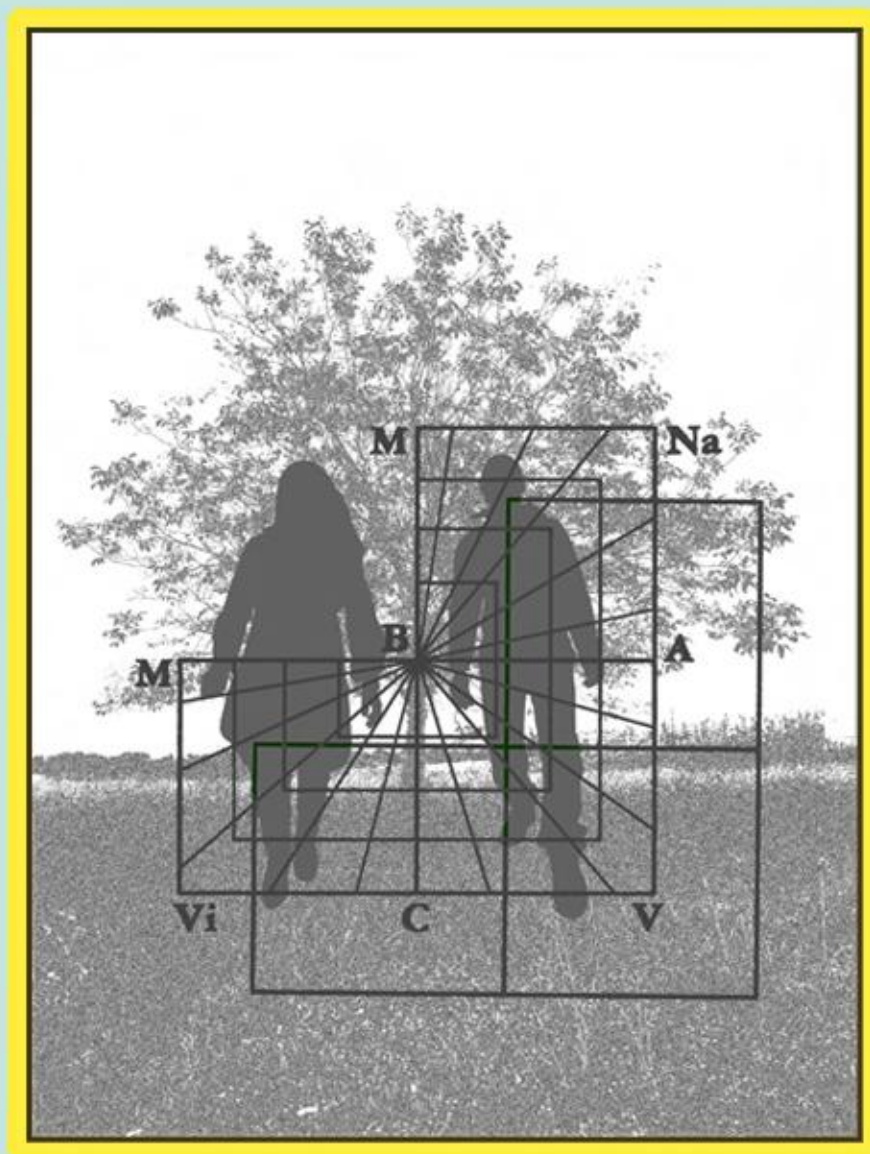


# Mapping the Spanish Landscape of Tertiary Lifelong Learning

Discussion paper 2012/4.7.

Montse Alvarez, Nestor Duch & Karsten Krüger





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## 1. Brief History of Adult Education

Adult education and training in Spain has developed in different aspects, not very connected to each other (Sanz and Lancho, 2002). In the first place, the academic dimension, designed to assure the basic abilities according to the educational administration. In second place, the labour dimension, directed to train the population with abilities and knowledge required by the labour market. Finally, in the third place, with the democracy the social dimension came up, centred on the population's training to participate actively as citizens.

In the 60s, with still high rates of illiteracy and in a context in which formal education was not widespread –along with a massive migration of workers from the countryside to the cities and from the primary sector to industry or services- the focus was on basic academic and labour-oriented training of adult population. Examples are the literacy campaign undertaken in the period 1963-1973 and the Program for the workers' Professional Promotion initiated in 1964, the origin of what we know today vocational education and training or just technical education.

The General Law of Education of 1970 modernised adult education, taking it beyond its strict focus on literacy, in a context in which lifelong learning –education at any age and not only in regulated official degrees- began to be a prominent topic at the European and world levels. That law defined adult education as the set of opportunities offered to adults with the purpose of completing their training in different aspects of life: personal, professional, social. The law had the intention of taking adult education outside of the school framework. Instead, it was believed that the priority of adult education consisted on providing access to official training at any age and not only to basic education. In 1980, the Basic Law of Employment was passed, recognising the necessity to carry out programs of employment promotion; that gave place to the introduction of the concept of occupational professional training (for the unemployed), as an active employment policy. In 1980 the Worker's Statute was also approved recognising the right to on-the-job training and to carry out training processes directed to the adaptation to new jobs.

By the mid-80s, under an industrial crisis that required new professional profiles and with a rising democracy demanding more educated people to consolidate policies, it became necessary to reconsider adult education. In 1986 the Adult Education White Paper is approved introducing a new strategy more focused on the social dimension in detriment of the educational, more centred in the population's needs than in the available education and more concerned about learning than in teaching. However the LOGSE (Organic Law of General Organisation of the Spanish Education System), approved in 1990 and whose section III deals with adult education didn't take into consideration its recommendations. Neither a specific law was passed for adult education but rather the issue was included in a general law of education. The law didn't took into account the extra-academic circumstances with which adults live (unemployment,

immigration, technological change, professional and cultural development, etc.) and focused on adults from the strictly educational or academic point of view, for example, enlarging adult population's compulsory primary and secondary education. Demand for training derived from the new political, cultural and labour conditions was overlooked, and supplied outside of the educational system. Some of them were approached by social organizations through programs of Vocational Training and Continuing Education, and others directly by civil organizations, often without the due social recognition. Some autonomous communities such as Andalusia, Catalonia, Galicia and Valencia passed specific laws for adult education but with the same practical difficulties of application.

On the other hand, advances in vocational education and training were intense. From 1986 on the concept of professional training as an active employment policy began to be applied in a practical and concrete way. The period 1986-1996 can be considered as a key period: 1986-1988 with the FIP plan for training and work placement; 1989-1992, when there is a qualitative improvement of the programs; and from 1993 on with the national professional training program centred exclusively in training for employment. The INEM (currently the Public Service of State Employment) activities during this stage were based on a strategy of continuing improvement of Vocational Training and the Professionalism Certificates were implanted. In the professional training dimension the social dialogue between the administration, unions and employers' associations continued enabling since 1992 a series of national agreements for continuing training. Starting from these agreements it was understood that the professional training had to be a fundamental priority to give appropriate answer to the labour market needs.

In parallel, universities began to offer continuing education and training since the approval of the Law of University Reform in 1983, that authorized universities to carry out unofficial teaching activities and they were allowed, therefore, to attract different student profiles. Moreover, this same law granted the possibility to offer degrees with diplomas different to the officials. In practice, continuing education and training becomes widespread in the 1990s, focused on the graduate level and with a strong professional orientation. Given the proliferation of programs of continuing education and training offered by universities and also the existence of varied programs offered by non-university entities, there was an increasing need for homologating denominations and characteristics. In the university case, the objective was to apply some homogeneity criteria and to secure the specificity and quality of its continuing education and training programs. Two agreements arise, one in 1988 for the Catalan universities, on the denominations and characteristic of the graduate degree studies and their certificates; and another in 1991, for all Spanish universities, distinguishing the scope of continuing education programs among master, specialist, expert and postgraduate diploma degrees. The first one, of at least 50 credits, demands as prerequisite a university degree;

specialist and expert would be programs of at least 20 credits directed to graduates or undergraduates but with at least a Baccalaureate certificate; the ability to grant a postgraduate diploma would be for other training types.

Anyway, as the universities' continuing education and training depends on the autonomy of each institution -there are not legal guidelines-, although the objective of supply flexibility and better matching with demand was achieved, the practice created a varied and heterogeneous supply of programs obstructing recognition among universities. At the same time universities began to develop short courses to assist specific social specialisation demands, among which we find firm-tailored courses with denominations and durations even more heterogeneous, language courses or initiatives such as the university for people aged more than 50 or 55 years. This has been the way in which university continuing education and training has responded to the three above-mentioned dimensions: professional, social and academic. Regarding this last dimension, one must also keep in mind the realization on the part of the adult population university official studies: at the moment Bachelor's, Master's and Doctorate.



## 2. Legal Regulation of Adult Education

Organic Law of Education<sup>1</sup> (2006): Chapter IX, Title I is devoted to Adult Education. According to Rodríguez (2008) and Ministry of Education (2009), this is just the continuation of what the LOGSE established, with some novel elements related with the evolution of policies directed to continuing training and distance training. This law offers a general framework for adult training, in which a series of mechanisms have been foreseen to favour adult's access and promotion in secondary education, professional training and higher education. The educational offer for Adult Education integrates different initiatives, both official and unofficial education, for those older than 18 years. Generally:

- Initial Education of level I (Literacy and training in basic instrumental areas)
- Initial Education of level II (training in basic skills needed to enter secondary education)
- Education of level III, Secondary Education for Adult People (ESPA), equivalent to the ordinary secondary education (ESO), available both in classroom and distance forms. Tests are also summoned to obtain the title directly.
- Education for obtaining the General Upper Secondary Education certificate (Baccalaureate), available in classroom and distance forms. Tests are also summoned to obtain the title directly (for older than 20 years).
- Education for obtaining the vocational upper secondary education and the short cycle Higher Education certificates, available in classroom and distance forms. Tests are also summoned to obtain the title directly (for the short cycle higher education certificate for older than 20 years).
- Test of Access to the Vocational and General Upper Secondary Education without the General Lower Secondary Education Certificate. Test of Access to Short Cycle Higher Education without the General Upper Secondary Education certificate.
- Test of Access to Higher Education for people aged 25 or more without appropriate certificates.
- Unofficial education: courses to prepare the different access tests (Vocational and General Upper Secondary Education, Short cycle higher education and Higher Education). Programs of initial professional qualification. Training in the use of ICT. Learning of foreign and official languages and official languages for foreigners (official school of languages), aula mentor, etc.

Royal Decree 395/2007: The subsystem of professional training for employment is regulated today by this decree. Its basic objective is to universalise the access of workers and unemployed

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<sup>1</sup> Ley Orgánica de Educación.

and firms to education and training. Concretely, its priorities are to favour worker's lifelong training; to provide knowledge and practice adapted to the needs of firms and workers; to contribute to the improvement of productivity and competitiveness; to improve the employability of workers and to promote that the professional skills acquired by the workers are appropriately accredited. The addressees are the workers and unemployed, and among these groups those that have more insertion and maintenance difficulties are given priority, such as long-term unemployed, women, older than 45 years, workers with low qualifications, immigrants and disabled people, and small and medium enterprises workers.

In the vocational training system four types of initiatives exist: i) demand-oriented training, referred to in-company training actions (programmed and executed by the firms) and individual training permits for the workers (for obtaining an official degree or professional certificate and this permission can also be granted to pass the evaluation and accreditation processes of acquired professional skills); ii) supply oriented training, training actions for the unemployed (actions for work insertion and reinsertion) and training plans for workers (intersectoral and sectoral); iii) training in alternation that includes training contracts and public programs of Employment-training, where the workers participate at the same time in formative activities and professional practices; and, finally, iv) training support actions, which refer to initiatives that allow to improve the effectiveness of the subsystem, such as studies of general and sectoral character, or research and innovation actions. The forms that the supply-oriented training refer to training plans directed mainly to workers, those directed principally to the unemployed, programs of formative actions that include hiring commitments (also for unoccupied), specific programs for people with special training needs or with difficulties in the employment search, training for those that have been deprived of their freedom, military with a part-time relationship with the armed forces. Training plans directed basically to workers include intersectoral training plans (training actions in which transversal skills are acquired), sectoral training plans (more than 90% are of this type), training plans for the workers of the social economy and plans for the self-employed.

University system: According to the Council of Universities (2010) the normative framework with influence in continuing education and training is the following:

Organic Law of Universities<sup>2</sup> (2001) and the later modification Organic Law of Modification of the LOU<sup>3</sup> (2007): In the preamble it points out that the society demands lifelong continuing training. Article 1 talk about the diffusion of knowledge and culture by means of the university extension and lifelong learning. Article 2 is about the elaboration of study and research plans and about specific lifelong education and training. Article 36 is about the validation of the labour or professional experience. The twentieth legal requirement contemplates the Registry of Universities, Centres and Degrees (RUCT).

Royal Decree 1393/2007 of October 29 on the Regulation of the Official University Education: the preamble deepens in the definition and expression of university autonomy asking for higher education institutions to create and propose, in accordance with the established legislation, the programs and certificates that must be offered. It adopts a series of measures that, besides being compatible with the European Higher Education Area (EHEA), make more flexible the organization of education and training, promoting curricular diversification and allowing the universities to take advantage of their innovation capacity. Article 1 outlines its main purpose, to develop the structure of the official university education, in accordance with the general lines emanated from the EHEA. Moreover, this royal decree establishes the guidelines, conditions and the verification and accreditation procedure that the study plans will have to pass. Article 3 states that the universities will offer Bachelor's, Master's and Doctorate degrees. Article 6 defines as recognition to the acceptance by a university the credits that, having been obtained in some official degree in the same or another institution, are computed in a different institution in order to obtain an official degree. Article 15 states that the study plans for Master's will have between 60 and 120 credits ECTS.

Royal Decree 1509/2008 of September 12 on the Registry of Universities, Centres and Degrees: article 17 states that the Ministry responsible for Universities, previous report of the Council of Universities and of the General Conference for University Policy, should adapt the conditions and criteria to access to the registry of these titles. The Universities will be able to request the inscription, for informative effects, of the non-official degrees they offer. The content of the registry relative to these titles will be governed, in what is applicable, by what this Royal Decree Ordinance foresees for the official degrees.

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<sup>2</sup> Ley Orgánica de Universidades, LOU.

<sup>3</sup> LOMLOU.

Royal Decree 1892/2008 regulating the conditions of Access to Bachelor's degrees and admission procedures to the Spanish Public Universities. It implies as a novelty the possibility to access with labour and professional experience in a concrete field for those older than 40 and 45 years.

### **3. Institutional environment of adult education with special attention to the Higher Education (HE) system**

According to the methodology of the Adult Education Survey, adult population is that aged 25 and more, which would be outside of the formal education under normal conditions, understood as a continuing stairway of full time education that generally begins at 5-7 years and continues until the 20-25 years of age. Those between 16 and 25 outside of official education and without a degree can also be considered. In higher education, adult education would refer basically to continuing lifelong education and training (unofficial master's, specialists and experts and other courses of university extension).

In Spain, adult education included within the general laws of Education depends, in first instance, on the Ministry of Education, responsible for planning, administration, monitoring and control of the actions directed to the adult population. The Ministry takes the responsibility of the regulation of the study plans and of degrees and certificates in the whole territory. But the autonomous communities, since educational policies are transferred and decentralized plan, manage and finance adult education.

Continuing education and training is based on management cooperation among the different Administrations -central and regional- and it is coupled with the state sectoral collective bargaining, between managerial representatives and workers (unions). Demand-oriented training is managed by the state (Public Service of Employment and Tripartite Foundation) and the supply-oriented training combines the state and autonomous management. In the case of demand-oriented training firms can plan and manage activities for their employees, by themselves or with external means. Firms can also group and commend to organizing entities to program the training of the set of firms involved. Supply-oriented training is equally managed between the central administration and the autonomous communities, by means of the grants that are published in annual calls for financing training plans. These are carried out through agreements signed by the organizations of employers and the unions with the state or autonomous administration and they can be annual or multiyear plans.

University continuing education and training (unofficial postgraduate certificates and unofficial complementary training) is the responsibility of the universities under their autonomy. The central administration, and the autonomous one, since the function of universities is decentralized, would be in charge of establishing the legal framework and a minimum of regulation. Moreover, they also can, in accordance with universities, to act in the organisation, promotion and recognition of this type of education.

To manage continuing education and training, universities use different models. In a first model, continuing education and training is carried out through departments, centres or institutes with little or null centralised support. In a second model, continuing education and training would be managed through departments, centres or institutes but having a strong centralised support by means of a specialised internal administrative unit. In a third model, continuing education and training would be managed through an external unit, a foundation, a centre of continuing training, graduate degree schools... that would be nurtured with the experience of the departments, centres or institutes (it could have the support of a small unit inside the university dedicated to such tasks as the issuing of certificates). In a fourth model, continuing training would be carried out through very specialized independent units focused to a very specific sector basing their experience on one or few departments, centres or institutes. Finally, in the fifth model continuing education and training would be carried out through an organization representing several institutions of the university, each one contributing with its particular experience. Some Spanish universities use many of these models simultaneously, but the norm is to stick to just one model. Analyzing the data for the management of unofficial certificates, public universities mostly use the centralized model (40%) and, in second place, by means of an external unit (28%). In an additional 28% management is mixed, using the services of an external unit or a foundation, or those of an internal specialized unit, according to the different cases and needs.

Regarding the product related to the management of continuing education, up to four models can be used: 1) an unique unit managing both official and unofficial certificates and other forms of continuing education, bus mostly short courses; 2) two different units, one to manage the official and unofficial certificates and another for other short courses; 3) two different units, one to manage official certificates and another to manage unofficial and other short courses certificates; and 4) a distributed or dispersed model in which each school, centre or institute would manage its courses in an independent way. According to the data, Spanish public universities have mainly chosen a management model in which the official certificates are clearly separated from unofficial and other courses certificates (58%).

#### 4. Current Policy and Priorities

It is in the context of continuing education and training in which more changes are taking place lately, within the framework of the Strategy University 2015. This strategy is an initiative coordinated among the Central government, the Autonomous Communities and the universities and promoted by Ministry of Education, focused on the modernization of the Spanish university system with a time horizon of 2015. In this context, continuing education and training was included as a mission, in the Education and Training chapter along with the adaptation to the ECTS system. Continuing education and training, within the Strategy 2015, is placed among the most prominent objectives. This recognition connects with the importance that university lifelong learning is receiving at the European level. Thus, the role of continuing education and training in universities has been emphasized since the origin of the Bologna Process (Bologna Declaration, 1999) leading to the European Higher Education Area, and has been reinforced in the subsequent official statements of the European Education Ministers in Prague (2001), Berlin (2003), Bergen (2005), London (2007) and Louvain (2009). As a result, continuing education and training is today considered to be one of the main functions of universities facilitating a type of academically valid training, professionally useful and enriching from the personal point of view to people in a wide age spectrum. At the same time, universities are also exhorted to lead the recognition of previous learning, independently of the way to do it, through certificates, degrees and similar.

The objectives stated with respect of continuing education and training are:

- To offer quality training and their corresponding accreditation systems.
- To fulfil social needs with respect to personal enrichment and new labour perspectives.
- To involve universities in the design strategies of continuing education and training as a basic function.
- To take advantage of ICTs to widen educational methodologies, favouring training together with the labour activity and family life.
- To promote access to training to people with different skills levels and different learning backgrounds, as well as the collaboration of the universities with associations, social agents and other partners linked to the local productive system in specific training projects.
- To elaborate official guidelines to foster this type of training facilitating interuniversity agreements.
- To elaborate a normative framework that puts up the regulation (respecting the autonomy of the universities) and that facilitates the recognition of this type of training

outlining the approaches and minimum requirements that the RUCT registry should keep in mind.

According to the Strategy 2015, continuing education and training is defined as “all learning activities carried out in any moment of life, with the purpose of improving knowledge, abilities and skills from a civic, social and/or work perspective.” In a wide sense, this training would embrace the undergraduate and graduate education at universities with the necessary flexibility in its curricula to be able to adapt it to the needs of each community or individual. Unofficial master, postgraduate diploma, expert, specialist, short courses and extension courses are also considered in this category. Occupational training and recycle courses (with clear employability objectives) are also considered in this category, as well as corporate training (tailored or in company), either of open type (proposed by the university) or not. In continuing education and training different educational methodologies must be used: classroom, blended or distance.

In this context of the Strategy 2015, a work group was created, the “Commission for Continuing Training”, with the objective of elaborating a document reflecting the nature and characteristic of continuing education and training and the role of universities, setting down proposals for planning, homogenisation, and regulation, among others. With this document in hand an agreement on universities and continuing education and training in Spain was reached in July of 2010, in the plenary of the Council of Universities.

One of the starting points is the complexity of the available courses from universities with respect to their denomination, degree and recognition. This makes necessary the establishment of different agreements that take into account some conditions, such as the importance of Continuing education and training in the configuration of the European Higher Education Area; the active role of Spanish Universities in this type of training: Spanish universities have been offering, for some time, quality unofficial training programs, consolidated and recognized professionally, that is to say, this type of training has not been left in the hands of the social agents making necessary some sort of collaboration; the respect to the university autonomy with respect to Unofficial graduate certificates and lifelong learning, although some minimum agreements that allow to unify some criteria and characteristics of the different types of courses and to facilitate their recognition among Universities is needed. The existence of some agreements already effective in this respect; the new organisation of the official university education that regulates the formative cycles (bachelor, master, doctorate) and the existence of unofficial education articulated in different ways: masters, postgraduate diplomas, expert or specialist certificates, diplomas or certificates of university extension, etc; and the possibility of registration of unofficial certificates and degrees in the RUCT that presumes the establishment



of conditions and criteria, such as verification and accreditation, to consent to the registration of these titles.

The process that must begin should develop in a gradual way with regard to the access and the duration of the programs and would have to be materialized in the following agreements:

1. Within continuing education and training it is necessary to differentiate the consolidated and well known programs that are at present offered as masters, expert, specialists and postgraduate diplomas. This agreement proposes that:
  - Master degrees have a duration of 60 credits or more, have a duration of at least an academic year, access needs a previous university degree, be issued by the Rector and have a centralised Registry. Moreover, curricula should be clearly defined, assessment in ECTS system and a final paper to obtain this degree.
  - Certificates of 30 credits or more will be termed “specialisation diplomas” and they will refer to the current postgraduate diploma, expert or specialist certificates. These courses should comply with the same criteria than the masters, being advisable but not compulsory a final paper to obtain the certificate.
  - Moreover, the Universities will be able to offer other types of certificates or degrees. It is proposed to use unified denominations, although the length can be much more flexible. Thus, for courses that requires previous university degree, to differentiate among those with duration of up to 15 credits and those between 15 and 30 credits. For the latter, it is proposed to use the term “expert degree” and to consider “certificates” the former. For courses that don't require a previous university degree and with more than 30 credits, the denomination “diploma of university extension” will be used and for those with less than 30 credits “certificate of university extension”. For different types of continuing education and training, degrees as such should not be contemplated but certificates whose denomination can be decided by each University without using the previous labels to avoid confusion. In any case, the new denominations should contemplate a clear differentiation for the different titles, diplomas and certificates.
  
2. Obtaining an unofficial graduate degree will demand to overcome, through the corresponding evaluation process, the academic activities that correspond to the degree; in any case the simple attendance will allow obtaining the degree. Each degree will show annexed the description of all the activities that configure the study program, with detail of the courses, credits and activities that the program includes; this annex will also indicate the previous degree or requirements through which the student qualified for the degree.

3. The recognition of credits of unofficial graduate degrees among Universities of the different types of programs. This recognition can be at three different levels:
  - Global, total or partial credit recognition for masters and specialisation diplomas registered in the RUCT, since they will be degrees with external evaluation, verification and accreditation similar to official degrees.
  - Total or partial recognition of master and specialization diploma not registered in the RUCT but that fulfil the denomination, extension, evaluation, paper, etc. criteria.
  - Recognised credits from masters and specialisation diplomas can serve to complete studies or to continue them in other universities.
  - Recognition, by means of bilateral agreements and according to the norms of each University, of the rest of credits studied in the other types of unofficial programs of each University.

Anyway all continuing education and training programs should have an internal quality assurance system that could be adjusted to some of the models of quality management that have been useful in higher education in Europe, as the EFQM (European Foundation for Quality Management) or the ISO 9000. The bodies responsible for the system of unofficial graduate degrees could be structured in three levels: a first institutional level integrated in the university's quality system; a second level that will correspond to the organizational structure (Centre of Continuing education and training) responsible for unofficial graduate degrees and for continuing education and training in general; and a third level referred to each unofficial graduate degree in a specific way.

For its best visualization, the RD 1509/2008 established the possibility to register the graduate continuing education and training programs of the Universities. Therefore, those unofficial graduate degrees that fulfil the requirements and apply for will be registered in the RUCT. Before the registration, a process of verification of the program should be done. The verification is the voluntary process by means of which the Universities submit to the Council of Universities a report in which the fundamental elements of the program are included. The process of accreditation of an unofficial graduate degree is conducted once the program has been evaluated positively during, at least, two editions, or to have at least an equivalent trajectory. Accreditation is based on the execution of the commitments stated in the report. To this document relevant information about its trajectory should be incorporated, with special attention to the demand of students and professionals, performance rates, graduate monitoring and labour market insertion, etc. The accreditation will be revised periodically and the evaluation organisms will be the ANECA (National Agency of Evaluation of the Quality and Accreditation) and, when applicable, the official autonomous agencies.

## **5. Recent Initiatives with Special Attention for Those in Mid-life**

In the field of the accreditation of acquired skills, independently of the way they have been acquired, in the university context the RD 1892/2008 stands out since it has regulated the procedure to follow to access continuing education and training for people older than 40 years that have work and professional experience in a specific program, but don't have a degree that enables them to join a university through standard procedures. First, it is necessary to credit this work or professional experience with respect to the specific university degree for which the access is requested. The call is annual and access can be requested for only one centre. The success of the admission process is only valid to enter in the following academic year. Therefore, in order to enter later, admission process should be repeated. The admission process is structured in two phases: The first one is the phase of valuation of the credited experience (based on the information and the documentation presented by the candidate in the moment to formalize registration). And the second is the phase of personal interview. Depending on the results obtained in the two phases the maturity and suitability of the candidate to follow successfully the chosen program is assessed. Each university will publish the list of programs suitable to be accessed by those older than 40 years. 1% of the total number of available places will be reserved.

Moreover, the RD 1892/2008 also presented as a novelty an additional way to access the university for those aged 45 years or more, by means of an access test and a personal interview. The access test, once passed, has indefinite validity. On the other hand, the compulsory personal interview will be valid the year in which is carried out and to access just one centre. The access test is the same for all candidates and has is intended to determine the maturity and the candidates' suitability in order to pursue university studies, its reasoning capacity and understanding and written expression written in Spanish and other official languages. 1% of the total number of available places will be reserved.

University access for people older than 25 years already existed. Candidates must pass an access test that consists of two parts. The general phase, which is equal for all the candidates and has the objective to determine the maturity and the candidates' suitability for university studies, as well as their reasoning capacity and understanding and written expression in Spanish and other official languages, along with knowledge of a foreign language. The specific phase is structured in five possible options linked to the five branches of knowledge. Between 1% and 3% of official undergraduate degrees places will be reserved.

On the other hand it should be highlighted that distance -mostly on-line- universities have a clear importance in Spain, since the creation at the beginning of the 1970s of the UNED (National University

for Distance Education). The Universitat Oberta de Catalunya (1994) joined in the early 90s and very recently, the Madrid Distance University or UDIMA (2006), UNITING (International University of The Rioja) in 2008 and the Universidad Internacional Valenciana (VIU: Valencian International University) in 2010. In the academic year 2010-2011, the students of these universities represented around 15% of the total (bachelor degree). The fundamental characteristic of these institutions is its high average age: 86% has more than 25 years, compared to a mere 30% in the case of traditional universities. In this sense, this last percentage has been markedly increasing in recent years (about 10 points from mid 2000s). Anyway, it is also true that the graduation rate in distance universities is usually lower than in traditional institutions.

Finally, another initiative to highlight in the university framework is, within continuing education and training programs, the proliferation of the so called University for Older People or Classrooms for Older People or University of Experience (the names are varied), which are programs to satisfy the demand for training of a very specific group: those older than 50 or 55 years. In fact, in this field, Spanish universities are leading the way in Europe. In this case, these initiatives give answer to a specific demand of a group of people that only seeks to enlarge and to improve their knowledge.

## 6. Financial Aspects of Adult Education and TLL

Non university official adult education is free and university official adult education is subsidised. The cost of the non formal programs depends on the organising institution and of the course type. Of the total public expenditure in non university education in 2009, 1,1% (equivalent to about 400 million Euros) corresponded to adult population education, something more than 460.000 people was registered in this type of education, representing the 6,2% of the total of students of non university education in the academic year 2008-2009.

Resources to finance the subsystem of professional training for employment come from the share for professional training that collects the Social Security System (85%, approximately) along with some funds coming from the European Social Fund and the contributions of the Public Service of State Employment. The budget for the whole system in 2010 was of something more than 2.500 million Euros. Here, the resources of the share for professional training refer specifically to the volume of revenues resulting from applying a tax of 0.7% on the rate base for common contingencies that firms and workers contribute to the Social Security. Of that global tax, 0.6% corresponds to firms and the remaining 0.1% to the worker. Approximately 60% of the total funds collected is dedicated to workers' training of (1.545 million Euros in 2010) and 40% to the unemployed. The application of the funds corresponds to the Labour Ministry that determines how it is distributed between the different administration bodies and training initiatives.

Firms that carry out tailored training will be able to benefit from some discounts in their contributions to the Social Security. This allowance is variable according to the size of the company. An allowance of 100% is foreseen for firms from 6 to 9 workers, of 75% for those of 10 to 49 workers, of 60% for those that have between 50 and 249 employees and of 50% for those of 250 and more. For firms with a salary earner stratum between 1 and 5 a credit of annual allowance of 420 Euros is granted. The available quantity in 2010 for these allowances was of 507.8 million Euros, the same as in 2009, year in which more than 1.8 million workers in almost 300.000 firms (a penetration rate of 18%) were enrolled in some sort of continuing education and training programs. Additionally, more than 2.000 individual permits for training were granted, most of them to follow official university studies (more than 1.000) and unofficial graduate programs (485). Since 2007 there has been a substantial increase of these figures: the number of firms that carry out training has doubled and the number of workers trained through in-company activities grew 50% (65% in the case of those with individual training permit). By age profiles, 8.7% of participants in in-company training actions had between 16 and 25 years, 37.8% in the age group of 26 to 35 years, 31.1% in that of 36 to 45 and 22.4% with more than 45 years. At the national level (there is no data for the regional level), the budget allocated to the

2010 call for financing training plans reached a quantity around 413 million Euros, while in 2009 about 700.000 workers followed some supply-oriented plan.

University continuing education and training courses tend to be much more demand-oriented than bachelor's degrees. Since these courses are unofficial (they are not considered in the official catalogue) they are not financed with public resources and therefore they are not under subsidised fees. Thus, these courses tend to be generally self-financed by means of tuition fees. Nevertheless, in practice, universities usually co-finance some of these courses by means of, for example, the use of infrastructure or financing the specific administrative units that manage this type of education. In contrast, the universities retain a percentage of the revenues of these courses (overhead). The availability of own university programs (master, experts, specialists) has shown recently an exponential growth, from 145 programs in 1987 to more than 4.500 twenty years later. In parallel, the number of students following these courses also increased, representing today almost 10% of total students of first and second cycle and bachelor degrees. In the same way, revenues coming from these unofficial training courses, self-financed, grew steadily representing today around 15% of the revenues raised through first and second cycle education.

## 7. Statistical Data

The structure of adult education in Spain is different from the averages of the OECD and the EU. For example, 48% of Spanish population has a maximum education level that corresponds to the compulsory education while in the OECD and the UE the percentage is 25%-30%. In contrast, the share of population aged 25 to 64 with secondary non-compulsory education (baccalaureate, vocational training) is lower, 22% in Spain and 45-50% in the OCDE and EU. The share of population with higher education, however, is very similar in Spain, the OECD and the UE, and even a little higher in Spain (Education at a Glance 2011 with data for 2009). This characteristic is worsened with age, as table 1 shows: more than half of those with 50 or more years only have compulsory education.

<b>Age group</b>	<b>Compulsory education</b>	<b>Upper secondary non-compulsory education</b>	<b>Tertiary education</b>
25 to 29	37,0	25,2	37,8
30 to 34	34,3	25,3	40,4
35 to 39	37,5	23,0	39,5
40 to 44	43,2	24,1	32,8
45 to 49	48,7	23,4	27,9
50 to 54	55,6	21,0	23,4
55 to 59	63,8	17,0	19,3
60 to 64	70,9	11,9	17,3
65 to 69	77,3	9,1	13,7
70 and more	87,9	4,7	7,4

Source: Survey of Active Population, INE (4th quarter of 2010)

One of the objectives that the UE manifested in the Lisbon Strategy, regarding education and the training, was advancing in the adult population's active participation in activities related with lifelong learning. Concretely, the objective was to reach by 2010 at least the 12.5% of the EU population aged 25 to 64 participating regularly in lifelong learning activities through official and unofficial programs. According to Eurostat's Labour Force Survey (LFS), where one of the questions asked is if the individual surveyed has been following some courses in the four weeks before the interview took place. In the Spanish case, in 2010, the annual average of the quarterly surveys of the LFS, shows that 10.8% of population aged 25 to 64 years followed

some sort of education, a figure only slightly lower than the EU average, but significantly far from the objective and very far from the leading European countries, Denmark (32.8%), and Finland, Sweden and the United Kingdom (20-25%). By age groups, there is a clear inverse relationship between age and the share of population following training courses, as table 2 reveals.

<b>Age group</b>	<b>Not studying</b>	<b>Studying: Total</b>	<b>Studying: Only official</b>	<b>Studying: Only unofficial</b>	<b>Studying: both</b>
25 to 29	77,2	22,9	10,4	11,4	1,0
30 to 34	86,1	13,9	3,5	10,1	0,4
35 to 39	88,7	11,4	1,7	9,4	0,2
40 to 44	90,0	10,0	1,4	8,4	0,2
45 to 49	91,2	8,9	0,9	7,8	0,2
50 to 54	93,0	7,0	0,5	6,4	0,1
55 and more	96,2	3,9	0,3	3,6	0,0

Source: Survey of Active Population, INE (2010 average)

The results of other surveys of European dimension, as the Adult Education Survey taking 2007 as a base year and that analyses more in depth (and during the whole year) training activities (including informal), also shows that Spain is below the EU average and far from the leading countries. Concretely, and according to the Spanish version of the survey, only 3 out of 10 individuals aged 25 to 64 followed some sort of continuing education and training (23% in the case of population aged 45 to 64). From these, 88% carried out informal education activities (it reaches 92% in the population aged 45 to 64). In parallel, around 20% carried out activities of formal education (12% for those aged 45 to 64). Adults with already graduate degrees are those that carry out more intensively educational and training activities (practically 50%): around 25% carry out formal education activities while 86% carry out informal educational activities. Moreover, people working tend to be more dynamic regarding continuous education and training: approximately 35% follow training activities (17% followed formal activities and 90% of them informal). Finally, 63.4% of the population aged 25 to 64 (51.4% in the case of those aged 45 to 64 years) that carried out formal educational activities earned an official degree.

By age groups, relative participation tends to be higher in lower age groups. For example, those aged 45 to 64 years have a share with respect to total of about 42%, its relative share among

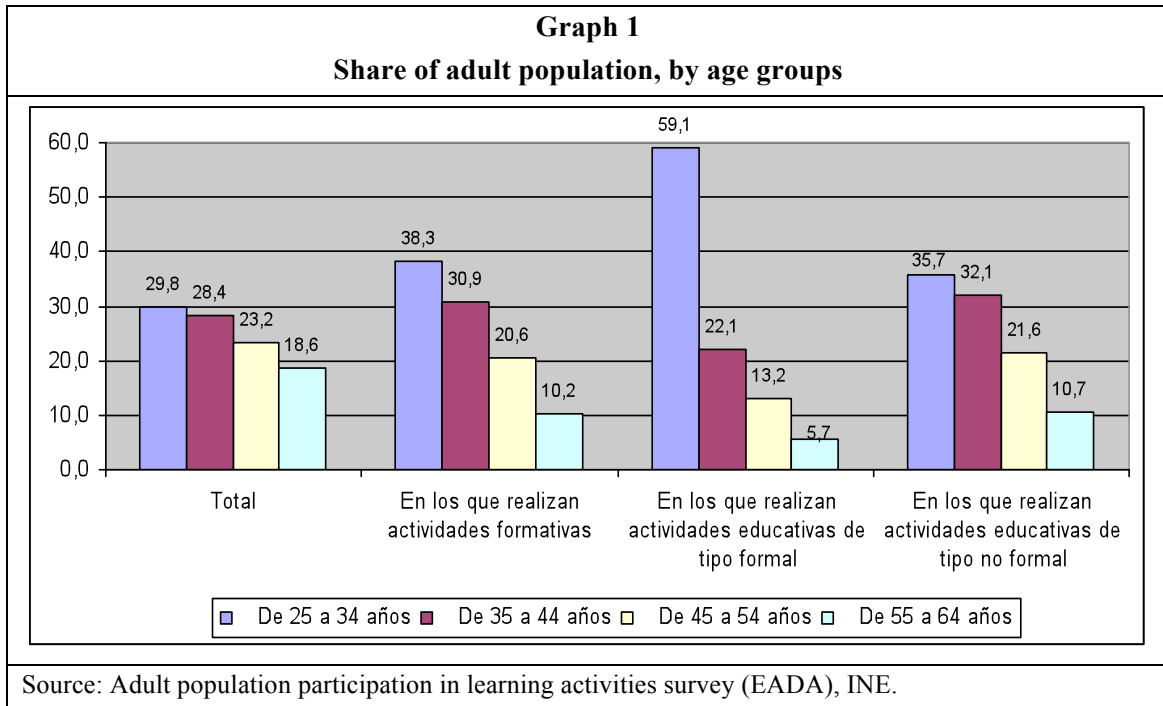


adults (25 to 64 years) that carry out educational and training activities is 30.8% (18.9% in the case of formal activities and 32.3% in the case of informal activities).

<b>Table 3</b>			
<b>Adult's population participation in education activities, 2007</b>			
<b>Age group</b>	<b>Participate in Educational activities (%)</b>	<b>Of which, participate in formal activities (%)</b>	<b>Of which, participate in informal activities (%)</b>
25-64	30,9	19,3	88,0
25 to 34	39,7	29,7	82,0
35 to 44	33,6	13,8	91,4
45 to 54	27,5	12,3	92,1
55 to 64	17,0	10,7	92,2
45 to 64	22,8	11,8	92,1
Source: Adult population participation in learning activities survey (EADA), INE.			

The penetration of new technologies has not been very intense in continuing education and training activities, and only 12.2% (21.5% in the case of formal activities and 11% in the case of the informal activities) are distance activities. This percentages is even lower for the population aged 45 to 64, with only 8.5% -20% for formal education and 7% for informal-. In this respect the use of information and communication technologies is more common as a support and study assistance, since practically 50% used Internet and computers (45% in the case of those aged 45 to 64 years).

Universities (as a participant of formal education institutions) participate modestly in providing informal educational activities. Only around 10% of those aged 25 to 64 that have followed informal activities have done so in universities (9% for those aged 45 to 64; but, on the other hand, 13.3% for graduates). The employers and the informal educational and training institutions (academies, study centres, professional colleges and others) would be the most usual place for training (with some age group differences).



On the other hand, 28% of population aged 25 to 64 followed an informal learning activity, which basically means self taught. This percentage also falls with age, although the differences are smaller. For the concrete case of the population aged 45 to 64 the value is 23% (25% for those aged 45 to 54 and a little bit more than 20% for the rest). This percentage also grows with the level of finished studies (for those that are graduates it would be 42%) and for those that are workers (30%). The most frequent means used for self taught learning are the printed means (books and other) and computer and the internet, especially for the youngest.

Eurostat also publishes the CVTS-3 (Continuing Vocational Training Survey) that offers comparable data at the European level regarding the investment effort carried out by firms with respect to their workers' training. In this case, the relatively worst Spanish situation is also observed. The CVTS considers firms of ten or more workers, covers continuing education and training developed by the firms themselves or promoted by them (full or partial financing) and takes into account workers with valid labour contract. The first CVTS, referred to 1993 was published in 1996; the second was published in 2002 with data for 1999; and in the year 2009 they published the results of the third wave, with data for 2005. In this last year, 47% of the interviewed Spanish firms carried out some type of continuing training for its workers, below the corresponding figure for the EU-27 average (60%) and very far from the maximum value that was reached in the United Kingdom (90%). In this case, the low participation rate of universities is confirmed.

To this respect, it should be noted that the survey “Universities and Spanish firms” carried out by the CYD Foundation in 2010 the firms in the sample confirm that universities are placed very low as providers of training for their workers. Before contacting universities, firms prefer to appeal to their own training department, to consultancy firms, to centres of continuing professional training, to continuing professional training organizations, business schools, Chambers of Commerce, or even to materials and equipment suppliers. In 2008, only one out of four firms contacted the university to carry out training for their workers (19% contacted the university for training courses designed exclusively for its employees; while 4% has contacted the University for tailored training courses). The three fundamental reasons used by firms to explain this are: i) they are not aware that universities can provide this type of training; ii) they don’t consider that universities are a source of this type of education and training and; iii) the mismatch between university programs and firm’s training needs. These conclusions are in line with those derived from a similar survey carried out in 2004.

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