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УДК 374.7: 047.38[167.6:37] (460)

Belando-Montoro María Remedios – PhD., Senior Lecturer in Educational Theory and Social Pedagogy of the Faculty of Education of the Complutense University of Madrid (Spain)

ORCID ID 0000-0001-5730-7896

E-mail: mbelando@ucm.es

Carrasco Temiño María Aranzazu – PhD Student of the Faculty of Education, Complutense University of Madrid (Spain)

ORCID ID 0000-0001-5760-8234

E-mail: mcarrasco@ucm.es

Naranjo Crespo María – PhD Student Honorary collaborator at the Department of Educational Studies Faculty of Education, Complutense University of Madrid (Spain)

ORCID ID 0000-0002-6161-7659

E-mail: marnaran@ucm.es

EVOLUTION OF THE ADULT EDUCATION IN SPAIN IN THE CONTEXT OF EDUCATION LAWS

Abstract. Today, after several decades of international recognition and support, adult education continues to be a subject of special relevance and topicality for Spanish society. The concept of Lifelong Learning appears in the education laws; however, its implementation is not developed in the same way. Therefore, it is necessary to analyze the normative development, since it will help us to develop policies that improve the coverage of this educational sector. The article reviews Spanish education laws since 1970 with the aim of studying the evolution of adult education, especially objectives laws.

The analysis included some conclusions that demonstrate the need to develop further studies on adult education in Spain. On the one hand, it is

important to highlight the lack of national legislation regulating adult education in a global manner. On the other hand, there is also a need for teacher training in this area. The laws developed in recent years have begun to include adult education within the education system, but they have not considered the development of specialized educators in the area. Therefore, we can see the need to propose policies that recognize the teaching profession of adult educators, due to currently it is an informal profile and it is not necessarily require pedagogical training, what is an aspect that reduces the quality of this education.

In short, adult education is being developed in parallel with the official education systems, which leads to a loss of quality and of the normative officiality of the initiatives carried out in this area. From an educational point of view, it is crucial to address this need for improvement and to provide educational processes that are adapted to the demand of individuals and groups within a society in which continuous training is increasingly in demand.

Key words: Adult Education; Lifelong Learning; educational legislation; Ministry of Education; Spain; teaching objective.

Беландо-Монторо Марія Ремендіос – доктор філософії, старший викладач теорії освіти і соціальної педагогіки педагогічного факультету Мадридського університету Комплутенсе (Іспанія)
ORCID ID 0000-0001-5730-7896
E-mail: mbelando@ucm.es

Карраско Теминьо Марія Аранзазу – аспірант педагогічного факультету Мадридського університету Комплутенсе (Іспанія)
ORCID ID 0000-0001-5760-8234
E-mail: mcarrasco@ucm.es

Наранхо Креспо Марія – аспірант, почесний співробітник відділу педагогічних досліджень Мадридського університету Комплутенсе (Іспанія)
ORCID ID 0000-0002-6161-7659
E-mail: marnaran@ucm.es

ЕВОЛЮЦІЯ РОЗВИТКУ ОСВІТИ ДОРΟΣЛІХ В ІСПАНІЇ У КОНТЕКСТІ ЗАКОНІВ ПРО ОСВІТУ

Анотація. Аналіз педагогічних наукових праць свідчить про те, що після кількох десятиліть міжнародного визнання і підтримки, освіта дорослих продовжує залишатися предметом особливої уваги для

іспанського суспільства. Авторами статті проаналізовано розвиток нормативних документів Іспанії в галузі освіти та обґрунтовано необхідність удосконалення політики в сфері освіти дорослих. Розглянуто закони Іспанії про освіту з 1970 року в контексті вивчення еволюції та мети освіти дорослих. Зокрема, Закон про загальну освіту та фінансування освітньої реформи (1970 р.), Білу книгу про освіту дорослих (1986), Закон про якість освіти (2002), Закон про освіту (2006), Закон про підвищення якості освіти (2013) тощо.

Аналіз законодавчої бази свідчить про необхідність розвитку подальших досліджень з питань освіти дорослих в Іспанії. З одного боку, важливо виділити відсутність національного законодавства, що регулює освіту дорослих у глобальному масштабі. З іншого боку, існує потреба у підготовці вчителів у цій галузі.

Закони, розроблені в останні роки, почали включати освіту дорослих в систему освіти, але вони не врахували підготовку освітян у цій галузі. Тому виникає необхідність у політиці, яка визнає професію викладача дорослих педагогів, оскільки на даний момент це неформальний профіль, і це не вимагає обов'язкової педагогічної підготовки, що значно знижує якість цієї освіти. Таким чином, освіта дорослих розробляється паралельно з офіційними системами освіти, що призводить до втрати якості та нормативної офіційності ініціатив, що здійснюються в цій галузі. З освітньої точки зору, важливо вирішити цю потребу в удосконаленні та забезпечити освітні процеси, адаптовані до потреб інших.

Ключові слова: освіта дорослих; освіта впродовж життя; освітнє законодавство; Міністерство освіти; Іспанія; цілі навчання.

Introduction. Today, after several decades of recognition and support from supranational institutions such as UNESCO, Lifelong Learning and adult education continue to be a topic of special relevance and topicality in all fields and levels of education (Belando, 2017). In the case of Spain, some adult education laws have been developed at regional level, however, there is still no specific state law that regulates and responds to the needs of this markedly complex and heterogeneous field.

In this regard, it is particularly striking that a state adult education law has not yet been developed, considering that most education laws in the whole history of Spain have been passed in the period from the Democratic Transition to the present (Espigado and Cabrera, 2016).

In this way, the purpose of this study is to study the evolution of the adult education through the review of its education laws, from the General Law of Education and Financing of Educational Reform of 1970 (LGE) to the current

Organic Law for the Improvement of Educational Quality of 2013 (LOMCE). All this pays special attention to their objectives, as well as to the types of learning activities included in the laws (formal, non-formal and informal education) and emerging issues in each of them.

Adults education in spanish education laws. In the text of Law 14/1970 of 4 August, General Law on Education and Financing of Educational Reform, there are several references to Lifelong Learning as a basic principle of the education system. In particular, Article 9.1 indicates that «the educational system will ensure the unity of the process of education and will facilitate its continuity throughout the life of man in order to satisfy the demands of Lifelong Learning in modern society».

However, it was especially relevant that, for the first time in Spain, an education law included the concept of Lifelong Learning. The high levels of illiteracy together with the low level of education in Spain continued to limit this type of education to a kind of compensatory education, that was typical of previous years. Furthermore, as López (2019) states that Professional Training was delegated to a second level what increased a social gap between those students who could access university studies and those who were determined to attend Professional Training or were expelled from the educational system.

Before stating the developments introduced by Organic Law 11/1990, of 3 October, on the General Organization of the Educational System (LOGSE), it is necessary to highlight the importance of a document published in 1986, the *White Paper on Adult Education* which, although it has not reached the category of general law, has served as an inspiration for the development of future laws promulgated by some of the Autonomous Communities with competences in the field of education.

The *White Paper* raised the need for an integral formation based on the cultural and experiential background of each person. The proposed integral model of adult education consists of four essential areas (MEC, 1986, p. 21):

a) Work-oriented training (update, reconversion and renewal of professional knowledge).

b) Training for the practice of civic rights and responsibilities (or for social participation).

c) Training for personal development (creativity, critical judgement and participation in cultural life).

d) As an essential foundation for all of them, the general or basic training, which was not achieved at the appropriate age, constitutes an indispensable prerequisite of compensating type.

This document, within the criteria established by UNESCO and the Council of Europe, adopts the definition of adult education proposed at the Nairobi Conference (1976, p. 2), which it is understood as a «subset integrated

into a global Lifelong Learning project» which includes all educational processes, whether formal or non-formal. Furthermore, this model, which pursues the integral formation of the person, collects and develops the objectives proposed for adult education by UNESCO at the Fourth International Conference on Adult Education in Paris a year before. However, despite these novel attempts within the framework of international orientations and proposals, the fact is that the Spanish model of adult education responded to other political and educational priorities.

Four years after the publication of the *White Paper*, the new non-university education reform entailed a total restructuring of the formal education system within the framework of an important educational challenge. This system was established in Article 2.1: «The education system will have Lifelong Learning as its basic principle». In this way, the right to education is guaranteed to the entire population, regardless of age factor.

The fact that adult education is given a specific title in the LOGSE, implies a differentiated attention to this type of education. But it is even more relevant that, going one step further than what was established in the 1970 General Education Law, currently adult education goes beyond the limits of the educational system and is reached other areas and it is identified itself with civic, cultural and personal development training.

Organic Law 10/2002, of 23 December, on the Quality of Education underlines once again the principle of Lifelong Learning. like its predecessor, Article 1, which establishes the principles of quality in the education system, insists on «the conception of education as a permanent process, whose value extends throughout life». Likewise, with regard to adult education and in accordance with the LOGSE, these training do not form part of the general and special system, therefore they are separated from school teaching. This is the reason why a specific title (III) is dedicated to this topic.

On the other hand, it is important to highlight the second paragraph of Article 52 of the present law which, in pursuing the specific objectives of education for adults, a fourth objective is included compared with those established in the LOGSE: «to develop programs and courses which respond to specific educational needs of disadvantaged social groups». In spite of its generality, it seems that the LOCE considers the existence of differentiated groups that, due to their historical, social, economic or cultural circumstances, may require the development of specific educational processes. Although the recognition of the situation of socio-educational disadvantage in which some groups are right now is considered an important advance in relation to the previous legislation, the adoption of a point of view based on the development of compensatory actions is insufficient. In this respect, and in spite of the good intentions manifested, the present law has still a deficient paradigm

characteristic of the traditional school, what is departed radically from the principles of the inclusive model. In this regard, authors such as Echeita (2013) or Ainscow, Dyson, Goldrick and West (2013) warn against these compensatory policies, which not only mask they a whole series of exclusionary actions, but also they reproduce the situations of socio-educational disadvantage in which these groups are now.

Another sign of adaptation to the times, although in our opinion it is still a bit faint, it can be seen in paragraph 7 of the law that we have been commenting on, whereby the need for promote specific programs of Spanish language and other co-official languages in our country is considered, such as basic elements of culture in order to facilitate the integration of immigrants.

Table 1

Objectives of adult education in education laws

<i>L.G.E. (art. 44.1)</i>	<i>L.O.G.S.E. (art. 51.2)</i>	<i>L.O.C.E. (art. 52.2)</i>
Teaching Basic General Education, High School and Vocational Training to those who could not receive them.	Acquiring and updating their basic training and facilitating access to different levels of the education system.	Acquiring, completing or increasing skills and knowledge and facilitating access to different levels of the education system.
–	–	Developing programmes and courses to respond to specific educational needs of disadvantaged social groups.
Improving, updating and professional promoting or retraining, as well as cultural knowledge at various levels.	Improving their professional qualification or achieving a preparation for the practice of other professions.	Improving their professional qualification or achieving a preparation for the practice of other professions.
–	Developing their capacity to participate in social, cultural, political and economic life.	Developing their capacity to participate in social, cultural, political and economic life.

Source: Own elaboration.

In the text of Organic Law 2/2006, of 3 May, on Education, there is again a specific chapter about adult education (XI). However, on this occasion in the present law adult education is consider within the education system, as well as in the development of informal education processes. In this regard, in the law it is stated that:

Adults may carry out their learning both through formal or informal teaching activities and through work experience or social activities, so there will be a tendency to establish connections between both avenues and measures will be adopted to validate the acquired learning (p. 52).

About the objectives of adult education, the following points are established in the law:

a) Acquiring basic training, increasing and renewing their knowledge, skills and abilities permanently and facilitating access to the various teachings of the education system.

b) Improving their professional qualification or acquiring a preparation for the practice of other professions.

c) Developing their personal skills in the areas of expression, communication, interpersonal relations and construction of knowledge.

d) Developing their capacity to participate in social, cultural, political and economic life and to exercise their right to democratic citizenship.

e) Developing programs that correct the social exclusion risks, especially for the most disadvantaged sections of the population.

f) Responding adequately to the challenges the demographic shift towards an ageing population, by ensuring that older people have the opportunity to increase and update their skills.

g) Preventing and peacefully resolving personal, family and social conflicts. Promoting effective equality of rights and opportunities between men and women, as well as analysing and critically assessing inequalities between them.

h) Acquiring, increasing and renewing the knowledge, skills and abilities necessary for the creation of companies and for the performing of business activities and initiatives (pp. 51 - 52).

With respect to LOCE, it is worth highlighting the incorporation of objectives c, f, g and h, since they reveal new emerging issues in the field of adult education, such as the development of personal skills (c), active ageing (f), the prevention and peaceful resolution of conflicts (g), gender equality (g) or entrepreneurship (h).

With regard to the current education law, Organic Law 8/2013, of 9 December, for the improvement of the quality of education, no modification in relation to the scope of adult education has been introduced.

Concerning to regional legislation, although there are already eight Autonomous Communities (Galicia, Comunidad Valenciana, Castilla y León, Navarra, Aragón, Canarias, Islas Baleares and País Vasco) that have enacted adult education laws, there is a lack of a specific state law that orders this complex and heterogeneous field, and that responds, among other aspects, to the question of specialised training for adult educators, taking into account that

It has been a long time since more than thirty years after the publication of the *White Paper on Adult Education*. This regulation should also be used to establish channels for more effective coordination between the policies and actions of the different administrations and entities involved in adult education.

Conclusions and prospects for further investigation. The analysis included some conclusions that demonstrate the need to develop further studies on adult education in Spain. On the one hand, it is important to highlight the lack of national legislation regulating adult education in a global manner. In addition, as previously indicated, this period has been in which more laws have been developed (Espigado and Cabrera, 2016), however, it has not occurred in the area of Adult Education. After the creation of the *White Paper* more than 30 years ago, it is increasingly promoted today that public bodies create a set of rules in order to unify the efforts of all the Autonomous Communities, which of their own accord, have tried to regulate this training.

On the other hand, there is also a need for teacher training in this area. The laws developed in recent years have begun to include adult education within the education system, but they have not considered the development of specialized educators in the area. Therefore, we can see the need to propose policies that recognize the teaching profession of adult educators, due to currently it is an informal profile and it is not necessarily require pedagogical training, what is an aspect that reduces the quality of this education.

In short, adult education is being developed in parallel with the official education systems, which leads to a loss of quality and of the normative officiality of the initiatives carried out in this area. From an educational point of view, it is crucial to address this need for improvement and to provide educational processes that are adapted to the demand of individuals and groups within a society in which continuous training is increasingly in demand.

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УДК 374.1 343.85

Черкаський Ярослав Андрійович – аспірант Інституту педагогічної освіти і освіти дорослих імені Івана Зязюна НАПН України, старший викладач циклу спеціальних дисциплін Білоцерківського центру підвищення кваліфікації персоналу Державної кримінально-виконавчої служби України

ORCID ID 0000-0003-3539-572X

E-mail: y.cherkassky@ukr.net

ОСВІТА ДОРΟΣЛИХ ЗАСУДЖЕНИХ У ПЕНІТЕНЦІАРНИХ УСТАНОВАХ ВЕЛИКОЇ БРИТАНІЇ: ОРГАНІЗАЦІЙНИЙ АСПЕКТ

Анотація. У статті обґрунтовано нагальність розвитку й удосконалення системи підготовки дорослих засуджених до звільнення. Проаналізовано організаційні умови освіти дорослих засуджених у пенітенціарних установах Великої Британії на підставі вивчення наукових праць учених й нормативних документів. Визначено й проаналізовано організаційні форми освіти засуджених в установах виконання покарань Англії та Уельсу: академічні кваліфікації, професійне навчання і зайнятість, програми корекції поведінки правопорушників, релігійне навчання й виховання, налагодження соціальних зв'язків, програму переселення «Через ворота». Результати наукового пошуку