilment. However, inequality exists in European education systems.

Children of immigrants and Roma children, for example, are among the most vulnerable groups. At the same time, there are large differences between countries to the extent that the family environment has an impact on learning outcomes. In this regard, Europe needs more efficient educational systems that provide access to quality education.

Therefore, to achieve equality and educational and socio-economic inclusion, certain measures, decisions, and conditions that result in political, cultural or economic social order must be promoted, and obstacles or handicaps that prevent or hinder the achievement of these goals must be eliminated or minimised.

All actions to be carried out in education should be guided by the principles of cultural knowledge, respect for differences, and equal rights and duties under the constitutional principles and values that govern our country.

Extremadura is responsible for integrating immigrants under its Statute of Autonomy. This is reinforced with a national legal framework: Act 4/2000 of 11 January on the Rights and Liberties of Foreigners in Spain and Their Social Integration, and Organic Law 2/2009 of 11 December, in Article 2 ("Integration of immigrants") which states that public authorities shall promote the full integration of foreigners in Spanish society under a framework for the coexistence of identities and cultures limited only by respect for the Constitution and the law. It also states that public administrations shall incorporate the objective of the integration of immigrants in all policies and public services, promoting the socio-economic, cultural and political participation of immigrants in the terms provided in the Constitution, Statutes of Autonomy and other laws. In particular, they will seek – through training, knowledge and respect for Spanish constitutional and statutory values – to apply the EU values, human rights, civil liberties, democracy, tolerance and equality between women and men, and they will develop specific measures to promote inclusion within the education system, ensuring compulsory schooling age, learning the set of official languages and access to employment integration as key elements.

According to recent population data published by the INE, 37,322 foreigners live in Extremadura. Of these people, 19,752 are of from outside the EU, which is 1.86% of the total resident population in Extremadura. Another important sector is the gypsy or Roma population, which constitutes a significant population group of particular social vulnerability. Approximately 15,000 Roma people reside in Extremadura.

Circumstantially, several factors have influenced and shaped the lives of the immigrant population. The economic crisis and unemployment have resulted in a scenario of negative consequences that exacerbate existing situations of poverty and social exclusion and the situations of people and families who, before the crisis of 2008, had a socio-economic situation that could be categorised under standard or normal parameters. This crisis has generated other problems, such as a lack of job prospects for unemployed people, difficult access to adequate housing, and difficulties in administrative regularisation and family reunification. If these issues are not addressed, they may cause other side effects, such as a deterioration of health and increased social troubles.

The National Strategy for the Social Inclusion of Roma in Spain 2012-2020 describes the social situation of this group as heterogeneous and diverse. It should be noted that social stereotype wrongly associates this group with situations of material deprivation, social exclusion or self-exclusion. There are Roma people with high or medium socioeconomic level enjoying a full integration in society. Furthermore, a large group of Roma has developed significantly in recent decades, although they are currently experiencing, at various levels, social deprivation and inequalities compared with the whole population. Finally, a third group, which consists of people experiencing severe social exclusion, have experienced little progress regarding their social inclusion.

The arrival and settlement of foreigners or nomadic populations has had an economic impact on regions and involves a number of challenges regarding two main issues:

- How these people are integrated into the host society.
- How these people adapt to their new situation and reality.

When discussing possible reasons for migration we should take into account factors ranging from individual motives to a family decision and even issues related to a country and its current situation at a more global level (e.g. internal unrest, violence, structural/economic crisis, etc.). The complexity of this reality, the multiplicity of factors and the difficulties require a comprehensive immigration policy that guarantees mainly:

- The equality of citizen treatment.

- The full implementation of rights and duties by all citizens and public agencies who represent them.
- The promotion of the principles of mainstreaming, integration and equal participation.

The four pillars on which the political integration of immigrants is based are employment, health, education and housing. These are also complemented by other important elements, such as social services, participation and culture. As such, there must be common characteristics to all measures and actions to be undertaken with the immigrant population, as detailed below:

- Encourage and stimulate knowledge and publicise the reality of immigration.
- Encourage and support the development of projects, programmes and activities that provide support and help to integrate immigrants.
- Raise awareness and educate society to better receive and integrate immigrants.
- Coordinate, plan and evaluate actions to be undertaken in immigration policy.

On this basis we believe the following are actions that must be prioritised:

- Information should be provided about the whole schooling process and support should be given for the incorporation of the immigrant and/or Roma within a period of 0-3 years, with priority being given to families at risk of social exclusion.
- Awareness, training and family awareness and support for the participation of immigrants and/or gypsy families in schools should be raised and provided.
- Mediation resources between immigrants and/or Roma families and schools should be established.
- Performances, guidance, help and support must be strengthened in order to avoid absenteeism and early school leaving among the immigrant population.
- Access to continuous education among young immigrants must be publicised in the media and at university level.
- Teacher training on the culture of immigrants should be provided and specific attention to diversity must be paid while inter-centre coordination strategies and associations, organisations or institutions dedicated to the care of these sectors of the population must be created. Support in the development of instructional designs that address key skills and development and/or the publication of educational material resources must be provided.
- Research and studies for evaluating the progress and difficulties of the educational situation of immigrant students should be encouraged.
- Strengthening and supporting the teaching of Spanish to immigrants must be carried out.
- Specific actions for adult training, targeting the immigrant population, should be undertaken.
- Training activities to teach values, human rights, civil liberties, democracy, tolerance and equality between women and men, targeting the immigrant population, must be provided.
- Specific actions for the training of immigrants, who are people at risk of social exclusion, must be undertaken.
- Specific actions for professional training for employment must be hosted through cooperation with companies.
- Specific training in ICT should be promoted.
- Services and courses in terms of information, guidance, counselling, mediation and support in the regularisation and standardisation of professional activities, labour standards and access must be offered.
- The training and employment of intercultural mediators in all areas and social variables, including employment, services, education, housing and health, must be carried out.
- Services and training activities in the area of consumer education and information on programmes, grants and actions in developed housing must be given.

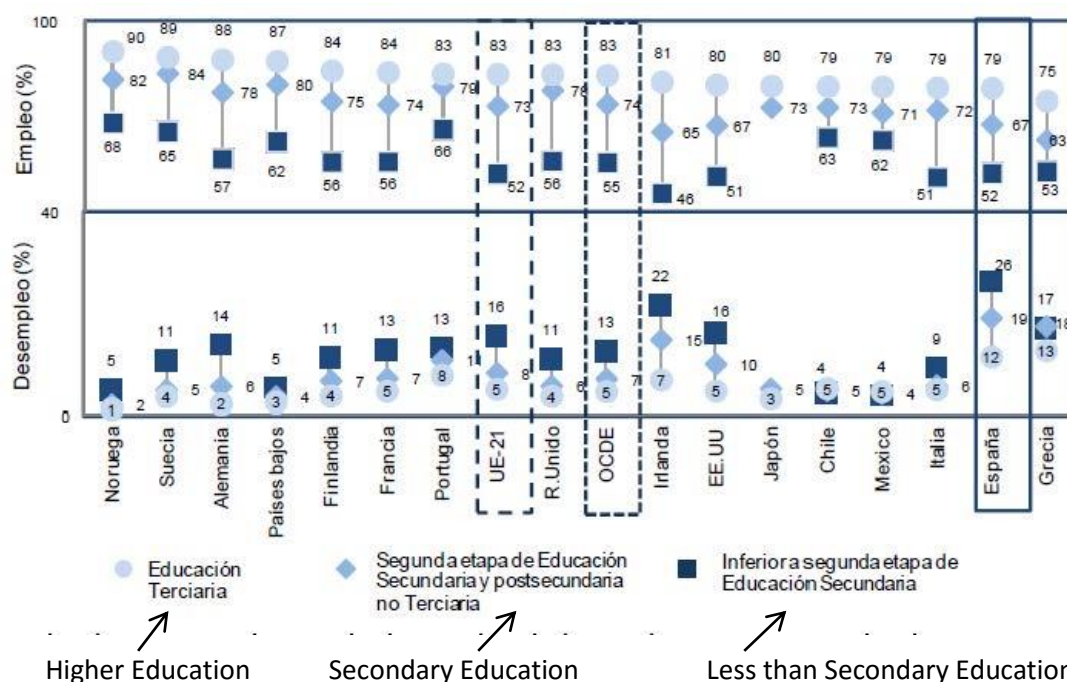
- Social and neighbourhood mediation, conflict management and prevention should be provided in environments and/or areas with a high presence of immigrants.
- The development of studies and periodic statistics for an analysis of the situation and housing and employment of immigrants must be undertaken.
- Training and development in activities of disease prevention and health education aimed at children, young people and/or women in particular must be carried out.
- Training actions for diversity, intercultural acceptance and equality must be supported and promoted by professionals working in essential inclusion areas.
- Prevention and training in collaboration with health services must be targeted and coordinated.
- The development of studies and periodic statistics for the analysis of the health situation of immigrants must be undertaken.
- Collaboration with the basic social services in the care of immigrant families and/or those at risk of social exclusion should be undertaken to develop familial, social, educational and community mediation actions.
- Support, encouragement and studies that expand knowledge of the immigrants and their social needs must be offered.
- The development of tools, materials and methods of specialised intervention and raising awareness of those who are successful must be promoted.
- Specific training programmes on the prevention of violence, equality between men and women, and the development of guidance, support and assistance to victims of discrimination and/or violence must be established.
- The development of studies and research on the situation of immigrant women in Extremadura must be supported and encouraged.
- Meetings, conferences and the cultural diffusion of the values and cultures in immigrants' countries of origin should be hosted.
- Promotion and support must be provided to associations that represent immigrant people through information, guidance, advice and training.
- Awareness campaigns for the general population must be supported and developed to eliminate stereotypes about immigrants and to paint a picture that is in accordance with reality.

2.3. Employers

Despite an unemployment rate close to 27%, there are still hundreds of job vacancies in Spain. However, the professionals available do not meet the requirements and skills needed by companies. There is a serious disparity between academic training and the real labour market. On the one hand, there is talent, while on the other there is development. Despite the fact we have a high unemployment rate, certain job posts have great difficulty finding qualified candidates to fill them. Spain suffers from a labour disparity. One reason for this is our educational system, which is inflexible: what prevails is knowledge and examinations. However, these values have become outdated. We must teach new skills such as the ability to speak in public, the ability to be persuasive, the ability to negotiate and the ability to show leadership. It is true that the world of work and education must go hand in hand but for the new production model we must build models based on knowledge and areas of high added value. There is also a gap between the wages of highly-skilled professionals and skilled professionals from other industry sectors, meaning these individuals have a much smaller margin of wage bargaining. Spain is among the countries suffering from these imbalances, which stem from factors such as structural unemployment and the low flexibility of the education system.

Due to the fact young people are the main source of workers with new skills, the transition from education to the labour market is a key concern of society today. This transition is a process affected by multiple variables such as the duration and quality of education received, the state of the labour market, the socio-economic environment and demographics. Thus, achieving a higher level of education increases the chance of an individual obtaining and maintaining a job. In 2013 in Spain, almost 80% of people who had completed higher education had been integrated into the labour market, while the population with a level of education corresponding to the first stage of secondary education or lower reached an employment rate of 52%.

Employment and unemployment rates according to level of education



One of the most important steps in this direction is specified in launching dual training programmes (Successful Practise 4 – Storytelling 1, 3 and 4). Royal Decree 1529/2012, of 8 November, on Developing a Contract for Training and Learning and Establishing the Basis of Dual Vocational Training urges, in article 3, the development of dual vocational training modalities. In Extremadura, this Royal Decree enabled the introduction of dual training projects in the region with the start-up of five pilot projects:

- I.E.S. Cristo del Rosario, Zafra - FME3-4 Production Scheduling in Mechanical Manufacturing - Deutz Spain, S.A. (2013)
- I.E.S. Zurbarán, Navalmoral - ELE3-3 Industrial Automation and Robotics - Almaraz Nuclear Power Plant (2014)
- I.E.S. Saenz de Buruaga, Mérida - MSP34 Occupational Hazard Prevention - Gespesa and Preving Group (2014)
- I.E.S. Javier García Téllez - Cáceres ENA3-3 EOSA Renewable Energy, S.L. (2014)
- I.E.S. San José, Badajoz - INA3-1 Processes and Quality in the Food Industry - Agrifood Technology Institute (2014).

A total of 85 students are currently enrolled in these programmes in Extremadura.

The Order of 17 February 2015 calling for approved grants for the year 2015 for organisations promoting actions for the “@prendizex” Dual Vocational Training Programme, aimed at people registered in the National System of Youth Guarantee, hopes to attract unemployed young people between the ages of 16 and 25, and people with a disability equal to or greater than 33% and who are younger than 30 years old, to the education and training programme. This particular programme is a substitute for craft and employment workshops and it consists of vocational training for employment, combined with the actions of public or social services that are carried out in the territory of the promoter and company internships.

The @prendizex programme will have two stages. The first stage will be a minimum of six months in duration and a maximum of twelve months, and it will involve one or two sub-stages, the first of which will last six months and the second of which will last for three or six months, depending on the required duration for a particular professional qualification certificate or training programme. The second stage will involve work placements of between one and three months in duration in companies.

At least 40% of the working day, as stipulated in the collective agreement, should be devoted to training with the remaining 60% set aside for actual work experience.

The continuous training of workers (Successful Practise 7) is an official training model aimed at employees and which seeks to help employees improve their skills or acquire new ones, such that their professional preparation is improved. In Spain, each company has a budget per worker that can be deducted from the Social Security payment to pay for training courses. This amount is called continuous education credit and is renewed every year. The annual credit is €420 for companies with fewer than five employees. For companies with 6-9 workers, training courses are 100% free. And for other companies, credit covers a percentage of the cost depending on their number of workers. Most of the courses are done online, but they can include a number of contact hours, depending on the issue addressed. The student receives the training schedule and has access to a tutor who will help him throughout the programme. In order to obtain the final qualification, the individual must submit the completed exercises and the corresponding evaluation questionnaire. Continuous education is a resource that, when employed efficiently, can be valuable for both the company and the worker. The problematic aspect is that courses are often undertaken merely so the individual may obtain a qualification, not acquire knowledge.

The assessment of companies and employers in relation to the policies related to LLL implies a significant obstacle to their development. Small and medium-sized business mainly value prior training when deciding to hire someone and, once the employee has begun working for them, they perceive continuous training as a waste of time for employees. These convictions are generated as the training offered is not appropriate to what the company requires or it is not of sufficient quality.

2.4. Learning strategies

It is believed that a motivated student has a high chance of achieving a successful learning process. In this process, the role of the instructor is essential in promoting learning that is meaningful to the student and, at the same time, the teacher will find their own motivation increased, as seeing students' improvement.

Motivation is what drives a person; it is the willingness to make a sustained effort in order to achieve a certain goal. It is, therefore, a factor that affects the ability to learn. It depends on the individual's history of success and failure. The contents offered for learning must have logical meaning and functionality.

The motivation a student experiences is strongly influenced by the care and social reinforcement provided by teachers, instructors, parents, etc. So, expectations that adults manifest towards students' opportunities for success are important. Motivation must be considered as a large capacity that needs to be encouraged by, for instance, the satisfaction of a job well done, personal growth, or the autonomy and freedom that knowledge provides. Motivation is also a matter of procedures which implies an important job of content writing, teamwork and self-conviction. Finally, it requires knowledge of the risk taken in the event of failure and, most importantly, satisfaction in obtaining success. It is important to note that education should not be limited to transmitting knowledge; it must also be capable of transmitting values, emotions (Storytelling 5) and positive attitudes towards school activity.

The strategies being followed in Spain to increase motivation are diverse:

1. Associate classroom activities with the student's interests: sports, music, current affairs, audiovisual culture, etc.
2. Use online and physical games and activities to make classes more fun, friendlier and more accessible to students.
3. Introduce variety in the organisation and structure of classes to ensure students are not bored by excessive monotony.
4. Use ICT: Evidence increasingly shows that the use of ICT contributes to the development of creativity and inventiveness, skills that are particularly valued in the labour market. The use of ICT is a key factor in social change. The availability of cheaper computers, portable devices and more powerful mobile phones has led to a revolution of communications among people. People regularly use social networking sites to interact with friends and quickly adapt and personalise the use of these tools (as seen in Successful Practises 1 and 3). However, the educational world must face up to two strong, interdependent challenges if it is intended that educational centres become environments of ICT learning, therefore exploiting its vast potential to enrich learning. The first of these is to clearly and successfully demonstrate the educational value of ICT in the classroom. The second challenge, related to the aforementioned, is to convince national treasuries and education departments to provide the high levels of investment that are necessary to achieve real change in education through ICT. Transforming schools through ICT requires organisational change and significant investment in infrastructure and teacher training. The requirements for the true integration of ICT in schools include:
 - The provision of adequate ICT resources that are reliable, easily accessible and available when needed, for both teachers and for students.
 - ICT should be included in the curriculum development process and subsequently deployed.
 - The use of ICT should be reflected in the way students are examined and evaluated. Moreover, ICT is an excellent resource for learning assessment.
 - Access to ICT-based professional development for teachers.
 - Strong support for managers and ICT coordinators in schools so they may master its use and facilitate peer learning and the exchange of resources.
 - Sufficient high-quality digital resources, teaching materials and examples of good practises in order to engage students and support teachers.

3. Lifelong learning communities: partnerships and shared responsibility

FIELD ANALYSIS: case studies, interviews, life stories

3.1. Partnerships

Education institutions, in addition to training in basic civil, scientific, technological and general skills, must define the promotion of continuous vocational training or learning among students in their Institutional Education Project strategies. The development of specific skills is an added value that education establishments may offer through processes of articulation with third parties, such as higher education, vocational training and human development institutions in addition to private institutions and even companies.

Skills training should be linked and cumulative. It must also become an education for productivity, using LLL pathways.

Options for the partnership are determined by the relationship established with the partner and the role it plays in curriculum design and in its application between educational and training spaces. Thus, the partnership not only applies to technical education institutions; it is also possible to achieve the academic desire to provide students with a related-to-training added value for specific job skills. This form of training, which can be undertaken with a parallel curriculum provided by the entity through which secondary education is organised and with instructors from the partner, may take place in technical and academic institutions. This is the case when the institution does not have the teachers or curricular strengths to develop the defined competences. On the other hand, technical training can be done in the institution during school time, after a curriculum adjustment processes has been carried out, drawing from the curriculum provided by the partner.

There are several implications involved in this process, including:

- Curriculum design based on competences. Articulation requires that educational institutions focus on a competency-based training approach, particularly for those jobs that are defined as standard by employers. This approach emphasises the specific, real learning that must be obtained, and which should translate into effective behaviours at work. To achieve this, active teaching methods that allow people to exercise their expected performance in real or simulated conditions are required. Therefore, it is important that work internships or placements are provided and that learning environments are adapted to provide the technologies used in the production world.
- Modularisation of the curriculum. A competency-based curriculum uses the competence as a reference. The programme is organised such that each standard is developed in a module. This can be broken down into teaching units, each of which addresses a skill element.
- Academic credit system. The competence curriculum design requires a transformation in how academic work is defined in institutions. This will establish processes for the articulation of the range of higher education institutions and vocational training and human development programmes that organise their curricula credits.
- Linked training. Possible links in training must be identified. Taking the National Classification of Occupations as a reference, this means determining an area of occupational performance and the different skill levels required, from minimum to higher education, and including technical education. The link is used to identify the possibility of obtaining higher qualifications in the same area.
- Training programmes should aim for a clear occupational opportunity in the labour market.

That is, training should focus on all aspects of a skill so that the person can enjoy a productive role in the workplace and possibly have this skill subsequently certified.

Therefore, training programmes in specific job skills should be aimed clearly at a defined occupational profile that considers the requirements of the productive sector and clarifies the linked training programmes the graduate can follow.

This whole process of articulation has administrative implications for educational institutions. Firstly, executive management takes on a new connotation as mechanisms for reading and building relations with the environment must be established in order to define the needs of the productive world, in addition to partnerships with companies and educational institutions. These new relationships must be managed to become formal, they must be maintained over time and they must produce the required contributions.

Moreover, the requirements in terms of teaching skills and techniques mean teachers need to update processes and training or new teachers with the required profiles must be incorporated.

Changes in curriculum design and the credit system require changes to academic processes, including enrolment, results assessment and certification. Furthermore, documentation of academic students must be kept in accordance with the partner's requirements.

One critical issue is the administrative capacity to define and specify strategies for the promotion and use of facilities and equipment. To combat this, institutions should organise partnerships with the production sector and educational institutions that have these resources. Those held by an institution must be managed to ensure their inventory, maintenance, use and renewal.

With regards to administration, the attention that must be offered to students on topics such as labour practises, socio-occupational guidance, job placement and information on funding opportunities for higher education, among others, requires the design of new services in the institution.

Furthermore, a tracking system for graduates allowing the institution to identify the destination of people, as well as the evaluation of the relevance and quality of training offered, should be implemented.

3.2. Raising awareness of lifelong learning (Successful Practise 6)

We suggest promoting the LLL approach through the "Awareness of Lifelong Learning Strategies." These projects should be designed to inform the wider audience about this new paradigm and facilitate professional discussions through a series of workshops by actively engaging different actors within the education sector, such as experts, decision makers, institution leaders, teachers and instructors, as well as parents and students.

There are a number of key objectives that these projects must achieve. Firstly, workshops must aim to improve and reinforce the regional LLL networks that have already been established. Secondly, they must promote communication between all LLL stakeholders and involve those actors who are less motivated. Thirdly, they must foster the creation of local LLL policies and initiatives based on the concept of partnership. Fourthly, workshops must also promote good practises and innovation at a national level, in accordance with educational themes at a European level.

In order to achieve these objectives, workshops must be led by education professionals who provide ideas and examples of good practise through interactive mini-training activities. In addition to the workshop programme, projects must also produce a number of publications as well as web-based materials that support not only people who actively participate in the workshops, but also those who

are unable to take part.

3.3. Funding: where to invest and how

Extremadura is among the autonomous communities with the least efficient education spending. Castile and León, the Basque Country and Navarre are autonomous communities with more efficient educational expenditure than Extremadura, the Canary Islands and Castilla-La Mancha, according to a study by the group Profesionales por la Ética (Professionals for Ethics), which compares enrolment rates, graduation rates and suitability – student ages and course – with the cost per student spent in each region.

The report 'Education Policies in Spain: Ranking Educational Excellence', coordinated by Miguel Gomez Aguero, concludes that Castile and León (59.5%), the Basque Country (58.3%), Navarre (53.6%), Madrid (50.2%) and Asturias (47.4%) are the most efficient regions, in stark contrast to the Balearic Islands (18.6%), Castilla-La Mancha (20.1%), the Canary Islands (21.7%) and Extremadura (23.7%). "We can see that education is not a matter of looking to see who spends more, it also depends on good management and a suitable education policy," Gomez Aguero stated. As an example, he cited the fact that the "small" expense Madrid spends on students (1.8% of GDP) brings "high" efficiency results, while Extremadura (5.8%) languishes near the bottom of the table.

It means that discord persists between regions in terms of the educational model and it is clear that some regions have not provided others with entities to help develop their own educational programmes. Therefore, aimlessly throwing money at education does not appear to be particularly useful. Once the school system can teach to basic standards, it should pay more attention to collecting detailed data on examination results. This serves not just to make schools accountable, but it also helps to identify the best teaching methods.

In the present circumstances of economic crisis, various measures for a reform of the Spanish educational model are being raised and debated. On the one hand, the crisis forced temporary tax cutting measures; on the other, different model deficiencies have emerged and these require comprehensive reforms of our educational system so it can become an engine of economic growth and a means of personal and social development.

Having a more productive and better educated population, maintaining the strengths system and correcting their weaknesses, is an essential objective when faced with a serious and profound reform of the educational system, considering that all stakeholders need to improve their performance, including students, parents, teachers, trainers, administration and the system as a whole. Some action areas that will help to improve our education system are detailed as follows:

1. **Preschool and the importance of non-cognitive skills:** Recent research has highlighted the importance of early motivation – in children between 1 and 3 years old – and the development of non-cognitive skills in future training and student interaction with the educational system. It has also identified sectors of society that are especially vulnerable to the poor development of these capabilities. The authorities have a particularly cost-effective tool at their disposal with the development of early intervention programmes in these vulnerable environments. That is to say, in addition to special attention in the classroom, support for the family is also necessary to improve non-cognitive skills.
2. **Attention to specific needs:** The Spanish educational system presents a remarkable rigidity that hinders the learning development of each student at the speed required. For example, it is unlikely that all children start primary education at the same age. It would also be desirable if students were able to advance at different speeds within the same classroom or on the same course. This requires maintaining current efforts for students with special needs.

3. Effort and appropriate behaviour: Students and their families should be aware that there are no excuses for a lack of effort. Many personal and social factors are relevant but the chance of improving is slim without effort being shown by the student. The system helps students and their families, but only they can make proper use of the system. To encourage effort, results and performance should have consequences. Administrations must provide teachers with fast, efficient and low-cost authority and administration tools for conflict management. To avoid generating negative external effects, this should include, for reoffending students, social work at educational centres.
4. Autonomy, internal flexibility and accountability: To ensure that schools are better suited to the specific needs of students, it is also necessary to give them greater autonomy. Greece and Spain are the European countries with the lowest degree of public school autonomy in the management of their human resources. Successful educational systems rely on the abilities of teachers themselves to adapt to the social context of the school. Management should set objectives and assess their compliance, therefore allowing schools greater flexibility in the management of its material and human resources, the provision of specific routes and the choice of teaching method. This autonomy can be ineffective if students, families, educators and the administration do not have much information on the merits of each centre in student training. Such information would come from standardised tests on a wide range of cognitive skills that allow a comparison with the performance of public, charter and private centres across the country. It should also allow parents to assess achievements, non-cognitive skills and the operation of specific centres. Information on the performance of schools in these tasks must also contain sufficient data on the social and economic context in which they operate. This information should be made public to families and administrations so they may identify the best educational practises. As such, all families would be able to make a better choice school for their children, reinforcing the educational complicity between schools and families. Finally, in order to ensure that all improvements are achieved, not only for those with greater choice, this information should serve to establish improvement plans with well-defined limits for centres with more difficulties.
5. Careers for instructors and teachers based on results: Today, the careers of teachers and school heads in Spain depend exclusively on the mere passage of time and participation in regulated training activities. This scheme is not only anomalous in the European context but it seems regressive and ineffective. Professionals should be rewarded for the results achieved by their students to achieve both professional accreditation and further career progression. School heads should have more independence for customised templates and teaching strategies. The evaluation of results should focus on the added value the teacher or the training school brings to students who access their teaching.
6. Vocational education and training (VET): VET in Spain hosts a much lower percentage of students than other European countries. This situation must be addressed. Part of the problem is that the financing of VET in secondary education in Spain is below that in other European countries with similar per capita income.
7. Rigorous evaluation: An additional requirement to ensure the credibility of reforms is to evaluate them independently. For this to occur, it is desirable that the administration define a clear policy on how the data needed for the assessment will be available to the research community, as they are for a PISA data test, for example. The availability of public information is critical to encourage debate and ensure scientific consensus on the best educational practises.

To conclude, a reform of the Spanish educational system that focuses on improving its performance is long overdue. This objective cannot be achieved simply via increases in spending, as shown in recent history, during which increased spending did not lead to improvements in quality, for

example, according to results in international standardised tests. However, it does seem clear that some of the actions proposed require an increase or reassignment of expenditure. In any case, we believe that educational reforms designed to improve the system are the best and most necessary investment for our society. History shows that companies with quality education levels better adapt to change and are able to reinvent themselves economically and socially.

4. Policy recommendations to improve the implementation of lifelong learning

DESK RESEARCH

Recommendations on building LLL-LABS and LLL-FORUMS

The creation of a common methodology has been a key aspect in the building of labs and forums and is therefore part of the project's success.

However, engaging different experts has proven to be a difficult task. This is an important element, since the role of the expert is essential in the project. As such, two steps are proposed:

- Give a greater role to experts who may actively participate in all aspects of the project.
- Provide remuneration for experts within the project budget.

With regards to forums, the biggest obstacle is their short duration. It would be advisable to extend the forums such that they run in the mornings over two consecutive days.

Recommendations for policy makers

1. National frameworks for LLL: towards flexible pathways and comprehensive education and training systems.
 - Design training programmes for people who are 35-55 years old and who are certified level III (secondary school education and vocational training).
 - Provide subsidised direct labour integration systems to facilitate the employment of people who are 35-55 years old.
 - Unify criteria between the Ministry of Education and the Ministry of Labour. Urge the Ministry of Education to recognise professional certificates through effective systems for validation.
 - Tear down political-administrative borders via coordination systems.
 - Create flexible bureaucracy procedures.
2. LLL actors: taking the jump towards learner-centred systems.
 - Enable the Ministry of Education to officially recognise experience in the labour market.
 - Participation of teachers in extracurricular activities is not currently encouraged. Teacher participation in meetings and activities outside the classroom should be recommended, as should official recognition for the activities of other instructors and teachers (projects, cultural excursions, attending events, etc.) and the provision of human and material resources to fund these activities.
Balance teaching and research in universities.
 - Establish joint mechanisms for the evaluation of teaching (internal and external).
 - Evaluate immigrant students before integrating them into the educational system.
 - Make people aware of the immigrant social environment and promote inter-cultural activities to achieve their integration.
 - Allocate specific funds for the integration of immigrants.
 - Include issues such as failure management, social abilities, negotiation and public speaking as

parts of learning.

- Teaching should be based on competences.
- Include a foreign language in university curricula.
- Create synergies between companies to participate in dual training programmes through craft schools for several employees.
- Invest in vocational training to balance the education system.
- Formal education is failing to keep pace with non-formal education. There is no connection between education plans and the actual needs of people. It would be desirable to perform a complete overview of education.
- Teachers lack tools to manage a classroom in which diversity is on the increase. We must encourage people to study and learn. Teacher training plans and their continuous training must be considered.
- It would be interesting to link the family and educational nucleus through school, parents and schools of emotional intelligence.
- Companies should be more involved in training and internships as training involves their future employees.
- Final grades are the main target of students and parents, regardless of the knowledge acquired. A different evaluation system should be established, both for students and teachers.
- The education system should be more flexible to create social dialogue between educational institutions and enterprises, enabling curricula tailored to the needs of society and businesses.

3. LLL communities: partnerships and shared responsibility.

- Create an observatory to quantify what is required and what is not obtained.
- Match the wage of workers at the same job level across different sectors.



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