

LA FORMACIÓN PROFESIONAL DUAL EN LA “ESPAÑA VACIADA”

DUAL VOCATIONAL EDUCATION AND TRAINING IN “EMPTIED SPAIN”

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Resumen

El objetivo del presente artículo es el de plantear una reflexión, tras un análisis de los antecedentes principales, sobre la nueva Ley Orgánica 3/2022, de 31 de marzo, de Ordenación e Integración de la Formación Profesional (LOIFP) y la realización de los ciclos formativos (CF), grados de formación D, según la nueva tipología, en carácter dual en todo el Estado, especialmente en las zonas rurales y zonas en declive, a las que han venido a denominarse “España vaciada”.

El artículo se estructura en torno a cinco apartados donde se analizan los antecedentes y se señala la metodología utilizada, así como los resultados y conclusiones obtenidas, formulándose, además, en él, tanto una aproximación de carácter prospectivo, como aportaciones orientadas a la futura implantación de la Formación Profesional Dual (FP Dual) en la “España vaciada”, afectada por atraso socioeconómico y falta de desarrollo.

Se destacan entre las conclusiones el que la evolución histórica de las enseñanzas de Formación Profesional (FP) con oferta generalista en estos territorios no se ha adecuando a los sectores estratégicos y el que el alumnado debe llegar a estos estudios como primera opción formativa, con una adecuada orientación.

Palabras clave: *Formación Profesional Dual, "España vaciada", zonas en declive, oportunidad de modernización.*

Abstract

The objective of this article is to propose a reflection, after an analysis of the main background, on the new Organic Law 3/2022, of March 31, on the Organization and Integration of Vocational Education and Training (LOIFP) and the realization of the training cycles (CF), training degrees D, according to the new typology, in dual character throughout the State, especially in rural areas and areas in decline which have come to be called "emptied Spain".

The article is structured around five sections where the background is analyzed and the methodology used is indicated, as well as the results and conclusions obtained. In addition, formulating both a prospective approach, as well as contributions oriented to the future implementation of Dual Vocational Education and Training (Dual FP) in "emptied Spain", affected by socioeconomic backwardness and lack of development in multiple areas of life.

Among the conclusions on this paper, it is highlighted that the historical evolution of Vocational Training education with a general offer in these territories has not been adapted to the strategic sectors and that students should access to these studies as the first formative option, with a proper orientation.

Keywords: *Dual Vocational Education and Training, "emptied Spain", areas in decline, opportunity for modernization.*

1. INTRODUCTION

This article arises as a development and expansion of the poster entitled [La Formación Profesional Dual en la "España vaciada"](#) (figure 1), presented at the XXII Encuentro Nacional de Inspectores organized by USIE in Las Palmas de Gran Canaria from September 28 to 30, 2022, whose theme was "The Education Inspectorate in the face of curriculum development and Vocational Training". ([Link to the poster presentation](#)).



Figure 1. The FP in "Empty Spain". Own elaboration.

Jaén capital is a place that is, together with its province, in the circumstances that affect rural areas and in decline, among others, the demographic reduction and certain socioeconomic aspects, as will be seen in the development of this article.

In this article, publications and official documents referring to Jaén have been used, trying to relate the current, synchronic moment of this area with everything that the LOIFP may represent. It is true that, at the same time, the synecdoche of this city and province with respect to other cities and provinces is carried out in this publication. Naturally, each territory is characterized by its own idiosyncrasies, and an ostentatious generalization may run the risk of missing a multitude of particular issues. Perhaps what each territory really needs is a detailed study, as intense as it is extensive, to reach a conclusion about its qualities, limitations, opportunities, strengths, a SWOT analysis, in short, including weaknesses and strengths, in order to draw contextualized conclusions. It is recalled that this study has not been done so far and that it could be done. It is not a small task, although it is undoubtedly extremely important. In the meantime, it is worthwhile for this province to show what affects so many others. Consequently, Andalusian documents are referenced, as well as specific regulations of this autonomous community.

2. BACKGROUND

The boost of dual vocational training in the EU responds to the effort to create a team of specialists working for companies throughout the European territory, given the globalization that is imposed at this time and to reduce, at the same time, unemployment in youth, especially in disadvantaged groups. This dual vocational training is an instrument that facilitates incorporation into the labor market and requires coordination between the educational center and the company (Šćepanović and Martín, 2020). In our country, Dual FP was established in 2013 and since then its presence has increased in all the autonomous communities, Andalusia being one of the last to develop this modality (Pozo-Llorente and Poza-Vilches, 2020). These authors analyze the strengths of dual vocational training in our autonomous community, concluding that in Andalusia the labor market insertion of dual vocational training graduates is one of the strengths of this modality, leading the latter to a high motivation to enter these

studies. Therefore, Pozo-Llorente and Poza-Vilches (2020) suggest promoting the stability of the participating teachers and reinforcing their training as a key element in the success of Dual FP, as well as the creation of networks of educational institutions, Chambers of Commerce, and companies. In figure 2, the features of Dual FP currently and the additions of LOIFP.

2.1. DEFINITION OF DUAL FP

Dual Vocational Training (Dual FP) is the set of training actions and initiatives that, in co-responsibility with companies, aim at the professional qualification of people, harmonizing the teaching and learning processes between schools and workplaces (art. 42 bis of the Organic Law 2/2006, of May 3, 2006, on Education, modified by the Organic Law 3/2020, of December 29, 2006, hereinafter LOE).

In the same sense, the LOIFP defines it as training in co-responsibility between centers and companies (art. 55), both contributing to the achievement of the competences foreseen in each training offer and having an impact on the improvement of employability. However, it should be noted that Dual FP has been in force since 2013 with the publication of Royal Decree 1529/2012, of November 8, where a definition of Dual FP was already established, referring to training actions, mixed employment and training aimed at the professional qualification of workers on an alternating basis. For its part, the Statute of Workers, Royal Legislative Decree 2/2015, of October 23, in its art. 11 regulates the training contract as that which has "the purpose of training in alternation with paid work for others or the performance of a work activity aimed at acquiring a professional practice appropriate to the corresponding levels of studies".

The LOIFP, within the training offer, grants to Grades C and D, — professional certificate and CF of the educational system—, dual character, with a minimum duration of 25% of the training phase in companies. For the

specialization courses, Grade E, it establishes that they may be developed on a dual basis.

From this it can be deduced that, from the current regulatory perspective, it is no longer a question of increasing the number of centers where FP is taught that request dual training projects; it is a question of ensuring that the entire offer of the FP (Grade D) is taught within the framework of co-responsibility, the appropriate distribution of the training processes and the contribution to the achievement of the expected competences, between FP centers and companies, that is to say, in dual. All this implies a change of concept in Vocational Training.

The LOIFP regulates a national framework for the development of Dual FP. The absence of a specific regulation in this regard, which has now been corrected, was previously highlighted by the author Echevarría Samanes (2016), analyzing the regulations referring to Dual FP: "This regulation is conspicuous by its absence in the Dual FP under the Ministry of Education (MECD, 2014) and since there is no contract to carry out the training activity, dual vocational training is reduced to projects developed within its scope (art. 2.2; 2.3) with the collaboration of companies" (p. 300). [The italics are from the quotation. The author cites art. 2 of Royal Decree 1529/2012, of November 8, the regulatory framework in which this type of training was developed].

2.2. GENERALS PRINCIPLES OF THE VOCATIONAL TRAINING SYSTEM

The Vocational Training System (SFP), a new model in which Vocational Training for Employment and Initial Vocational Training are integrated into a single articulated whole, has among its general principles the attention to the specific needs of rural environments and areas in demographic decline (art. 3.1 b, LOIFP) wanting to be a factor of opportunity for the whole population, regardless of their place of residence. Another principle of the new law is the guarantee to all persons, under conditions of equity and equality, of quality vocational training, considering their personal, social, and labor circumstances (art. 3.1 d). These

aspects reflect the principle of inter-territorial solidarity enshrined in the Spanish Constitution, 1975, art. 2.

Another principle is the centrality of the individual, enhancing the maximum of his or her capabilities and the development of his or her interpersonal skills, overcoming any type of discrimination (3.1 h). And, recurrent in the conformation of the law, the flexibility and modularity of the offer, which will be accreditable and accumulable, in a training that leads to accreditation, certification and qualification.

As can be seen, the law has established general principles that affect not only the organization of the training itself (flexibility, modularity, accreditation of competences, planning) but also principles related, on the one hand, to learning and guidance, to the promotion of innovation, applied research and entrepreneurship, which have an important instructional and teaching content, in deep connection with the key competences and, on the other hand, to principles of material and ethical justice such as equity and equality, equality that prohibits, therefore, discrimination, even, as a constitutional mandate (art. 1.1, art. 14, of the Constitution).

In this sense, the new law has a very important responsibility towards all those to whom it is addressed, which is, potentially, the entire population, that is, towards people and their own circumstances.

2.3. REGIME OF THE VOCATIONAL TRAINING OFFER

The Dual FP regime for the D grades (CF) is carried out under the general or intensive offer regime, both regimes being differentiated by the duration and significance of the training in the company, as well as the status of the trainee (art. 55, LOIFP).

The following are some of the characteristics of the general training offer, *grosso modo*:

- The duration of in-company training will be between 25% and 35% of the total duration.
- The participation of the company in the learning outcomes of the curriculum will be up to 20%.
- The non-existence of a training contract.

This is an in-company training that has no employment character and has practical tutored training nature that does not generate a contractual relationship with the company. Its regulation is pending.

On the other hand, the intensive offer has the following characteristics:

- The duration of in-company training is more than 35% of the total duration of the training.
- The participation of the company in the learning outcomes of the curriculum is more than 30%.
- The existence of a training contract.

It is regulated according to the corresponding labor legislation, and which we have cited above, for the training contract.

These prescriptions, depending on the socio-economic characteristics of "emptied Spain", may be difficult to put into practice, especially regarding the intensive offer which, based on its characteristics, could represent a real possibility for employment.

2.4. DUAL FP IMPLEMENTATION IN ALL VOCATIONAL TRAINING CENTERS

Regarding the current development of Dual FP, since the publication of Royal Decree 1529/2012, of November 8, which developed the contract for training and learning, this has been carried out with different implementation in the different Autonomous Communities. According to the publication Diagnóstico

de la Formación Profesional Dual en Andalucía y propuestas de mejora (2013-2020) by Pozo-Llorente et al. (2021): "In the 2018-2019 academic year, in Andalusia, 4.4% of the total number of students enrolled in FP were in Dual FP (3.5% in Spain). The increase, in Andalusia, with respect to the 2015-2016 academic year was 3.3 times that produced in Spain. However, only 18.80% of Andalusian FP centers offer Dual FP (period 2015-2019)". In Andalusia, since the 2013/14 school year, training projects are developed in alternation between schools and companies, called annually by order of the competent Ministry.

On this basis, it is immediate to consider that the Dual FP will go from being offered in certain centers to being carried out and taught in all centers. This may be a difficulty in itself, but it is also an opportunity, this is the key word.

2.5. HOW WILL IT BE CARRIED OUT?

The last of the headings of this 'Background' is posed by an interrogation referring to the aspects that the LOIFP seeks to promote in general, among them innovation and resilience, based, among other circumstances, on the very high employability offered by the FP (Council Recommendation of 24 November 2020), being, at the same time, a form of modernization of the country as a whole and which must be available to all.

The new Dual FP, as an inherent feature of the FP, involves this innovation, research and progress, without losing sight of the fact that this new scenario must be approached from different perspectives that affect the sectors involved, starting with the teachers who must participate in this training and not be carried out on the initiative of the schools and certain teachers.

Is the Dual FP going to be a factor of real growth? Is it going to contribute to fix the population in the territory? How is in-company training articulated beyond what until now has been the professional module of Workplace Training (FCT), which is carried out at the end of the training and which less than 50% of the students who enroll in the training cycle reach, according to the data inferred

from figure 4 of section 4. How can this be done in a Spain where the number of companies is falling slowly but inexorably? How can all this be achieved in unpopulated territories, without business fabric, without communications, with difficulty in requalifying industrial land, with insufficient knowledge of second languages? In short, without illusion. Although this parameter is neither quantifiable, nor measurable, nor evaluable.

It is not a question of raising a negative horizon or full of pessimism. The issues enclosed in the above questions are an objective part of the characteristics of the population of the “emptied Spain”.

Historically, since the old industrial mastery, Vocational Training studies within the educational system have been oriented to the ability to learn and perform a trade and obtain a job. And in this way it can be seen in the successive education laws (table 1).

<p>Law 14/1970, of August 4, 1970, General Law on Education and Financing of Educational Reform.</p>	<p>Article forty. One. The specific purpose of Vocational Training will be to <u>train students for the exercise of the chosen profession</u>, in addition to continuing their comprehensive training. It shall keep, in its organization and performance, a close relationship with the structure and forecasts of employment.</p>
<p>Organic Law 1/1990, of October 3, 1990, on the General Organization of the Educational System (LOGSE).</p>	<p>Article 30.2. The vocational training, within the scope of the educational system, has as its <u>purpose the preparation of the students for the activity in a professional field</u>, providing them with a polyvalent formation that allows them to adapt to the labor modifications that can take place throughout their life..</p>

<p>Organic Law 2/2006, of May 3, 2006, on Education (LOE).</p>	<p>Article 39.2.</p> <p>2. The purpose of vocational training, in the educational system, <u>is to prepare students for activity in a professional field and to facilitate their adaptation to the labor modifications</u> that may occur throughout their lives, as well as to contribute to their personal development and to the exercise of democratic citizenship.</p>
<p>Organic Law 8/2013, of December 9, 2013, for the improvement of educational quality (LOMCE).</p> <p><i>It created the Basic Vocational Training cycles.</i></p>	<p>Article 39.3.</p> <p>The Vocational Training in the educational system comprises the cycles of Basic Vocational Training, intermediate and higher levels, with a modular organization, of variable duration, which integrates the theoretical-practical contents <u>appropriate to the various professional fields.</u></p>
<p>Organic Law 3/2020, of December 29, LOMLOE, amending the LOE of 2006.</p> <p><i>It has included the Basic Grade Training Cycles within basic education and has established its commitment to Vocational Training..</i></p>	<p>Preamble.</p> <p>Education must increase its involvement in society and in the productive fabric, <u>betting on vocational training</u> and on the revitalization of the participatory bodies and not limiting its role to the generation of graduates.</p>

Table 1. Education laws. Purpose of Vocational Training. Own elaboration.

The regulatory framework for the organization of the FP offer of the educational system, as well as the training for professional activities and orientation in Initial Vocational Training was established by the Organic Law 5/2002, of June 19, 2002, on Qualifications and Vocational Training. This law has been repealed by the LOIFP, establishing in its Title III the dual nature of Vocational Training.

That is to say, the objective for FP has been common throughout the years: to prepare students for working life, without prejudice to orienting them for lifelong learning and their progression, both within the education system and in their professional skills. However, this objective, inherent to these studies, has not been fully achieved, and proof of this is that it continues to be maintained as such throughout the different laws, both educational and for the organization of Vocational Training. And this manifests itself more intensely in areas in decline or rural areas.

However, and it is fair to say it, in these areas, the development of Vocational Training studies has undoubtedly contributed to improve training opportunities for the population in general, and over the years, the Educational Administration has undertaken a study of the most suitable offer, with more or less success, based on the territorial characteristics.

The new organic law is defined as a law of opportunity for all areas, and especially for those in the worst demographic and business situation.

However, the so-called areas of demographic decline, which have been coined the term "emptied Spain" and which have given rise to political and social movements of a vindictive nature, respond to certain common, objective, and verifiable characteristics: decline in the number of inhabitants, increase in the number of people over 65 years of age, decline in the GDP trajectory, decline in the number of companies.

In these areas, the different policies of different Administrations have not cushioned the fall in employment and in the loss of population, because those who are starting their professional careers, the youngest, do not find incentives to live there. Or because those who, being less young, have to change their job, their lifestyle, by imperative or by professional appetite, and cannot anchor their expectations in those areas where they grew up. This anchoring to territories of origin, of birth, is not at odds with the internationalization of training, with the

mobility that should characterize learning and lifelong learning. There is no apology here for an impoverishing or endogamous localism. It is a matter of being able to choose. It is about people being able to choose to stay in their area of birth and work if this is part of their life project. The opposite is to have to emigrate, in the worst sense of the word, because the land where he was born disappears, by starvation.

"Emptied Spain" may be a political or sociological concept, even opportunistic, but it is, nevertheless, an exponent of the reality of geographic areas that have lagged behind for centuries, neglected by the public and private authorities. Areas where the level of full schooling at compulsory age has been achieved in the late years of democracy, where the level of school failure is still higher than the national average and where educational dropout is a constant. It is not necessary to extend further to conceptualize all these territories that should be, not only a priority for public and private authorities, but simply should be taken into account. For this Spain, the LOIFP must also be an opportunity.

3. METHODOLOGY

The methodology used in this literature review followed the procedure of Gómez-Luna et al. (2014) by selecting, organizing, and analyzing the different documentary sources (regulations, various reports, and articles) related to the subject of study. This methodology correlates with that used by Codina (2020): search for information, evaluation/analysis of the same and synthesis, adding the personal reflection of the author of this review in the conclusions section.

Therefore, we have worked on the study, analysis, and research on three types of documentary sources: Regulations, Reports and Articles related to the subject.

Regarding legislation, reference is made to the new basic regulation, Organic Law for the Organization and Integration of Vocational Training, which provides important novelties, the first of which is the establishment of a single

system of Vocational Training, taking into account the expectations of people throughout their lives and the productive and sectorial needs. In the same way, we have studied the development regulations existing before the publication of this organic law, and of which we briefly mention the Organic Law 5/2002, of June 19, on Qualifications and Vocational Training; the Royal Decree 1147/2011, of July 29, which establishes the general organization of vocational training of the educational system, and regulatory regulations of the FP in Andalusia: Decree 436/2008, of September 2, which establishes the organization and teachings of Vocational Training in Andalusia, and orders for the development of Dual FP projects, the one in force at the time of writing this article, the Order of January 20, 2023, by which Dual FP projects are called for the academic year 2023/2024.

The diachronic line of study has been provided by the different organic laws on education and vocational training, as well as previous laws.

As far as international regulations are concerned, the EU Recommendations and Resolutions have been consulted, which are not binding, but suggest lines of action. Particularly, the Recommendation 2020/C 417/01, of November 24, 2020, on vocational education and training for sustainable competitiveness, social equity and resilience, and Resolution 2021/C 66/01, on a strategic framework for European cooperation in education and training for the European Education Area and beyond (2021-2030).

As a base document, it is necessary to mention the Council Recommendation of 22 May 2018, on key competences for lifelong learning, which guides the mastery of these competences within the strategic priorities of the EU in terms of education and training to increase quality and equity and the success of people in these areas.

It is worth highlighting that Recommendation 01 of 2020 states that by 2025 the aim is to achieve that 60% of FP graduates should have benefited from work-based learning during their training. This objective is maintained in the Resolution

of 2021, for 2030, as a target at EU level. In relation to the LOIFP, it follows that our FP students will have participated 100% in work-based learning or work-based learning, a percentage that is above that expressed in the Recommendation. However, in a different regime.

The 2020 Recommendation expands on some of the characteristics of the FP, among which the following stand out:

- Its agile adaptation to changes in the labor market.
- Flexibility and opportunities for progression since FP programs are based on learning outcomes with validation mechanisms that allow the transfer, recognition and accumulation of these outcomes of individuals with a view to obtaining qualifications throughout their lives.
- FP is an engine for innovation and growth, prepares for the double transition, ecological and digital, and for highly demanded jobs.
- It promotes equal opportunities (vulnerable groups: minorities, people with functional diversity, gender balance).
- It is underpinned by a culture of quality assurance (EQAVET: European Quality Assurance Reference Framework for Vocational Education and Training).

And, in spite of the years that have elapsed, and continuing along the diachronic line referred to above, Recommendation No. 57 on vocational training, of the International Labor Organization, of 1939, is an obligatory reference. Because of its timeliness, despite historical changes and vicissitudes, we quote the first clause of point 5 of its fourth part:

"Each country should have a set of schools whose number, geographical distribution and programs are adapted to the economic needs of each region or locality and offer workers sufficient possibilities to develop their technical and professional skills".

In relation to the Reports chapter, the following are highlighted:

- Informe del Mercado de Trabajo Estatal, 2022, of the Ministry of Labor and Social Economy (Observatorio de las Ocupaciones [OO], 2023). In the section "Relevant Information" it is underlined the need to bet on dual training, in vocational training and in the university.

In the Economic Data, Vocational Training is highlighted as one of the 30 lines of action for the Recovery, Transformation and Resilience, as well as in the modernization of the Educational System.

In the Occupations section, reference is made to overqualification —which will be discussed later— (European Center for the Development of Vocational Training [CEDEFOP, Spanish acronym], 2010) and for which FP is a solution.

- Report 2021 on the State of the Education System. State School Council (ICEE) (Ministry of Education and Vocational Training [MEFP, Spanish acronym], 2021). The data offered in chapter D. Schooling, transition, and results of the Education System, are essential to know the gross rates of students who obtain a diploma in the different education programs, including FP.
- State System of Education Indicators (SEIE, Spanish acronym) (MEFP, 2022a). As it offers, among other aspects, the rates of access and completion of FP education.
- Figures on education in Spain. Statistics (MEFP, 2022b), although these reports do not provide disaggregated information on Dual FP.
- Map of early school dropout in Spain. General report. (Soler et al., 2021), from the European Foundation Society and Education. An analysis of educational dropout as a factor affecting the low percentage of graduates in the FP levels, compared to the high number of graduates of Bachelor's

degrees, which influences over-qualification. The early dropout rate from education and training measures the proportion of young people aged 18 to 24 whose maximum qualification achieved is the Compulsory Secondary Education Graduate and do not continue studying or training to achieve the Baccalaureate or Vocational Training Technician degree. "The early dropout figure in Spain has been decreasing notably in the last decade: in 2011 it was 26.3% and in 2020 it stood at 16.0% being the EU rate of 9.9%" (MEFP, 2021, p. 501),

- Education and Training Monitor (European Commission-Education, Youth, Sports & Culture Directorate [CE-DGEJD, acronym in Spanish], 2022). EU document on the education systems of the member countries. Vocational education and training and adult learning, referring to Spain:
 - Participation in vocational education and training is still quite limited, although it is increasing. 36.6% compared to 48.7% in the EU.
 - The new FP law puts the focus on academy-business collaboration and professional accreditation.
 - The National Catalog of Professional Qualifications has been renewed.
- Diagnosis of Dual Vocational Training in Andalusia, 2013-2020 from the Junta de Andalucía (Pozo-Llorente et al., 2021). Provides data on the treatment and evolution of Dual FP in the Autonomous Community of Andalusia.
- Integrated Territorial Investment (ITI) of the province of Jaén 2021 (Ministerio de Hacienda y Función Pública [MHFP], 2021). Monitoring report of the Subdirectorato General of Programming and Evaluation of European Funds of the Ministry of Finance that includes a detailed description of the evolution of the province in recent years, in terms of socioeconomic

situation, population, infrastructure, businesses and services, with a summary of the implementation of the Funds in Jaén.

- Il Strategic Plan for the Province of Jaén 2020, of the Fundación Estrategias para el Desarrollo de la Provincia de Jaén (Herrador Lindes y Martín Mesa, 2020). Foundation in which the local, provincial, regional, and state public administrations are represented, together with economic and social agents, financial institutions, and the University of Jaén. Its general objective is to transform Jaén into an industrially advanced, economically dynamic, territorially balanced province, committed to education, research, innovation and sustainability. All this as a reference point for olive oil, inland tourism, and environmental quality. It is an ambitious document where facts and challenges of the province are presented.

Some of the necessary strategies are summarized in a succinct and representative manner: improving the commercialization of industrial products; avoiding desertification and biological degradation; promoting an adequate framework for the generation of innovation by companies; promoting training and qualification as a means to increase human capital; organizing and integrating tourism development in accordance with the capabilities, potential and planning of the territory; leading the world market for quality virgin olive oils; developing high performance rail transport; promoting and completing in the short term the highways planned and under construction; improving electrical infrastructures; adapting vocational training to the needs of the labor market.

With regard to publications related to Dual FP, Echeverría Samanes (2016), with an accurate analysis of the implementation of Dual FP in Spain, and the recent article by Racero Montes and Castillo García (2022), published in *Supervisión 21*, "La Ley 3/2022, de Ordenación e Integración de la Formación Profesional: A new opportunity" which point out, among other aspects, observing the data provided by the Prospective Report of the State Public Employment

Service (OO, 2023), "the shortage of graduates in formal FP programs" and how this report underlines the importance of Dual FP, placed in relation to the productive system.

Finally, it is worth mentioning the recent publication of Asegurado Garrido and Marrodán Gironés (2022) *La nueva ley de FP y su análisis. Una mirada técnica*, provides an in-depth analysis of the new law with chapters of analysis on the LOIFP.

4. RESULTS AND DISCUSSION

This section is characterized by an analytical and reflective nuance based on the documentation cited above. Divided into three sections: Current Dual FP, Possible solutions and Resources to be used.

4.1. CURRENT DUAL FP

The objectives to be achieved with the Dual FP are schematically indicated and related to the characteristics of "emptied Spain", these being objective data that define these territories in decline. Representation in figure 3.

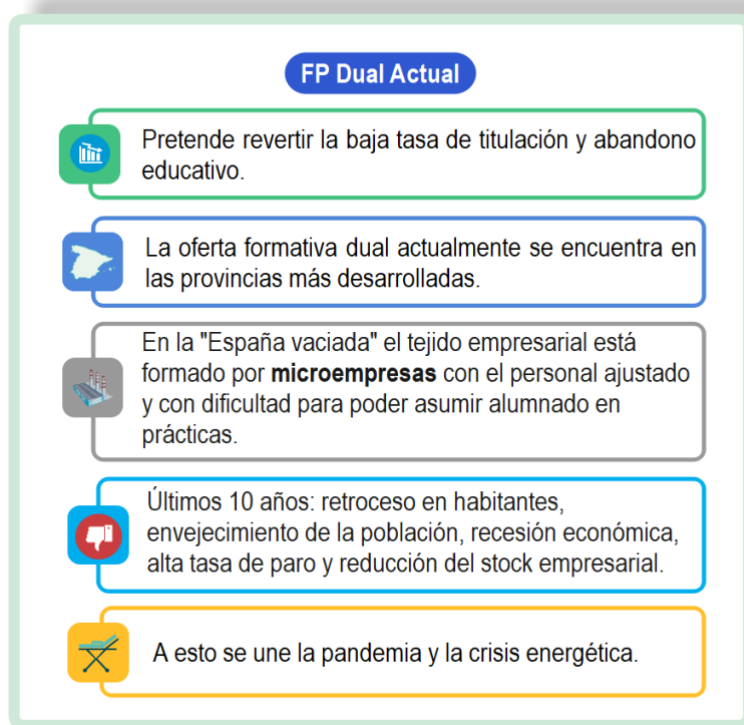


Figure 3. Current Dual FP. Own elaboration.

4.1.1. GRADUATION RATES

Dual FP aims to reverse the low rate of graduation in FC, (figure 4), as well as the dropout rate. We point out the national rate in terms of graduation in FC and the Andalusian rate, as Jaén is one of the eight provinces that comprise it.

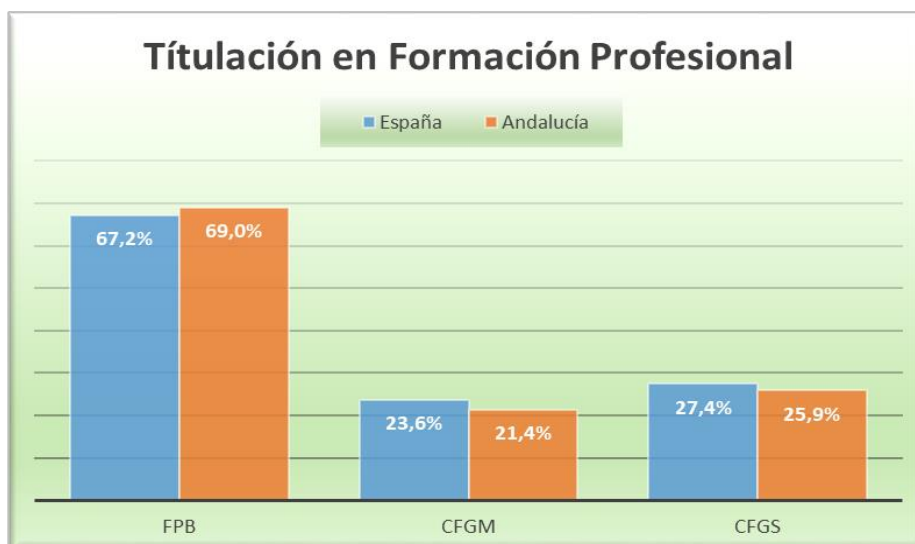


Figure 4. Source: EWC Report, 2022. Own elaboration.

From the data shown, it can be inferred that the graduation rate is low, which raises questions of various kinds:

Why do we not even reach 50% of graduates among students who begin their FP studies?

Is it due to the inadequacy of the training offer?

Is it due to the allocation of "undesired" cycles in the admission procedure?

Is there an early dropout rate in the educational system?

Lack of follow-up and guidance?

It is not easy to give answers to these questions which, nevertheless, cannot be forgotten.

Reducing the percentage of early school dropouts is one of the challenges of our educational system, being one of the most serious problems of the Spanish educational system. The average for Spain is 16.0% compared to 9.9% in the EU, as indicated above. One of the EU objectives for 2030 is that the percentage of

people leaving education and training prematurely should be below 9% (Council Resolution of February 2, 2021).

Not losing sight of the fact that, as expressed in the Education and Training Monitor (CE-DGEJD, 2022), completion of upper secondary education is a prerequisite for improving access to the labor market and avoiding poverty and exclusion.

4.1.2. LOCALIZATION OF THE DUAL FP

The dual training offer is currently located in the most developed provinces. An aspect that emerges from the analysis data, and taking Andalusia as an example:

In the 2019-2020 academic year Seville is the province that brings together the largest number of projects (21.8%), enrolled students (19.9%), centers with Dual FP (21.2%) and agreements with companies (18.6%) of the Andalusian total (Pozo-Llorente et al., 2021).

4.1.3. STATE OF AFFAIRS IN "EMPTIED SPAIN"

In the "emptied Spain" the business fabric is made up of micro-enterprises with tight staffing and with difficulty in taking on trainees. Among the characteristics of the areas in decline are (ITI, Jaén, 2021):

Decline in the number of inhabitants. In terms of evolution, over the last 10 years the province of Jaén has lost nearly 40,000 inhabitants. Along with this: a process of aging of the population.

Economic activity. Following the evolution of recent years, the economic activity of Jaén recorded a strong decline throughout the financial crisis that began in 2008. During the period 2008-2014 the province lost 11.5% of GDP, four points more than in Spain (-7.3%) and two points more than the average in Andalusia (-9%), being the second Andalusian province with the greatest decrease in GDP in the period indicated.

As for the unemployment rate, in 2020 it stood at 24%, nearly 2 points above the regional average, 22.3%, and slightly more than eight above the national average, 15.5%.

In the business fabric, once again the unfavorable effects of the difficult economic situation that characterized the period 2008-2014 can be observed. In this period, the business base was reduced in Jaén by 4,664 companies according to the Central Directory of Companies (DIRCE) with data as of January 1 of each year, which represents a decrease in the business stock of 12.5%, that is, a process of contraction more intense than that recorded in Andalusia (-0.3%) and Spain (-8.9%). Since 2014, the economic recovery has favored a progressive annual growth of the business fabric of Jaén, experiencing from 2014 to 2021 (i.e., over seven years) a relative increase of 6.4% (2,087 new companies), a variation that in any case is below the average growth in Andalusia (13.2%) and Spain (9.1%).

In 2020, the impact of the health crisis has produced a sharp contraction in production, although more moderate than that observed in the Andalusian and national context. The balance for the year is a fall in GDP in Jaén of 8%, compared to the variation of 10.3% and 11.0% recorded in Andalusia and Spain, respectively.

The positive contribution of the Structural and Investment Funds to the development of the province of Jaén in the period 2014-20 can be observed, of which the following are cited:

Regional Development Funds (ERDF), Axis 10. Investing in education, improving professional skills and lifelong learning. With the objective of improving infrastructures and spaces, supporting the needs of each center with respect to the teachings that are taught in them.

European Social Fund (ESF) Thematic Objective 10). Also referred to lifelong learning. Concretized in:

- Dual Vocational Training. Focused on its promotion.

- Educational therapy actions: educational support for students with specific educational needs of a psychological, physical, cognitive, or sensory nature, in primary and secondary school; and other support, reinforcement and promotion of learning outside school hours for these students.
- "Bilingualism" program, with the hiring of native teachers as conversation assistants.
- "Acredita" Program. These calls establish the procedure for accreditation and recognition of work experience and non-formal training. The new LOIFP turns these accreditations into a permanent open administrative procedure for any standard of competence of the National Catalog of Standards of Professional Competences (article 92 of the law).
- Reinforcement and improvement of Vocational Training. An important investment is being made to improve the training cycles of the strategic sectors of the province of Jaén, which serve as a dynamizing axis of the productive sectors. It is a question of increasing the offer of new degrees of Complete Vocational Training of Medium and Higher Level, mainly related to the strategic sectors of the province.

This scenario is being made more difficult by the current energy crisis affecting the entire population.

4.2. POSSIBLE SOLUTIONS

This section provides some of the solutions (schematized in figure 5) that could contribute to reversing the situations to which we refer, and which are drawn from the assessment carried out in the reports described in the Methodology section. Undoubtedly, they have a prospective sense insofar as this article is, qualitatively, a diagnosis of the existing reality.

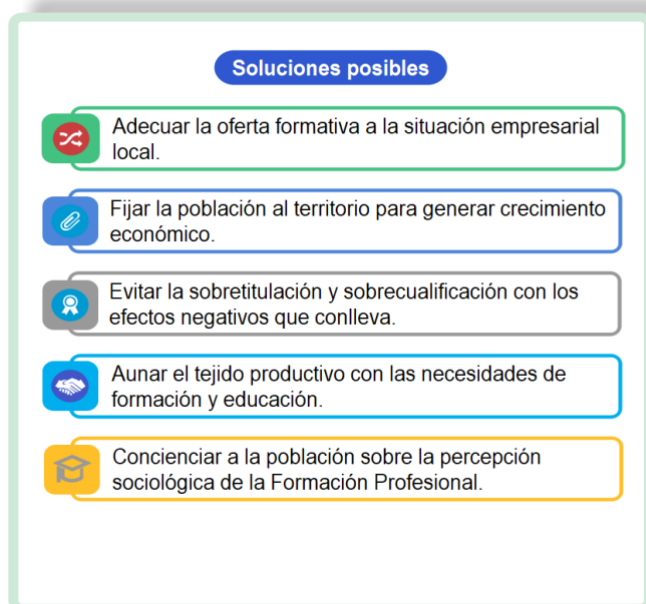


Figure 5. FP Possible solutions. Own elaboration.

4.2.1. ADAPT THE TRAINING OFFER TO THE LOCAL BUSINESS SITUATION

In many of these territories, there is a wide offer of general vocational training, but not very specialized in the local sector.

This would entail the reinforcement and improvement of Vocational Training. An important investment is being made to improve the training cycles of the strategic sectors of the province of Jaén, which serve as a dynamizing axis of the productive sectors. It is necessary to increase, therefore, the offer of new vocational training degrees at the intermediate and higher levels, mainly related to the strategic sectors of the province of Jaén: agri-food, agriculture, natural

areas. In Pozo-Lloerente et al. study from 2021, it is highlighted that "a greater dialogue between the Administration and the company would help the design of an educational offer more adjusted to the business reality in contents and calendars, as well as a greater response to the qualified labor needs of the companies" (p. 93).

4.2.2. FIX THE POPULATION TO THE TERRITORY IN ORDER TO GENERATE ECONOMIC GROWTH

An objective that is difficult to achieve, but recurrent from all points of analysis. An example of initiatives carried out by the Administration in this sense, —of special application in the province of Jaén, for being the 1st world producer of olive oil—, on the agricultural sector, is the Law 5/2011, of October 6, of the olive grove of Andalusia, which deals from the measures for the promotion of the cultivation of the olive tree, through the transformation, promotion and commercialization of the associated products and derivatives, to the protection of the natural heritage of the olive tree and the olive culture, from the transformation, promotion and commercialization of the associated products and derivatives, to the protection of the natural heritage of the olive grove and the culture of oil and olives, as well as the maintenance of the population in the rural environment, and, therefore, avoiding migration.

As it is observed in the studied documents, the creation of infrastructures, improvement of road and railroad communications, both for the movement of people and goods; research and innovation in everything related to agricultural machinery, which is not produced in the area, but is imported from other territories —it would be excellent if specific machinery related to the olive grove were manufactured and exported from the province and not the other way around—. All this fixes the population in the territory because it creates jobs, creates industry and expectations. In this line, it is necessary to facilitate the creation of auxiliary industries: glass, plastic, labeling, packaging; of course,

modernization of irrigation for the rationalization and control of water consumption and improvement of its efficiency.

Declining areas need funds for industrial land, communications, and services. Funds at low interest or 0% interest, with express favor, based on the need for a historical and legitimate compensation, so that people who constitute a human capital, qualified and with the engine of their illusion, can face future projects. In their land.

4.2.3. AVOID OVER-QUALIFICATION AND OVER-QUALIFICATION WITH THE NEGATIVE EFFECTS THAT IT ENTAILS

According to the European Center for the Development of Vocational Training, overqualification is the situation in which a person has a higher level of qualification than that required for the job he/she performs (CEDEFOP, 2010).

The labor market needs a real level of qualification to improve productivity, while overqualification generates job dissatisfaction in individual terms. In collective terms, resources are wasted with highly specialized workers, reducing the productivity of companies, an aspect reflected in the Labor Market Report 2022, which indicates that "the productive structure has no correlation with the educational level of workers and over-qualification is a sign of market inefficiency" (p. 92).

4.2.4. COMBINE THE PRODUCTIVE FABRIC WITH TRAINING AND EDUCATION NEEDS

Closely linked to the previous point, this unity of action between the business sector and the training of the population to overcome inefficiencies and imbalances is of paramount importance for society in general and for areas in decline in particular. In this sense, it is expected (and necessary) that the reform of vocational training will facilitate and make access to training (and lifelong learning) more flexible and provide people with the necessary qualifications to

address their life projects, in connection with the needs of the labor market. CEDEFOP (2010) continues to insist on the lack of medium qualifications in Spain.

4.2.5. RAISE PUBLIC AWARENESS ABOUT THE SOCIOLOGICAL PERCEPTION OF FPV TRAINING

Even today, vocational training studies are not sufficiently conceptualized by families, who prefer the Baccalaureate as an adequate training for their children, in order to later access university.

This is one of the needs of the new LOIFP: to recover (as we point out in this article) the social prestige of vocational training as a means of comprehensive humanistic and vocational training for young people (Preamble).

Throughout the history of FP education and the 30 years that have passed since the enactment of the LOGSE, FP has been growing as a versatile, quality training that has allowed —to a greater or lesser degree—, both the entry into the labor market and to continue opting for the progression of students in other levels of the education system. However, this vocational training has not completely succeeded in raising graduation rates, or in taking root in social thinking, or in helping, in the case of areas in decline, to fix people to the territories and, with this, to economic growth.

Therefore, it is both necessary and urgent to consider with conviction that vocational training has an irreplaceable value for regenerating the social and economic fabric, and by extension, the academic world: the training possibilities offered by the PFS are profound, not only with the consolidation of specialization courses (grade E), but also with the incorporation of innovation, applied research and entrepreneurship as integral elements of vocational training curricula. The promotion of entrepreneurial culture is a fundamental factor in learning; it is not only about having the ability to work with others, but also to create one's own work.

The LOIFP dedicates its Title VII to "Vocational Guidance". The inclusion of this topic in the articles of a FP law is not a novelty. Organic Law 5/2002, of June 19, 2002, dedicated its Title III to "Information and professional guidance", developed in three articles as opposed to the eight articles of the new Organic Law (from 94 to 101), offering it extensively (persons, companies, organizations) and having as an aim, among others, art. 95.2 c) The acquisition of basic skills and competences for decision making, the outlining of training and professional itineraries leading to new learning and professional opportunities, and active participation in working life and in society in a constantly changing context.

This may be one of the assets that contribute to attenuating early school leaving and the increase in the number of graduates in vocational training, while at the same time regenerating the existing social concept of vocational training.

And we quote again from the Council Resolution of 2 February 2021, Strategic Priority 2, dedicated to making lifelong learning and mobility a reality for all: "EFP [vocational education and training (sic)] needs to be further developed as an attractive and high-quality pathway to employment and life".

4.3. RESOURCES TO BE USED

This heading focuses on the resources to be brought into play to achieve the implementation of the new Law, and with-it Dual FP, in all areas and in rural

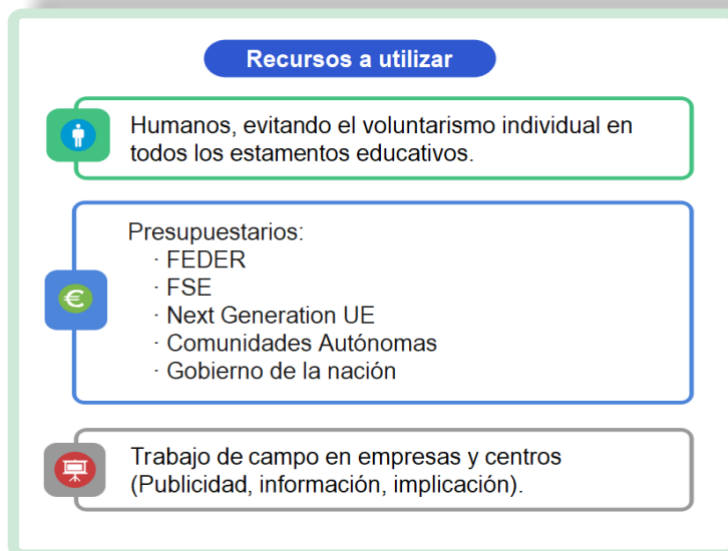


Figure 6. FP Resources to be used. Own elaboration.

and declining areas, figure 6.

Human Resources. Individual voluntarism must be avoided at all levels of education, starting with the teaching staff, since at present only a part of them carry out Dual FP projects. This situation is actually due to the way in which it is carried out, through projects presented by the centers and in which the implementation of Dual FP is requested.

The Pozo-Llorente et al. (2021) study points out as a risk to the success of the current Dual FP that this group is concerned about the sustainability of the dual model, partly due to the lack of stability of the teachers who participate in the dual model and the complexity of its management. “These aspects could lead to a lack of teacher participation and a loss of interest on the part of the centers” (p. 82), pointing out that one of the pillars of the model is the personal and professional effort and involvement of the teachers.

This level of concern has been overcome by the new scenario created by the LOIFP.

For its part, the Administration, in the case of the Regional Government of Andalusia, through the recently created General Secretariat for Vocational Training and Advanced Technologies (Decree 154/2022, of August 9, establishing the organizational structure of the Ministry of Educational Development and Vocational Training) and the General Directorate for Vocational Training, which reports to it, assumes a very important role as it has to provide the necessary personnel for the promotion and promotion of the Dual FP, the coordination of the network of dynamizers for the dissemination of the dual vocational training and to manage the travel aids to students and teachers who participate in Dual FP projects and in the professional module of Work Center Training.

On the one hand, dissemination is, precisely, one of the aspects in which a deep abundance should be made for the implementation of Dual FP, even more so in "emptied Spain". Its typical business fabric is made up of small and medium-sized companies where dual projects involve, in many cases, management inconveniences: among them, assigning workers to the training of students (limited staff). These companies must be familiar with dual training and consider, along with the disadvantages, the advantages of having students who may become employees of the company itself. Insufficient information cannot be an initial obstacle in the immense work to be carried out.

On the other hand, planning, programming, and coordination (art. 24 of the LOIFP) to make possible an integrated offer that pays adequate attention to the qualification needs of the population as a whole: an offer that is sufficient and adjusted to the needs of the territories, with special emphasis on areas in decline.

Budgetary resources. Together with the funds mentioned above, FEDER; FSE, the European Funds "Next Generation EU" (MHFP, sf.) are foreseen for the implementation of the new Vocational Training System, destined, among other aspects, to Education, knowledge, continuous training and development of capacities and, within them, to the Strategic Plan of Vocational Training, resizing the offer, developing the transfer of knowledge between companies and FP

centers and transforming the middle and higher levels of FP into bilingual offer cycles. Then, based on this information that any citizen can access, offered by the Ministry of Finance and Public Function, even in the "emptied Spain", there could be reasons to consider that, after a history of languishing that began with the emigrations, looking for a better life, in the decade of the 50s of the last century; history lived decade by decade, or, better said, generation after generation, this moment is going to be the one of a real opportunity. It would only be necessary to invest these funds in solidarity, in equality and equity, among all the regions and territories.

This section ends by calling for **fieldwork** with sufficient dedication and resources (of all kinds) for the implementation, with guarantees and expectations of success, of the Dual FP that will be the new FP. In reality, this fieldwork, more than a "resource to be used", must be a future planning based on publicity, information and the participation of all the actors involved.

This is necessary work, which will undoubtedly be carried out, but we would like to emphasize that it must be carried out with the dedication, rigor and serenity that will allow the most correct analysis for adequate decision making.

In this sense, although the Administration must lead the actions to be taken, civil society must provide the means to achieve the participation called for here, that is to say, the chambers of commerce (where they exist), the business associations (business circles, confederations of small and medium-sized enterprises, local corporations), must be actively present in something that is also and will be their responsibility, because it is, in short, that of the society of which they are also a part.

The timetable for the implementation of the LOIFP is set out in its Fifth Final Provision and will take four years. At the time of writing this article, it has not yet been published, despite the fact that more than six months have passed since its entry into force.

5. CONCLUSIONS

These conclusions have been graphically represented in the form of a circle (figure 7), in which the different aspects are related and subordinate, revolving around themselves, with no solution of continuity, on the sections that have been described throughout this presentation:



Figure 7. Conclusions. Own elaboration.

- In "emptied figure", the historical evolution of the FP with a generalist offer has as its main characteristic the fact that it is not adapted to the strategic sectors.

- The situation must be reversed through Dual FP to improve the quality of life of citizens. And note the interrelationship between training and quality of life.

- Dual FP is an attractive and quality training pathway for people, who can get jobs with this training option and, above all, create them where they are most needed. This idea correlates with the European Parliament's recommendation 53 on reversing the trend in demographics in EU areas, resolution of 20 May 2021, using cohesion policy instruments.

- Students should reach the Dual FP from educational success, not from failure, through proper guidance, a contribution that coincides with the suggestion made by Pozo-Llorente and Poza-Vilches (2020) on implementing effective Tutorial Action Plans in schools in Andalusia.

That is to say, the FP option should not be the result of not passing other training options, the Baccalaureate, university studies, etc. It must be an option chosen in the first place, with decision, with firmness after an adequate orientation, offered by the Educational System itself (an aspect contemplated by the new law) and considered by students and families.

- The intensive offer of the Dual FP may be a new disappointment for the "emptied Spain" because it cannot be carried out due to the lack of companies. Although in the general offer the training is carried out in alternation, which is a positive aspect in itself, since there is no training contract, the real expectations of the Dual FP are not fulfilled. Because the possibility of this contract does not cease to be an incentive to opt for this training pathway.

Since this is a completely new organization of supply, it is necessary to wait for its regulation, and it is to be expected that, when the regulatory norm sees the light of day, in "emptied Spain", due to the lack of companies, it would not be the Administration that would assume the training in alternance for the students, as happens on many occasions in the professional module of training in work centers (FCT) in the current FP. Because, finally, the Administration cannot absorb the creation of employment for the general population.

At the moment, vocational training students are obliged to stay in companies through the aforementioned FCT professional module. This module is accessed once the previous training modules have been passed in the educational center. As an example, for a higher cycle of 2,000 hours of duration, the FCT module of 400 hours means that 20% of the training has been carried out in the workplace. It is true that this is not dual, i.e., simultaneous training between the center and the company, but the stay in the company, in a real work environment, is already one of the characteristics of the CF today. In the general dual offer, the training time can vary between 25% and 35% of the total duration, without a contractual relationship. This represents a slight increase in in-company training, albeit dual, a quality that is not currently available in vocational training. Clearly, the intensive offer, with a permanence time of more than 35% and with an employment contract, appears, a priori, more interesting, more attractive, more difficult in "emptied Spain".

- Methodology, the dual approach to vocational training means that 100% of students will have completed their training with in-company learning. This represents an increase of 40% in Spain compared to Resolution 2021/C 66/01, of the Council of Europe, which states that by 2025, at least 60% of FP graduates will have participated in apprenticeships. This is an ambitious and legitimate aspiration, but it must necessarily be contextualized and applied to the whole of the national territory.

In short, the new LOIFP projects a whole series of expectations with important social and labor repercussions that need to be fulfilled in the short and medium term. For the time being, in the implementation schedule foreseen over a period of four years, changes and measures of a sustainable nature must be carried out and have a favorable impact on all persons.

This new law introduces important changes that affect:

To the social consideration of the Dual FP.

The new dual organization of the FP training cycles.

The accreditation of professional competences.

Early school leaving.

The improvement of areas in decline through the qualification offered by the FP.

To the training opportunities in equity that the new law represents.

In conclusion: to achieve what has not been achieved so far, either because of historical and geographical situations in certain regions, which have resulted in starting conditions that have hindered the progress of individuals and society (illiteracy rate at the beginning of the democratic stage, socioeconomic index), or because of preconceived ideas in the collective imagination that have hindered the formation of an adjusted and adequate concept of FP, or because of neglect by those who, politically and economically, should have compensated for the differences between territories and regions.

In art. 110.2 of the LOIFP (Title X, Evaluation and Quality of the Vocational Training System) an explicit reference has been made to both the high inspection of education and inspection, in the task of ensuring the quality of all actions and services of the Vocational Training System, vocational guidance and training provided. To this end, the inspectorate's knowledge of the education system is a factor that guarantees the necessity and importance of all its interventions.

The implementation of specific actions for the implementation of the Dual FP in training cycles will have to be evaluated, with indicators established for this purpose, to draw conclusions regarding the success to be obtained in those areas in decline, the "emptied Spain" for which, especially, it is desirable that this new organic law is a real opportunity.

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