

**Fundación Europea
Sociedad y Educación**
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Why and how dedicating public funds to social initiative education? The Spanish case.

EFSE

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SUMMARY

1. The rationale for public funding on subsidised education.
2. Public expenditure on private education.
 - 2.1 Public expenditure per pupil. Regional disparity and between public and subsidized education
 - 2.2. The National Statistics Institute (INE) survey on private expenditure on education.
3. Contribution of some methodologies for approaching the study of the schooling subsidy module.
4. An inclusive approach



EUROPEAN UNIÓN

The European Parliament adopted a Resolution on June 12, 2018, on the modernisation of education in the European Union, of which Recommendation 76, gives meaning to funding when it encourages that:

"in the framework of increasing **inclusiveness** and respecting **freedom of educational choice**, adequate **financial support** should be granted to schools of all categories and levels, **both public and private not-for-profit**, provided that the curriculum offered is based on the principles enshrined in the Charter of Fundamental Rights of the European Union and is in conformity with the legal systems and rules and regulations on the quality of education and on the use of these funds in force in the Member State concerned".

School choice is not the problem, but that education policy makers must put in place measures to open up choices for all students, giving all students the same opportunities to receive the education they want.

In other words, **adequate funding** and **information accessible to families** can **enable choice with equity**, allowing personal choice in education as a fundamental right, which makes personal and social development possible.

OECD (2019) *Balancing School Choice and Equity: An International Perspective Based on PISA*, PISA, OECD Publishing, Paris.

<https://doi.org/10.1787/2592c974-en>



Why and how dedicating public funds to social initiative education?

The fundamental principle that supports funding is to be found in the very nature of the right to education as formulated in our Constitution in Article 27 as a fundamental human right in **its dual dimension of a right to provision and a right to freedom** (López Muñiz 2007).

Article 27 of the Spanish Constitution formulates a **multidimensional right to education** (Gómez Montoro 2003).

- **a right of provision**, *everyone has the right to education. Basic education is compulsory and free.*
- **a right to freedom**, *freedom of education is recognised*, in section 6 the right to establish schools or, in section 3, the right of parents to choose the type of education they want for their children.

Obligations on the State,

- guaranteeing access (section 5) or planning to ensure that this right is satisfied.
- To finance education under the terms established by law (section 9),
- and it carries out the inspection and approval of the education system (section 8).



Legal non-compliance

LOMLOE. article 88. Guarantees free education.

1. In order to guarantee the possibility of schooling all pupils without discrimination on socio-economic grounds, **under no circumstances may public or subsidized private schools charge families for free education**, impose on families the obligation to make contributions to foundations or associations, or establish compulsory services associated with the education that require a financial contribution from the families of the pupils.

Art.117,3: ...the amount assigned will ensure that the education is provided free of charge...

Cost of education  Public subsidies



Why and how dedicating public funds to social initiative education?

Three successive organic laws have provided to study the amount of the subsidy modules that assess the total cost of providing **free education**.

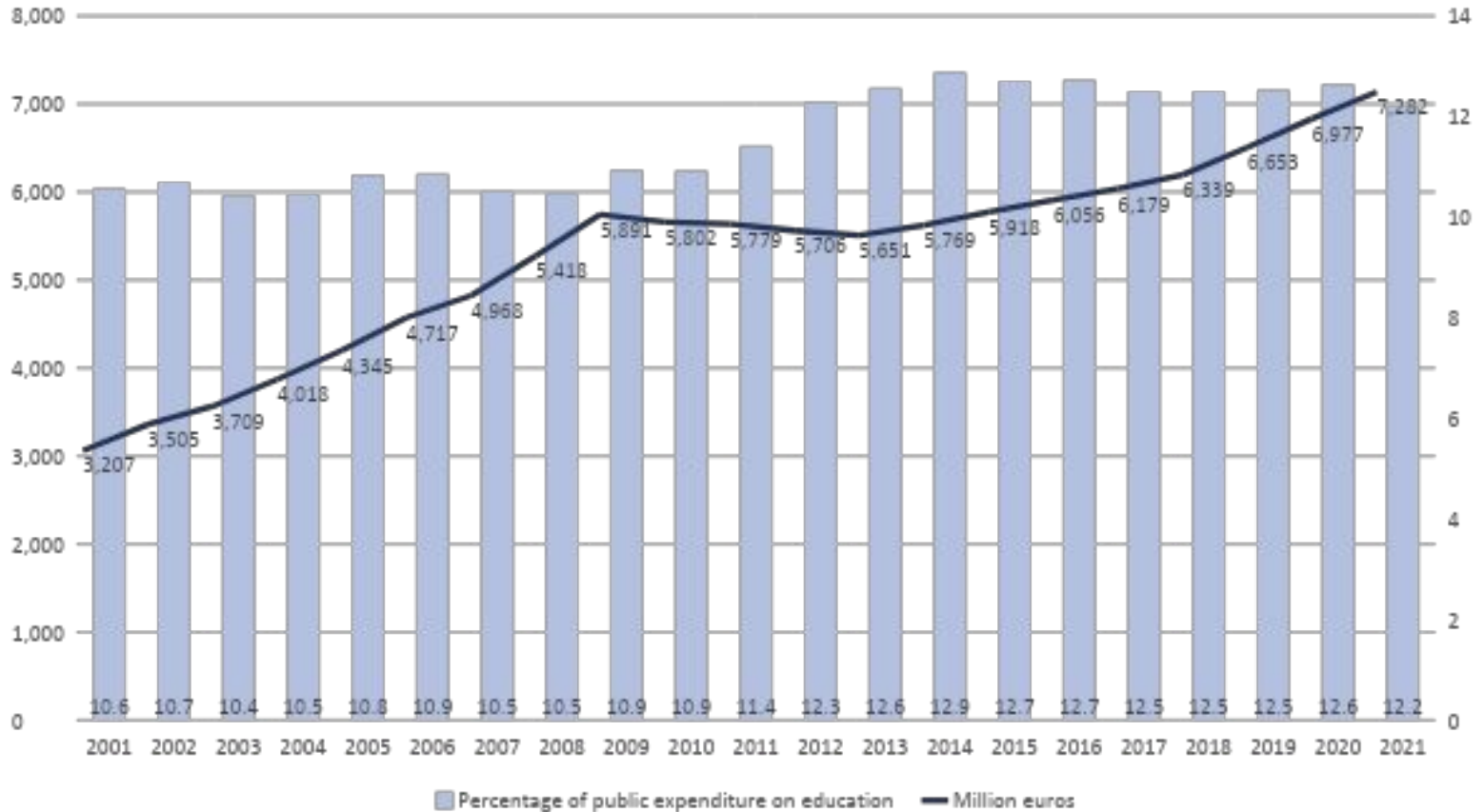
- LOE 2006
- LOMCE 2013
- LOMLOE 2020

BUT 17 years have gone by without having addressed the issue of subsidised education financing:

“Which also involves many other far-reaching issues:

- equal access,
- balance between the two networks,
- guaranteeing the pluralism of the educational offer,
- favouring equity and inclusion in the system as a condition for avoiding school segregation,
- and enabling a real choice of school for all without economic barriers” (Sancho Gargallo 2022).

Public expenditure on private education



Source: Public Expenditure on Education Statistics. Time series. Ministry of Education.



Public expenditure on private education

Concerts (public subsidies to social initiative education) amounted 7,281.9 million euros in 2021, representing 12.2% of total expenditure, with an increase of +4.4% compared to 2020.

It is worth noting that their ratio to total public expenditure on private education has remained constant since the economic crisis.

Between 2009 and 2014 there was a decrease in transfers, but as total public expenditure decreased somewhat more, the percentage grew to 12.9. In subsequent years there has been a growth in absolute terms, similar in proportion to that experienced in total public spending, although in the last year it was slightly more than half (public spending increased by 8.1% compared to an increase in concerts of 4.4%).

It is not an easy task to analyse to what extent the expenditure devoted to subsidised schools covers the real cost of private schools which benefit from the subsidy and therefore to **what extent they provide free education.**

	Gasto público por alumno público (en euros)				
	2005	2009	2013	2017	2020
ANDALUCÍA	4.211	5.427	4.595	5.077	5.778
ARAGÓN	5.486	6.826	5.517	6.213	6.680
ASTURIAS	6.492	8.208	6.615	6.927	7.702
BALEARES	5.817	7.359	5.623	6.493	6.945
C. VALENCIANA	4.840	6.765	4.880	5.609	6.310
CANARIAS	5.145	6.201	5.031	5.903	6.612
CANTABRIA	6.039	7.943	6.474	6.864	7.738
CASILLA Y LEÓN	6.103	7.562	6.125	6.761	7.840
CASTILLA-LA MANCHA	5.234	6.640	4.624	5.255	6.165
CATALUÑA	5.394	6.741	4.876	5.557	6.292
EXTREMADURA	5.017	6.965	5.815	6.539	7.402
GALICIA	5.947	8.041	6.423	6.932	7.747
LA RIOJA	5.791	7.298	5.530	6.215	7.121
MADRID	5.330	5.990	4.505	4.727	5.607
MURCIA	4.320	6.262	4.941	5.262	5.973
NAVARRA	6.991	8.590	6.955	7.456	8.478
PAÍS VASCO	8.858	10.964	9.175	9.298	10.214
TOTAL	5.299	6.703	5.231	5.779	6.540

Source: *Las cifras de la educación en España*. Academic year 2020-2021. Edition 2023. Ministry of Education and Vocational Training.

Public expenditure per public and subsidised student

	Gasto público por alumno público y concertado (en euros)				
	2005	2009	2013	2017	2020
ANDALUCÍA	3.841	4.838	4.110	4.536	5.090
ARAGÓN	4.532	5.695	4.775	5.318	5.843
ASTURIAS	5.493	6.747	5.667	5.936	6.587
BALEARES	4.705	6.051	4.817	5.465	6.011
C. VALENCIANA	4.259	5.828	4.383	4.944	5.543
CANARIAS	4.592	5.461	4.524	5.281	5.994
CANTABRIA	5.035	6.463	5.534	5.915	6.652
CASILLA Y LEÓN	5.008	6.169	5.129	5.654	6.445
CASTILLA-LA MANCHA	4.708	6.053	4.335	4.859	5.683
CATALUÑA	4.378	5.600	4.237	4.868	5.531
EXTREMADURA	4.505	6.110	5.219	5.856	6.613
GALICIA	5.036	6.787	5.562	5.985	6.714
LA RIOJA	4.683	5.914	4.730	5.257	5.982
MADRID	4.314	4.931	3.908	4.039	4.745
MURCIA	3.778	5.430	4.439	4.674	5.331
NAVARRA	5.614	6.900	5.738	6.035	6.920
PAÍS VASCO	6.070	7.595	6.475	6.601	7.329
TOTAL	4.520	5.692	4.569	5.014	5.667

Source: *Las cifras de la educación en España*. Academic year 2020-2021. Edition 2023. Ministry of Education and Vocational Training.



Expenditure in schools

Two relevant data.

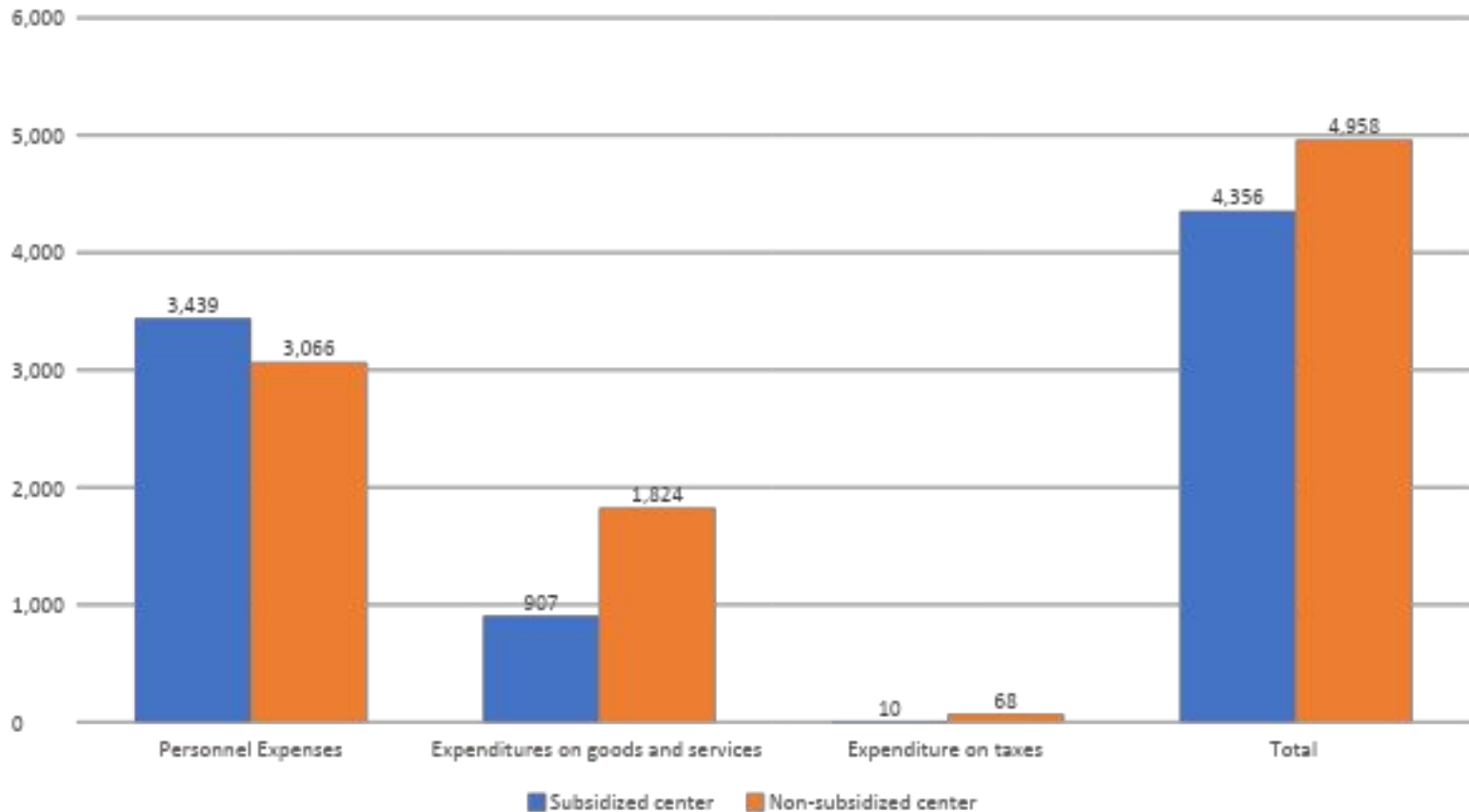
- The first refers to the important regional differences.

As far as expenditure per public and subsidised pupil is concerned, the Basque Country is in the lead (7,329€), and the lowest is Madrid (4,745€).

- The second refers to the significant difference between the cost per public pupil and the aggregate public plus subsidised cost per pupil.

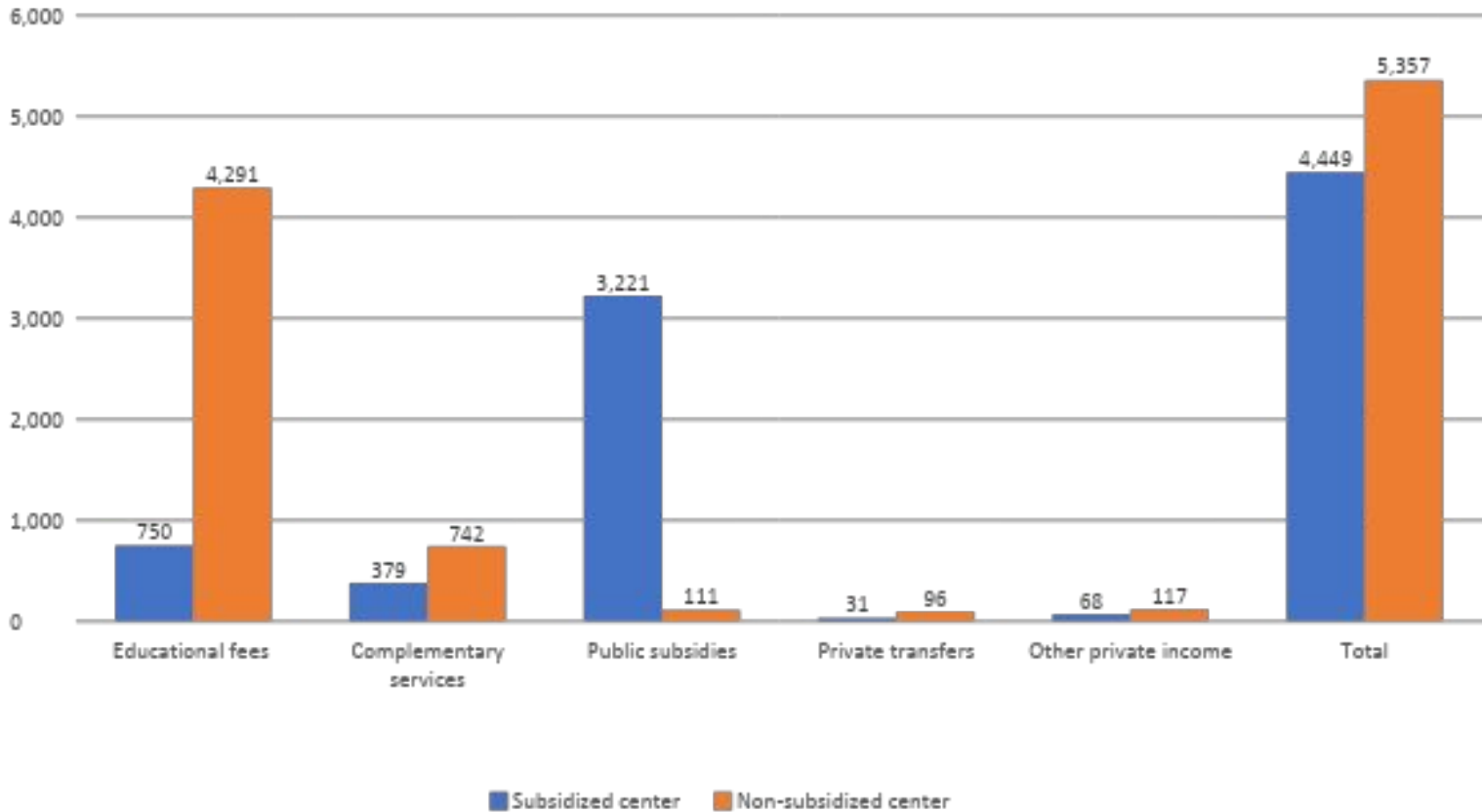
Looking at the national average, **the difference is €873 per pupil**, with a higher expenditure in the public sector.

Structure of expenditure in subsidized and non-subsidized schools. Academic year 2020-2021. Values per pupil (euros).



Source: Private Education Financing and Expenditure Survey. Academic year 2020-2021. INE.

Revenue structure in subsidized and non-subsidized schools. Academic year 2020 2021. Values per pupil (euros).



Source: Private Education Financing and Expenditure Survey. Academic year 2020-2021. INE.



What is the cost of education?

- The contribution of **public subsidies amounted to 3,221 euros**, and the total expenditure of these schools amounted to 4,356 euros. This means that the **public administration subsidized 73.9%** of the running costs of the subsidized schools.
- **The remaining costs** came from educational fees, which is usually the formula for **voluntary contributions**, amounting **€750** per pupil, and income from **complementary services**, canteen and transport, among others, amounting to **€379** per pupil.
- If we wanted to compare the cost per pupil with public education, we would have to go to the data provided by the MEFP* which indicates a **national average of 6,540 €**, with a **difference of 2,184 €** in relation to the amount indicated by the INE survey for state-subsidised education (4.356 €) .

* (Las cifras de la educación en España. Curso 2020-2021. Edición 2023)



How to fund social initiative education?

We propose basing the financing of our general education system on a cost study that, by its methodological design, would **approximate the cost of a school place**, regardless of who the service provider is.

The proposal is based on a **basic criterion of educational quality and equity**, while presupposing various social, structural and organisational scenarios of the school, in order to **model costs according to the different contexts** in which education is provided in Spain.

This theoretical cost of the school place in its different modalities would allow comparison with the real cost of individual schools and, therefore, could **identify inefficiencies or underfunding in publicly funded schools**, where free education is established as a condition of access to such funds.

Esteban, M. y Sancho Gargallo, M. A. (2022) *Una metodología para el cálculo del puesto escolar*. Cuadernos de pedagogía.



How to fund social initiative education?

Likewise, the Bofill Foundation* has presented a new model of "funding by formula", which proposes to improve equity in the allocation of resources, with objective and public criteria.

Its aim is to define the amount of ordinary and extraordinary resources to be allocated to each educational school and, therefore, **to make the education system more efficient and to empower schools with greater autonomy.**

The equity formula envisages a **basic and an additional allocation**, which are applied taking into account the size of the school, the educational stage and the ownership.

* (Pagès and Alegre, 2021)

EFSE An inclusive approach

1. It is important to underline the need to base this task on **data and evidence**, on rigorous studies that are in turn governed by an **integrative and harmonising** approach to the **various dimensions that make up the right to education**.
2. Its legal configuration in the Spanish Constitution and the approach provided by international organisations and the European Parliament seek a **positive connection between quality and equity, between free choice and open access without socio-economic barriers**.
3. **And much less so by offering funding** in exchange for blurring the **plurality and autonomy** that should rule the education system as a guarantee of its quality for the sake of a supposed homogenisation that, invoking equity, stifles social initiative.