

## **Co-management and the Third Sector in education public policies: the Spanish case**

**Paper for the annual conference of The European Group of Public  
Administration, Third Sector Study Group, Madrid, 19-22 September  
2007**

By Isabel Vidal

[ividal@grupcies.com](mailto:ividal@grupcies.com)

### **I. Introduction**

Education as a universal public service began to become a reality in Spain starting in the 1970s. Today, education and the public health care system constitute the nucleus of the Spanish welfare state. Education is compulsory from six to sixteen years old, and it consists of several cycles. All residents of Spain between the ages of six and sixteen must attend school, which in turn means that these citizens must be guaranteed a place in school free of charge. The educational system is administered directly by public bodies and also through agreements with private centers to provide school places. This latter arrangement is what Brandsen and Pastoff (2006) call co-management. In Spain 62% of school places in compulsory education are public and the rest provided through co-management.

General objectives:

The two principle objectives are:

1-To show the importance of co-management in the administration of compulsory education

2-To analyze the presence of cooperatives and non-profit institutions among private schools

Methodology

This report is based on an analysis of data from the Survey of Private Education Financing and Spending for the academic year 2004-2005 prepared by the National Institute of Statistics and available on their webpage ([www.ine.es](http://www.ine.es)) as of July 19, 2007.

The tables prepared from this data base can be found in the appendix accompanying this report.

## The form of government in Spain

With the approval of the Spanish Constitution in 1977, the Spanish government was established as state of autonomies; that is, it is decentralized politically and administratively into seventeen autonomous communities and two autonomous cities. In the area of education, the governments of the autonomous communities and cities share areas of competence with the central state government, which establishes basic standards. The autonomous community and city governments have administrative and executive responsibilities, in addition to some degree of legislative and political authority. The implementation and management of educational policy is the responsibility of the governments of the autonomous communities and cities.

## Structure

The principal contribution of this report is to show the importance of Third Sector organizations in the area of compulsory education. It is not easy to get information on this subject as the data do not normally break down organizations by legal status. This report attempts to come closer to the facts by analyzing the data provided by the INE (National Statistics Institute) (2007) on the autonomous communities and cities. The report is organized into five main sections, beginning with this introduction. The second section begins by dealing with the first objective of the report: to show the presence of co-management in the provision of compulsory education. It highlights the varied forms of co-management that have developed in the different autonomous communities and cities between the education administrations and private schools. Then, it focuses on the second main objective: to analyze the presence of Third Sector organizations among private schools providing compulsory education. The Third Sector is considered to be made up of cooperatives, associations, foundations and church-affiliated bodies. Again, as in the case of co-management, it is noted that the composition of the Third Sector varies among the different autonomous communities and cities, as a reminder that territory is not neutral; the social, economic and institutional history of each of the autonomous regions conditions the kind of Third Sector operating in each. In the third section, the conclusion, there is an economic analysis explaining why cooperation and networking between the public and private sectors is justified. This is followed by the notes, the bibliography and an appendix with tables showing the absolute and relative values related to the importance of co-management and the Third Sector in compulsory education in Spain for the academic year 2004-2005.

## **II. Co-management between the public sector and the private sector in the administration of compulsory education**

It is a well-known and accepted fact that from the start the education authorities have used co-management with the private sector in the implementation of compulsory education. As a consequence of the strong decentralization of the government in Spain, the levels of co-management and the presence of organizations of differing legal status vary from one autonomous community or city to another. Table number 1 shows that 60% of private schools collaborated with the public administrations responsible for education policies in the academic year 2004-2005 (INE 2007). This national average hides a certain amount of diversification found at the territorial level, with Navarra registering a maximum of 92.5% of private schools that are publically-funded, and the city of Melilla registering a minimum of 37.5% of publically-funded private schools.

A second characteristic that is important to analyze is the legal status of these publically-funded private schools. The information provided by the INE (2007) classifies publically-funded private schools into religious schools and secular schools (table number 2). Table number 3 shows that almost 62% of the publically-funded private schools are religious schools. Again, this percentage reflects the national average, which on the regional level ranges from a maximum of 90% of the publically-funded private schools being religious in the community of La Rioja to a minimum of approximately 48% of these schools in the community of Murcia.

### **The Presence of the Third Sector**

Table number 4 shows the relative importance of cooperatives and non-profit institutions among non-university private schools, by autonomous community and city. Under the heading of non-profit institutions, the INE (2007) includes foundations and church-affiliated bodies<sup>1</sup>. In the academic year 2004-2005 of a total of 6,477 private schools, 3,237 belonged to non-profit institutions (50%) and 631 to cooperatives (10%). Murcia is the autonomous community with the highest percentage of schools belonging to cooperative societies (24.24%), and the Basque Country is the autonomous community with the lowest percentage of schools run by non-profit institutions (41.34%).

The scope of religious institutions among Third Sector organizations operating in the education sector in Spain

Tables 2 and 4 have been used to create table 5 which shows the relative weight of church-affiliated bodies among Third Sector organizations acting in the area of compulsory education. Analysis of table 5 shows that 3,868 schools belonged to Third Sector organizations in the academic year 2004-2005. These are distributed among cooperatives (16.31%)<sup>2</sup>, religious non-profit institutions (69.49%) and secular non-profit institutions (14.19%). Together, cooperatives and secular non-profit institutions make up a total of 30.5% of Third Sector organizations in compulsory education, significantly less than that of the religious non-profit institutions. In the Basque Country there is not a single secular foundation operating in compulsory education. In La Rioja there are no cooperatives, and the religious non-profit institutions comprise 87.1% of the schools operating in compulsory education.

### **III. Co-management and the Third Sector in the area of compulsory education**

Statistical information highlights the importance of the Third Sector as a collaborator with public authorities in compulsory education. A first conclusion is that private sector does not necessarily refer to profit making organizations. The private sector that collaborates with public authorities in the provision of public services is frequently comprised of organizations belonging to the Third Sector as in the case of compulsory education in Spain. The kind of coordination and cooperation that has been established between public authorities and organizations of the Third Sector for the administration of compulsory education is based on the concept of "*plaza concertada*" (school places provided by the publically-funded private schools): the education administrations contract organizations having schools that are accredited and recognized by said administrations to provide school places. The price of places in these publically-funded private schools varies depending on the educational administration, which means that there is a different price per school place in publically-funded private schools for each of the autonomous communities and cities.

Compulsory education as a universal public service was gradually implemented in Spain during the 1960s. Prior to this time, the organizations that had developed greater productive capacity and as a result, greater professionalism in the area of education were church-affiliated bodies. In 1977 when the government of Spain decided to set up the 17 autonomous communities and 2 autonomous cities and transfer education policy-making

to them, the church-affiliated bodies were one of the main operators in a position to collaborate with the new education administrations. As a result, it is not surprising that these church-affiliated bodies became the main private operator in a secular and agnostic government.

As Vidal (2006) points out, the term co-management is associated with the concepts division of labor, specialization, networking and collaboration among organizations pursuing different ends. The hope is that through cooperation there will be a better distribution of resources and that results will be more suited to the priorities of the different interest groups. In this report, the interest groups referred to are government, suppliers and users of educational services. In the context of creating and consolidating the Welfare State, the option of co-management has permitted the expansion and strengthening of the role of private organizations. In the case of compulsory education the assumption of responsibilities by the new education administrations, which is associated with an increase in financial resources, has resulted in an increase in business for private sector organizations providing education and concretely for those organizations in the Third Sector.

What is more important than the growth in business for private suppliers is the strengthening of networking between suppliers and government and between suppliers and users (Brandsen, T. & Van Hout, E. 2006). This analytical focus confirms that the Third Sector and the private sector do not act on their own. The growing strength of the Third Sector is related to its capacity to build relationships based on coordination and cooperation with government and users. As Vidal (2006) has also pointed out, the efficient functioning of a group of agents working in network includes ingredients such as credibility, reputation and mutual trust. If the Third Sector has become an important agent in the compulsory education sector, this is because the interest groups forming part of the network trust in the cooperative and non-profit organizations operating in the area of compulsory education in Spain.

#### **IV. Notes**

<sup>1</sup> In Spain there are very few schools under the jurisdiction of an association. Information on this is not included in the Survey of Private Education Financing and Spending for the academic year 2004-2005 prepared by the National Institute of Statistics (INE 2007).

<sup>2</sup> The information provided by the INE (2007) does not include the cooperative sector.

## **V. Bibliography**

Brandsen, T. & van Hout, E. (2006), Co-management in public service networks: the organisational effects, *Public Management Review*, 8:4, pp. 537-550.

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## **VI. Appendix: Statistical information**

**Table 1 Percentage of publically-funded private schools with respect to total private schools. Academic year 2004-2005**

	Total		
	Total	Publically-funded private schools	Percentage of total
TOTAL	6.477	3.877	60
Andalucía	869	605	70
Aragón	267	116	43,4
Asturias (Principado de)	106	74	70
Balears (Illes)	150	113	75
Canarias	167	99	59,3
Cantabria	89	69	77,5
Castilla y León	340	250	73,5
Castilla-La Mancha	160	133	83
Cataluña	1.382	727	52,6
Comunitat Valenciana	655	406	62
Extremadura	102	78	76,5
Galicia	331	230	69,5
Madrid (Comunidad de)	1.217	469	38,5
Murcia (Región de)	165	105	63,6
Navarra (Comunidad Foral de)	67	62	92,5
País Vasco	358	303	84,6
Rioja (La)	36	29	80,5
Ceuta	8	6	75
Melilla	8	3	37,5

Source: The National Institute of Statistics (INE) (2007), Survey of Private Education Financing and Spending Academic Year 2004-2005, in the INEBase ([www.ine.es](http://www.ine.es)) information published 19 July 2007

**Table 2 Schools by autonomous community and by jurisdiction/ownership, unit: schools**

	Religious Private Schools		Secular Private Schools		
	TOTAL	No Publically-funded	No Publically-funded	No Publically-funded	
		Publically-funded	Publically-funded	Publically-funded	
TOTAL	6.477	2.389	299	1.488	2.301
Andalucía	869	433	42	172	222
Aragón	267	89	26	27	125
Asturias (Principado de)	106	57	6	17	26
Balears (Illes)	150	89	2	24	35
Canarias	167	52	3	47	65
Cantabria	89	41	8	28	12
Castilla y León	340	201	26	49	64
Castilla-La Mancha	160	85	12	48	15
Cataluña	1.382	378	33	349	622
Comunitat Valenciana	655	261	35	145	214
Extremadura	102	48	3	30	21
Galicia	331	114	12	116	90
Madrid (Comunidad de)	1.217	270	65	199	682
Murcia (Región de)	165	50	9	55	51
Navarra (Comunidad Foral de)	67	42	2	20	3
País Vasco	358	148	11	155	44
Rioja (La)	36	26	1	3	6
Ceuta	8	3		3	2
Melilla	8	2	3	1	2

Source: The National Institute of Statistics (INE) (2007), Survey of Private Education Financing and Spending Academic Year 2004-2005, in the INEbase ([www.ine.es](http://www.ine.es)) information published 19 July 2007

**Table 3 Private schools. Religious /Secular**

	<b>Total</b>	<b>Religious</b>	<b>Secular</b>	<b>Religious</b>	<b>Laicos</b>
	<b>Public-funded private schools</b>	<b>Public-funded private schools</b>	<b>Public-funded private schools</b>	<b>Public-funded private schools</b>	<b>Public-funded private schools</b>
				<b>%</b>	<b>%</b>
TOTAL	3.877	2.389	1.488	61,62	38,38
Andalucía	605	433	172	71,57	28,43
Aragón	116	89	27	76,72	23,28
Asturias (Principado de)	74	57	17	77,03	22,97
Balears (Illes)	113	89	24	78,76	21,24
Canarias	99	52	47	52,53	47,47
Cantabria	69	41	28	59,42	40,58
Castilla y León	250	201	49	80,40	19,60
Castilla-La Mancha	133	85	48	63,91	36,09
Cataluña	727	378	349	51,99	48,01
Comunitat Valenciana	406	261	145	64,29	35,71
Extremadura	78	48	30	61,54	38,46
Galicia	230	114	116	49,57	50,43
Madrid (Comunidad de)	469	270	199	57,57	42,43
Murcia (Región de)	105	50	55	47,62	52,38
Navarra (Comunidad Foral de)	62	42	20	67,74	32,26
País Vasco	303	148	155	48,84	51,16
Rioja (La)	29	26	3	89,66	10,34
Ceuta	6	3	3	50,00	50,00
Melilla	3	2	1	66,67	33,33

Table 4 Schools by autonomous community and legal definition. 2004-2005, units: schools

	TOTAL	Commercial Association	Cooperative	Natural Person	Non-profit Institutions	Commercial Associations %	Cooperative %	Natural Person %	Non-profit Institutions %
TOTAL	6.477	1.731	631	878	3.237	26,73	9,74	13,56	49,98
Andalucía	869	168	81	84	536	19,33	9,32	9,67	61,68
Aragón	267	65	8	53	141	24,34	3,00	19,85	52,81
Asturias (Principado de)	106	27	5	2	72	25,47	4,72	1,89	67,92
Balears (Illes)	150	21	11	11	107	14,00	7,33	7,33	71,33
Canarias	167	49	10	35	73	29,34	5,99	20,96	43,71
Cantabria	89	16	11	5	57	17,98	12,36	5,62	64,04
Castilla y León	340	47	9	28	256	13,82	2,65	8,24	75,29
Castilla-La Mancha	160	16	22	10	112	10,00	13,75	6,25	70,00
Cataluña	1.382	387	166	261	568	28,00	12,01	18,89	41,10
Comunitat Valenciana	655	171	55	74	355	26,11	8,40	11,30	54,20
Extremadura	102	11	15	10	66	10,78	14,71	9,80	64,71
Galicia	331	95	31	40	165	28,70	9,37	12,08	49,85
Madrid (Comunidad de)	1.217	513	65	221	418	42,15	5,34	18,16	34,35
Murcia (Región de)	165	24	40	27	74	14,55	24,24	16,36	44,85
Navarra (Comunidad Foral de)	67	3	15	..	49	4,48	22,39		73,13
País Vasco	358	114	83	13	148	31,84	23,18	3,63	41,34
Rioja (La)	36	4	..	1	31	11,11		2,78	86,11
Ceuta	8	..	3	2	3		37,50	25,00	37,50
Mejilla	8	..	1	1	6		12,50	12,50	75,00

Source: The National Institute of Statistics (INE) (2007), Survey of Private Education Financing and Spending Academic Year 2004-2005, in the INEBase ([www.ine.es](http://www.ine.es)) information published 19 July 2007

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