

# REFERENCIAS BIBLIOGRÁFICAS ESENCIALES EN EL DEVENIR HISTÓRICO DE LA INSPECCIÓN DE EDUCACIÓN

## ESSENTIAL BIBLIOGRAPHICAL REFERENCES IN THE HISTORICAL DEVELOPMENT OF THE EDUCATION INSPECTORATE

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### **Resumen**

La historia de la Inspección de Educación ha quedado tallada no solo por los acontecimientos políticos, económicos, sociales y culturales acontecidos a lo largo de sus 175 años de existencia, sino también por las obras y escritos realizados por aquellos que ejercieron y ejercen tan noble profesión. Una aproximación a estas fuentes tan relevantes nos permite visualizar, de manera holística, cuáles son los aspectos que han suscitado mayor atención para la Inspección de Educación a lo largo de todo este tiempo.

**Palabras clave:** *5312.04 Educación; 5506.07 Historia de la Educación; 5605.99 Legislación educativa; 5802.99 Inspección Educativa; 5902.07 Política Educativa.*

### **Abstract**

The history of the Education Inspection has been shaped not only by the political, economic, social and cultural events that have occurred throughout its 175 years of existence, but also by the works and writings carried out by those who practiced and practice such a noble profession. An approach to these

relevant sources allows us to visualize, in a holistic manner, which are the aspects that have attracted the most attention for the Education Inspection throughout all this time.

**Keywords:** *5312.04 Education; 5506.07 Education History; 5605.99 Educational legislation; 5802.99 Educational Inspection; 5902.07 Educational Policy.*

## 1 - INTRODUCTION

Starting with an analysis of the life history of the Education Inspectorate, in which the regulations and functions assigned at each moment determine the character of the profession, the aim of this article is to highlight the people and works of reference that allow a more precise understanding of the inspection work carried out up to that time.

It is assumed that the text does not include as many works as it could, nor does it cite as many inspectors as appropriate. Such an attempt would require more time and space. Nevertheless, it is hoped that these brief historical and bibliographical reviews will help to synthesise the basic ideas on the historical development of the Education Inspectorate and provide an initial guide to the study of this subject.

## 2 - REGULATORY BACKGROUND

The consolidation of the education system in Spain was linked to the consolidation of the Liberal State. This, in turn, led to the development of the Education Inspectorate. Article 369 of the **Spanish Constitution of 1812** is an example of this, given that it is the first time that the inspection function is reflected in a regulation of such a high rank: *There shall be a General Directorate of Studies, composed of persons of known instruction, in charge of which, under the authority of the Government, shall be the inspection of public education.* However,

despite the appearance of such important texts as the **Quintana Report (1813)** or the **Regulations on Public Instruction of 1821**, these initial shoots did not end up taking shape, given the political instability of the time.

The **Law of First Education of 1838** (Sommeruelos Law), as well as the **Regulation of Public Schools of Primary Instruction of 25 November** of the same year, promoted school inspection commissions in the provinces and the supervision of schools in the municipalities. The dissemination of models for visits and reports, mainly from Madrid in 1841, marked the way towards a modernised work (technical, pedagogical and administrative), far removed from the role of the visitors of the past (control and evaluation). The **Pidal Plan of 1845** would come to consolidate the educational orientations envisaged by liberalism.

From this period, the figure of **Pablo Montesino y Cáceres** (1781-1849) stands out for his important pedagogical work. Director and Professor of Pedagogy at the Madrid Teacher Training College and director of the *Official Bulletin of Public Instruction* (1841-1845), he published numerous articles in which he emphasised the importance of teacher training as a key element in promoting any educational reform. He was also recognised for his knowledge of the European pedagogy of the time.

Mention should also be made of two of the first inspectors of education: **Joaquín Avendaño** (1812-1886) and **Mariano Carderera y Potó** (1816-1893). The former was director of the teacher training colleges in Zaragoza, Cordoba and Valencia, as well as inspector general of Public Instruction, and had a great influence on the implementation of the Moyano Law. He was also responsible for the enormous dissemination of scientific texts on pedagogy, such as, for example, his *Manual completo de instrucción primaria, elemental y superior* (1844) [Comprehensive Handbook of Primary, Elementary and Higher Education]. Finally, he would replace his pedagogical career with a diplomatic career. The latter was director of the teacher training colleges in Huesca and Barcelona, as well as

inspector general of Public Instruction. He maintained a close relationship with the Ministry, becoming a member of the Royal Council of Public Instruction. He was also the author of various pedagogical texts, of which the four-volume *Diccionario de educación y métodos de enseñanza* (1854-1858) [Dictionary of education and teaching methods] stands out. Both, disciples of Pablo Montesino, worked closely together both in supporting the writing of the *Revista de Instrucción Primaria* (1849-1851) [Primary Education Journal] and in publishing joint works, such as their *Curso elemental de pedagogía* (1850) [Elementary course in pedagogy], a work approved by the Government to serve as a reference text in the Normal Schools and Teachers' Seminaries of the Kingdom.

### 3 - THE CREATION OF THE EDUCATION INSPECTORATE

The Royal Decree of 30 March 1849 created the post of professional inspector, who would be appointed by the government and would be present in all the provinces. In addition, six posts of General Inspectors were created. With this event, all previous actions related to inspection work were finally consolidated. From a liberal state perspective, the implementation of the education system and the need for a perceptive Education Inspectorate were consolidated. The phrase that appears in the preamble of this text is famous, where it states: "*If in all branches of public service this kind of civil servants is convenient, in primary education it is indispensable. Without them, the administration sees nothing, knows nothing and can remedy nothing*". The purpose, therefore, was to know what was happening in schools, in order to exercise control and act accordingly. It should be emphasised that this view needed to be qualified, in order to better understand the educational situation in question.

The publication of this Royal Decree, the 175th anniversary of which is being celebrated this year, was followed by other publications which gave shape to the original Corps of Primary Education Inspectors of the Kingdom. The **Royal Decree of 20 May 1849** established the regulations governing their work, distinguishing

between a general and a provincial inspectorate. The provincial function was mainly limited to monitoring the situation of the schools, proposing possible needs to the provincial commissions, as well as to the council, in order to improve Primary Education teachers. The **Royal Order of 12 October 1849** explicitly sets out a questionnaire of aspects to be reviewed during the visits, as well as the need for the aspects dealt with to be recorded in a visitors' book. The **Royal Order of 28 June 1850**, which regulates the inspectors' uniform, could be of interest today. Among other things, it consisted of "*turquoise blue trousers with silver braid on the side*" and a coat of the same colour, with silver or gold embroidery depending on the inspector's category (provincial and general, respectively).

On 10 September 1857, the Law of Public Instruction, known as the **Moyano Law**, was published in the *Madrid Gazette*. This was to be the longest-lived educational law in our history, remaining in force until 1970, with the appropriate modifications due to the political ups and downs that occurred during that time. In it, the Public Instruction Boards were created, in which an inspector of schools in the province must always be present, among other relevant posts. The main task entrusted to the provincial inspectorate was to visit primary schools and take care of the services of the branch, while the general inspectorate focused on visiting the teacher training colleges. It should also be noted in this supervisory work that care was taken to ensure that the work of those responsible for ensuring the purity of the doctrine of the faith in textbooks was not impeded.

Visits were an essential element of the inspection work. The **Royal Decree of 20 July 1859** was published on this subject. In Chapter IV of Title II of the **Law on Primary Education of 4 June 1868**, it is also stated that "*In no case should two years pass without a visit to all the schools in the province. The behaviour of the teacher, his situation and reputation in the village, the order of the school and the attendance of the children should be the object of these visits, leaving to the discretion of the Inspectors the progress of the pupils, teaching methods and the*

*needs of the school*". In other words, for the Government, the concept of control over the functioning of schools was more important than the actual pedagogical work. This idea was accentuated in the **Royal Decree of 10 June 1868**, in which inspectors were considered to be administrative agents, and in the **Circular of 19 October 1869**, in which they were obliged to follow the Government's thinking.

The last years of the 19th century were politically turbulent, and this was also reflected in the Inspectorate, as an entity that was not exempt from what was happening in its context. In **1885**, a new regulation was published by **Royal Decree on 25 August 1885**, which created a Corps of 90 inspectors and proposed access to the Corps by competitive examination. Likewise, on 23 November of that year, a Royal Order was published to develop the regulations, which did not finally come into force due to the sudden death of Alfonso XII. It is worth noting that, in **1887**, the general state budget assumed the payment of provincial inspectors, a relevant issue in terms of who took power over this body. Likewise, on **27 March 1896**, a **Royal Decree** was published with new regulations. It reiterates the mention of the central and provincial Inspectorate, the importance of visits and the need to participate in the local Boards.

From this early period, due to his influence both in promoting the creation of the Corps of Primary Education Inspectors and in the design of the guidelines of the Moyano Law, the figure of **Antonio Gil de Zárate (1793-1861)** stands out. Director General of Public Instruction, pedagogue and playwright, he wrote the valuable work *De la Instrucción Pública en España (1855)* [On Public Instruction in Spain], consisting of three volumes, in which he makes an intense journey through the history of public instruction in Spain and shapes an interesting debate on the concept of teaching as a question of power and ideological imposition.

Likewise, the influence that Krausism and later the *Institución Libre de Enseñanza* [Free Institution of Education] (hereinafter referred to as ILE) exerted on the work of inspectors at the end of the century is undeniable, with greater

attention being paid from that time onwards to pedagogical aspects and less to merely supervisory and administrative aspects. The ILE, founded in 1876 as a result of disagreements between a group of Krausist professors and the university system in force in Spain, was initially directed by **Francisco Giner de los Ríos** (1839-1915). Its statutes clearly set out the organisation's independence from any political, religious and/or philosophical thought, proclaiming at all times the principle of freedom of scientific enquiry. Its *Bulletin* (*BILE*, 1877) had a dual purpose: to report on the progress of the institution itself and to publicise the pedagogical renewal that was taking place at the time. In this way, the *BILE* became a pedagogical point of reference until well into the 20th century.

Examples of inspectors in this final phase of the 19th century include **Carlos Yeves y Lario** (1822-1882) and **Francesc Jaume Riutort i Feliu** (1812-1885), two figures who show the importance of the inspection work of the time from different points of view. The former was director of the Tarragona and Saragossa Teacher Training College and was also a professor at the School of Arts and Crafts in Madrid. His pedagogical work in disciplines such as Geometry, Trigonometry and Grammar stands out. On the latter, in 1862 he published *Procedimientos y ejercicios para la enseñanza de la gramática en las escuelas* [Procedures and exercises for teaching grammar in schools], a text which combines theoretical and practical didactics. Meanwhile, the second developed his professional career between the National School of the Balearic Islands and the Inspectorate of Education (general and provincial). His involvement and repercussions on educational policies and reforms stand out. From a position of moderate liberalism, he defended state control over education, worked to improve the conditions of teachers and proposed innovations such as the mixed system or the teaching of adults and infants.

#### 4 - BEGINNING OF THE 20TH CENTURY



The beginning of the 20th century was mainly marked by the creation of the Ministry of Public Instruction and Fine Arts. A regenerationist movement that in the field of educational administration can be identified in the figure of the minister Álvaro Figueroa, Count of Romanones. In 1900, by **Royal Decree of 6 July**, access to the inspectorate by competitive examination was established. Despite this, in 1901, by **Royal Decree of 12 April**, the inspectorate was established as a position of trust and on a transitional basis. The **Royal Decrees of 16 August and 26 October**, linked to second and primary education, respectively, show this supervisory and monitoring character. It is worth noting, in the Royal Decree of 16 August, the express mention of the need to "*definitively organise the inspections of secondary education*". Romanones changed his initial position on the Inspectorate of Education around 1910, giving the inspectorate a more technical and tutelary role, rather than a supervisory one. This more pedagogical tendency was undoubtedly closely related to the creation in 1909 of the *Escuela de Estudios Superiores del Magisterio* [Teacher Training College], the cradle of future inspectors and closely linked to the ILE.

The **Royal Decree of 5 May 1913** established new regulations for the Education Inspectorate, which were subsequently developed by **Royal Order of 23 June** of the same year. Several relevant aspects should be highlighted: firstly, the organisation of the inspectorate as an organic professional body in two spheres: central and provincial, with a hierarchical character. The first, represented by an Inspector General, within the Ministry. The second, represented by a provincial Chief Inspector, elected on the basis of seniority. The new organisation of the inspectorate seeks to override the functions of the provincial and local Boards in order to take them over as its own. In other words, the inspectorate assumes more powers in order to free itself from possible influences; but this, in turn, requires greater coordination so that "*the inspector feels that he who inspects is also inspected at all times and on all occasions*". A model of austerity and exemplary educational customs is proposed which will help to improve the current situation of the State, which visualises the Minister of



Public Instruction as the first inspector of all and which works to improve the didactic function. For the latter, it is necessary to inspect pupil attendance, the condition of buildings, the material and methods used in the classroom, as well as to keep records of teacher and library data, not forgetting the processing of files and reports. In addition to this, the inspectorate also participates in pedagogical conferences on methodology and school organisation practices. In short, these are important moves in the evolution of the Education Inspectorate towards impartiality and professionalisation, where the function of technical-administrative supervision and pedagogical assistance are put on an equal footing. Last but not least, this Royal Decree also regulates the access of women to the inspectorate. The first 10 female inspectors entered the inspectorate from the *Escuela de Estudios Superiores del Magisterio*. Among them, it is worth mentioning **Leonor Serrano Pablo** (1890-1942), who was labelled as a woman educator and feminist for the work she carried out. Examples include her publications *La educación de la mujer de mañana* (1923) [The education of tomorrow's woman] and *Diana o la educación de una niña* (1933) [Diana or the education of a girl].

The beginning of Primo de Rivera's dictatorship in 1923 meant that the Government intervened in the functions of the Inspectorate of Primary Education, paying attention to compliance with the provisions generated by the Ministry and the monitoring of unpatriotic positions.

Before continuing with the historical normative development, it is worth highlighting the figure of **Francisco Carrillo Guerrero** (1879-1970). Born into a family of teachers, he also dedicated his life to teaching, whether as a teacher (rural school, teacher training college and university) or as an inspector (auxiliary, central and general). His vision of pedagogical renewal was in line with the philosophy of the ILE, as well as with the new European pedagogical trends, with which he was well acquainted thanks to the grants awarded to him by the *Junta de Ampliación de Estudios*. He was a promoter of associations among inspectors

(member and President of the National Association of Inspectors), as well as a point of reference and trainer of a new generation of colleagues. His work *Técnica de la Inspección de Enseñanza* (1915) [Technique of the Education Inspectorate] was pioneering in this sense and served as a reference text for the subject of the same name at the *Escuela de Estudios Superiores del Magisterio*. It mentions both the technical aspect (guidance and support for teachers) and the administrative aspect of inspection work (reports, statistics, etc.), as well as providing a clear vision of what he believed the Education Inspectorate should be: a body that unites the State with society, not an inspectorate of the work of teachers.

**Lorenzo Luzuriaga Medina** (1889-1959) is also noteworthy from these same years for his work as an inspector, pedagogue and educator (undoubtedly the result of his education at the *Escuela de Estudios Superiores del Magisterio*). Luzuriaga was a pupil of Francisco Giner de los Ríos (1839-1915) and a friend of Manuel Bartolomé Cossío (1857-1935), director of the *Museo Pedagógico Nacional*, with whom he collaborated in the reprinting of his book *La enseñanza primaria en España* (1915) [Primary education in Spain]. Also noteworthy is the book *La Educación Nueva* (1927) [The new education], whose purpose is to make a declaration of the need to renew the educational system, improving organisational aspects, modernising teaching methods and didactic techniques, and all of this from a single, public and secular school. However, his greatest recognition would come as editor of the *Revista de Pedagogía* (1922-1936), which was an international reference for educational thought at the time.

On **2 October 1932**, during the Second Republic, a new regulation for the **Professional Inspectorate of Primary Education** was published by **Royal Decree**. The main purpose of this Royal Decree was to minimise bureaucracy in order to carry out more school counselling work. Although the hierarchy of central and provincial inspectorates is maintained, the former is essentially an advisory and auxiliary body for decision-making with regard to educational reforms (without losing sight of statistics); and the latter has a technical impact on schools, of a

pedagogical and guidance nature rather than supervision and control (without, of course, ceasing to carry out these functions). Of particular note at this time were the Boards of Inspectors, where pedagogical initiatives were encouraged (for example, through participation in the publication of newsletters and pedagogical collaboration centres); and the intensification of classroom visits to resolve everyday situations and improve pedagogical and social life (for example, the rights of the child and secularism in schools began to be considered). Likewise, as relevant aspects, it is necessary to highlight the suppression of female and male zones, as well as the incorporation of the figure of the inspector-teacher, strengthening the pedagogical nature of the inspection.

At this time it is worth mentioning, among others, **Juvenal de Vega y Relea** (1894-1979), promoter of the *Boletín de Educación de la provincia de Cáceres* and collaborator with the *Asociación Nacional de Inspectores*. Together with Rafael Álvarez and Juan Comas, with the collaboration of Lorenzo Luzuriaga, he published his *Manual del inspector de primera enseñanza* [Primary school inspector's handbook] in 1934.

## 5 - CIVIL WAR AND FRANCOISM

During the Spanish Civil War (1936-1939) there were two education inspectorates, one on each side, and there was an intense process of purging on both sides. Once again, as an organic and living entity, the inspectorate was influenced by the political, economic and social context of its time.

After the Civil War, a period of dictatorship began which, broadly speaking, was structured in two main periods: the first, known as hard Francoism, between 1939 and 1956, and the second, of a more open and technocratic nature, which lasted from 1957 to 1975.

During this first period, education came under the control of the Church and the National Movement. This meant the implementation of a national-Catholic ideology, from which the Inspectorate did not remain on the fringes. In spite of this, the **Law of 17 July 1945 on Primary Education** defined the Inspectorate as the "*Teacher guidance and management body*". This Law establishes the organisation of the Education Inspectorate at national, provincial and county level, stipulates the need to create an action plan from the provincial Inspection Council and sets out the need to visit all schools annually, with the aim of drawing up an informative and technical report by each inspector, covering both statistical work and the inventory of school material. Among the rights and duties of the professional inspectors of Primary Education, it is worth highlighting the promotion of cooperation between families, the State and organisations and companies with links to schools; the guidance of the pedagogical performance of teachers, through meetings, courses and competitions linked to the new single trade union, the *Servicio Español del Magisterio*, with the clear aim of "*maintaining an exemplary moral conduct, carrying out their function in the service of God and the Homeland*".

In this section, it is necessary to mention **Francisca Bohigas Gavilanes** (1892-1973), **Antonio Juan Onieva Santamaría** (1886-1977), **Francisca Montilla Tirado** (1903-?), **Agustín Serrano de Haro** (1899-1981) and **Alfonso Iniesta Corredor** (1901-1994).

Francisca Bohigas Gavilanes was a teacher, inspector and translator. She had an intense political life, holding the posts of vice-director of the *Museo Pedagógico Nacional* and assistant lecturer in the Spanish Pedagogy Section at the Central University of Madrid. She was an advocate of National Catholicism, although her interest lay more in patriotic morality and the work of women in the teaching profession than in the religious sphere. Among her most representative works is *La inspección de primera enseñanza y la educación de la generación nueva* (1941) [The primary school inspectorate and the education of the younger

generation], which proposes to legitimise the new school system and to give value to the work carried out by teachers and inspectors. In the third chapter, devoted to inspection, he explains how the inspector should be "*the most valuable support of the teacher*", who should defend the highest patriotic and religious prestige.

Antonio Juan Onieva Santamaría was a teacher, journalist and writer. He is a clear example of those inspectors who, trained pedagogically in the ILE, later defended the national-catholic postulates of the educational current of the time. This is reflected in the book written together with Gonzalo Gálvez, *Para ser Inspector de primera enseñanza* [To become a primary school inspector], in 1942.

Francisca Montilla Tirado carried out important work in the field of educational dissemination, while also exercising a markedly political role as an inspector. For example, during the Civil War she was in charge of the process of purging school libraries in the province of Cordoba. She was also an advocate of the national and moral cause, Catholic postulates, and the particular realisation of female education. Together with **Víctor García Hoz** (1911-1998), she co-founded the Sociedad Española de Pedagogía (1949), and was involved in the Instituto San José de Calasanz (dependent on the *Consejo Superior de Investigaciones Científicas*), thus having easy access to write for the *Revista Española de Pedagogía* and *Revista Bordón*. In 1942 he published the book *Inspección escolar. Normas de pedagogía práctica* [School inspection. Practical pedagogical standards], which serves as an example of the view of Educational Inspection at that time. In her opinion, the inspector was not only a figure who should ensure compliance with the regulations, but also had to have a notable apostolic character in addition to their technical and supervisory profile. This would require a very specific profile: vocation, capacity and personal qualities.

Agustín Serrano de Haro is undoubtedly one of the inspectors who has left the greatest mark on the history of the Education Inspectorate, both for his

pedagogical legacy and his ideological controversy. With a clear vocation for teaching, he was a close and complicit inspector for both teachers and his fellow inspectors. He also showed a marked Catholic character, which is evident in his many texts, whether or not they had an initial pedagogical pretension. With regard to the Inspectorate of Education, it is necessary to highlight at least two books: *Una función al servicio del espíritu. La Inspección de Educación Primaria* (1950) [A function in the service of the spirit. The Primary Education Inspectorate] and *Deontología del Inspector de Enseñanza Primaria* (1969) [Deontology of the Inspector of Primary Education]. In them, a deep religiosity is shown both in the way of doing and in the feeling of educational action.

Alfonso Iniesta Corredor was a teacher and inspector whose tendency was always marked by Catholic teaching and by caring for those who needed it most. With pedagogical and legal training, he carried out an intense work of dissemination through books and articles. Among them, it is worth mentioning *Educación Española. Estudios históricos* (1941) [Spanish Education. Historical studies], in which he analysed, from a critical point of view, the loss of power of the Church over the educational system. In addition to his informative work, he was equally important and valuable in promoting the creation of the *Hermandad de Inspectores de Enseñanza Primaria* (1951), of which he became President. This corporation would support the publication of informative bulletins, magazines (*Supervisión Escolar*) and specific books, as well as playing an important role in the decade preceding the publication of Law 14/1970, of 4 August. An example is the work *Hacia una nueva Inspección de Enseñanza primaria* (1965) [Towards a new primary education inspectorate].

The first Franco regime was coming to an end as a result of the opening up of international diplomacy. In 1953 and 1955, the laws on the regulation of Secondary Education and Vocational Training were published respectively. In the **Law of 26 February 1953, on Secondary Education**, it is mentioned how the inspection work is shared between inspectors of the Church, in order to supervise

religious education; inspectors of the Movement, in order to supervise physical education, the formation of the national spirit and home education; and the Inspectorate of Education, whose mission is to promote the renovation and improvement of educational methods. On **23 January 1957**, a **Ministerial Order** was published regulating classroom visits, promoting the stimulation and guidance of teaching work. This drive for renewal was also reflected in the creation of the *Centro de Orientación y Documentación Didáctica de Enseñanza Primaria* (CEDODEP) and the *Centros de Colaboración Pedagógica*, in which the inspectorate played an active and relevant role.

**Decree 2915/1967 of 23 November 1967** approved new regulations for the State **Primary Education Professional Inspectorate**. The need for these new regulations is due to the major transformation that primary education has undergone since 1932. In particular, due to the creation of new teaching centres, as well as services and surrounding activities. In terms of organisation, a professional inspectorate is maintained, divided into central and provincial inspectorates. In terms of functions, a total of 25 are set out, including the verbs "ensuring" compliance with the regulations, "supervising" the technical and pedagogical direction and management of services, "checking" performance, "promoting" dynamics in schools, "participating" in commissions or tribunals, "reporting" on the situation of schools and "carrying out" other more administrative functions, linked to the school book, records or statistics. These regulations remained in force until 1989. The last chapters highlight the status of professional inspectors as civil servants.

Undoubtedly, the economic and international opening up of the country, guided by governments of a more technocratic nature, also permeated all educational policy at the time. The latter regulation can be seen as an example of the emerging and revolutionary process undergone by the education system, although the measures and reforms necessary for a comprehensive restructuring of society will be developed gradually.



**Law 14/1970 of 4 August 1970** on General Education and Financing of Education Reform created the Technical Education Inspection Service (hereinafter referred to as SITE), which integrates the different levels of education, while maintaining the specialities of the inspectors, and together with these bodies, a General Inspectorate of Services was created. The SITE thus becomes a special body of the State Administration, whose functions are centred on ensuring compliance with the regulations, providing pedagogical advice, evaluating the performance of centres and teachers, and investigating the needs of the educational context. **Decree 864/1973, of 22 March 1973**, regulates the aforementioned functions of the SITE.

The figure of **Adolfo Maíllo García (1901-1995)** should be highlighted from this period of the Franco regime's openness. He was a clear ideologue of the educational system of the time. He was prolific in his writing, leaving pedagogical works both for teachers and for direct use in the classroom, as well as numerous articles in the *Revista Nacional de Educación* (1941), of which he was a faithful contributor. He combined the post of Central Inspector with that of Secretary of the National Board against illiteracy in the 1950s and, in the following decade, he directed the *Centro de Documentación y Orientación Didáctica de Enseñanza Primaria* (CEDODEP), as well as the publication of the magazine *Vida Escolar* (1958-1984), in a period of open-mindedness and pedagogical renewal. He actively collaborated in the drafting of the White Paper, a reference text for the subsequent development of the Villar Palasí Law (1970). He was also a member of the Spanish delegation to the International Conference on Public Instruction in Geneva (1958-1962) and a consultant to UNESCO. Paraphrasing Mainer and Mateos (2011), Adolfo Maíllo could be defined as an "*organic pedagogue of the State*". With regard to the Education Inspectorate, his book *Historia crítica de la Inspección escolar en España* (1989) [A critical history of school inspection in Spain] is fundamental. This text, written some years after the chronological development we are now dealing with, is a posthumous plea for the Education

Inspectorate after the attempt to abolish it in 1984 (Law 30/1984, of 2 August). It presents a detailed historical study of the phases of the inspectorate during the 19th and 20th centuries, concluding with a fierce criticism of the work carried out by the Minister of Education and Science, José María Maravall.

## 6 - DEMOCRATIC ERA

**Organic Law 5/1980 of 19 June 1980**, which regulates the Statute of Schools (LOECE), is the first democratic regulation, after the publication of the 1978 Constitution, which deals with the issue of education. It states that the administration shall have powers of control, inspection, evaluation and advice on schools, in accordance with the provisions of article 27 of the Spanish Constitution. Likewise, in its Additional Provision, it warns of the need to differentiate between the High Inspectorate and the Education Inspectorate, leaving for the former the competences that the State reserves for itself in article 149.

Undoubtedly, these were the beginning of turbulent years of restructuring of the system and distribution of competences, which also affected the Education Inspectorate.

**Law 30/1984, of 2 August 1984**, on Measures for the Reform of the Civil Service, creates, in its 25th Additional Provision, the Corps of Inspectors at the Service of the Education Administration (CISAE), unifying in this the different existing inspectorates, but amortising vacancies as they arise. In other words, an extinct corps is created, given that inspection work is considered to be a temporary and transitory activity.

The **Order of 15 January 1986**, reforming the organisational structure of the Provincial Directorates of the Ministry of Education and Science, includes the Technical Education Inspection Service in its organisational chart, thus initiating

the dual dependence of the Corps: Provincial Director and Central Inspectorate of the Ministry of Education.

**Royal Decree 1524/1989, of 15 December 1989**, regulates the organisation and functioning of SITE, at ministerial level, given that the transfer of educational competences was already to be taken into account. Among the functions to be carried out, it is maintained that of "ensuring" compliance with the regulations, "assessing" educational performance, "advising and informing" for the improvement of teaching and educational reform, and "informing" on what is happening in educational centres. To this end, it insists on the need to visit schools and to have access to all the necessary documentation, giving the inspectorate the status of a public authority. This Royal Decree of 1989 was subsequently implemented by **Order of 27 September 1990**.

**Organic Law 1/1990 of 3 October 1990** on the General Organisation of the Education System (LOGSE) defines the Education Inspectorate as a factor for the improvement of the quality of the education system. In addition to the functions mentioned in the Royal Decree of the previous year, it incorporates "*advice and information to the different sectors of the educational community in the exercise of their rights and in the fulfilment of their obligations*".

Title IV of **Organic Law 9/1995, of 20 November 1995**, on the participation, evaluation and governance of educational institutions (LOPEG), recovers the professional nature of inspection work by creating the current Corps of Education Inspectors, although it is the Autonomous Communities who will be responsible for organising the inspection function within the framework of their competences. As novel aspects in terms of terminology, mention should be made of the fact that all elements linked to the education system are supervised in order to improve quality, as well as to ensure the guarantee of rights and the observance of duties.

**Royal Decree 2193/1995, of 28 December 1995**, regulates access to the Corps of Education Inspectors, with a basic character, being subsequently developed by **Order of 29 February 1996**, known as the "bull horn order", which served as a reference for those Autonomous Communities that had not yet achieved the transfer of educational competences and had not developed their own regulations on the Education Inspectorate.

In these years of political upheaval and professional repositioning of the Education Inspectorate, new works emerged that helped to give meaning, solidity and consistency to the technical and professional profile of the inspectorate's work. Among them, it would be necessary to highlight the figure of **Eduardo Soler Fierrez (1942-2021)**, as well as the works of **Zacarías Ramo Traver (1935)**, **Martí Teixidó i Planas (1950)** and **Tomás Secadura Navarro (1954)**.

Eduardo Soler Fierrez is an unquestionable point of reference for the Education Inspectorate, not only for his professional career but also for the scientific and academic impetus he brings to the work of supervision and inspection. There are many texts which, apart from his literary facet, focus on the pedagogical work and technical training of inspectors. Examples include *La visita de inspección, encuentro con la realidad educativa* (1992) [The inspection visit, an encounter with educational reality], *Fundamentos de supervisión educativa* (1993) [Fundamentals of educational supervision] and *La práctica de la inspección en el sistema escolar* (1995) [The practice of inspection in the school system]. Likewise, due to its direct link with the content of this article, it is necessary to highlight the coordination of the *Estudios históricos sobre la inspección educativa* (1995) [Historical Studies on Educational Inspection], whose purpose is to recover the professional trajectory exercised during the last two centuries, analysing the access to the inspection function and the teachings in which it is carried out.

Zacarías Ramo Traver, education inspector and writer, presents in his book *Para qué los inspectores?* (1999) [Why do we need inspectors?] a reflection on the

work of inspectors, which arises as a result of his long professional career. To this end, he presents a historical and comparative vision of the inspectorate and sets out the legal and organisational foundations of the body, concluding with the conviction that the main task of the inspectorate is to uphold the law, guaranteeing the rights and duties of pupils, and to collaborate in the improvement of education, acting as agents for evaluating the quality of teaching.

Martí Teixidó is an interesting example of the link between the world of inspection and the academic world, a scenario that has become increasingly residual, with the disadvantages that this may entail for the profession. In his book *Supervisión del sistema educativo* (1997) [Supervision of the education system], he defends the position of school supervision as a scientific-technological discipline close to the pedagogical sciences (pedagogy, school organisation and school and vocational guidance). He proposes a systematic-conceptual analysis of the profession, from the point of view of social necessity and administrative body, as well as a deontological and ethical-political reflection of the profession.

Tomás Secadura Navarro has been a point of reference in the Education Inspection Service of the Community of Madrid, not only for his long professional career as an education inspector, but also for his interest in the proper organisation of the service and the training of new inspectors. Together with José María García-Casarrubios and María Antonia Iglesias Santamaría, he published in 1989 the book *La función inspectora en educación* [The inspection function in education], which focuses on the organisation, planning and functioning of the SITE, as well as access to the corps.

Before concluding this section, we should also highlight the figure of **Alfredo Mayorga Manrique**. Educator and journalist, member of the Catholic Association of Propagandists and Patron of the San Pablo CEU University Foundation, he lived the 150th anniversary of the creation of the Corps of Education Inspectors as Deputy Director General of the Education Inspectorate of

the Ministry of Education and Culture. Two remarkable books have emerged from this experience. The first is entitled *La inspección educativa. Siglo y medio de la inspección educativa en España 1849-1999* (2000) [Educational inspection. One and a half centuries of educational inspection in Spain 1849-1999]. It analyses the most relevant events in the history of the inspectorate, paying special attention to the development of recent years, given the need to justify and reposition the profile of the inspectorate after the transfer of educational powers to the Autonomous Communities. The second corresponds to the *Actas del Congreso Nacional de Inspección Educativa* (2000) [Proceedings of the National Congress of Educational Inspection], where the conferences, papers and communications presented on that occasion are recorded. It is worth highlighting their rigour and scientific and academic interest, which were the seed of interesting subsequent publications, for example, those of Elías Ramírez Aísa and María Teresa López del Castillo, which will be mentioned in more detail later on.

## 7 - INSPECTION IN THE 21ST CENTURY

As we enter the 21st century, after the 150th anniversary of the creation of the Corps of Primary Education Inspectors, we should highlight the publication of **Organic Law 10/2002 of 23 December 2002** on the Quality of Education (LOCE), which, although it did not finally come into force, reflects two relevant aspects. On the one hand, the purpose of regulating the High Inspectorate, now that educational competences have been transferred to all the Autonomous Communities. On the other hand, the organisation of the Education Inspectorate into specialities, which was one of the most reiterated demands on the aforementioned anniversary. **Royal Decree 1538/2003 of 5 December 2003** regulates the basic specialisations of the Education Inspectorate.

Currently, the Education Inspectorate is regulated, in general terms, in Title VII of **Organic Law 2/2006, of 3 May, on Education** (LOE), and, more specifically, in the regulations developed by each education administration. The LOE has

been amended twice. Firstly, by Organic Law 8/2013, of 9 December, for the Improvement of the Quality of Education (LOMCE), and more recently, by Organic Law 3/2020, of 29 December, which amends Organic Law 2/2006, of 3 May, on Education (LOMLOE).

With regard to Title VII, dedicated to the Inspection of the education system, the LOMCE hardly incorporates any modifications to what was already stipulated in the LOE. LOMLOE did introduce some modifications, which will be highlighted in the following analysis.

In the preamble to the LOE, the Education Inspectorate is entrusted with *"supporting the development of educational projects and the self-evaluation of schools, as a key element in the improvement of the education system"*. All of this, promoting the sense of autonomy of the centres and taking the inspectorate from a generalist point of view, that is to say, losing the concept of specialisation promoted by the LOCE.

Article 148 states that *"educational inspection shall be carried out on all elements and aspects of the education system, in order to ensure compliance with the laws, the guarantee of the rights and observance of the duties of all those involved in the teaching and learning processes, the improvement of the education system and the quality and equity of education"*. The term Equity is a recent addition to LOMLOE, as a result of the evolution of current education policy.

Chapter I, articles 149 and 150 set out the scope and competences of the High Inspectorate.

Chapter II, articles 151 to 154, defines the current Education Inspectorate. Among the functions attributed to it (article 151), the traditional ones are reiterated: to oversee, control, supervise, evaluate, advise, guide and inform on all aspects related to the education system, such as the organisation of schools, the



implementation of programmes and projects, results, teaching practice and management, the rights and obligations of the members of the educational community, etc. LOMLOE emphasises evaluation from a pedagogical and organisational point of view, guidance and mediation to promote coexistence and ensure compliance with the principles and values set out in the Law.

With regard to the powers described in article 153, the concept of public authority and free access to schools and academic, pedagogical and administrative documentation, LOMLOE incorporates the possibility of participating in commissions, tribunals and meetings of collegiate bodies (always respecting the autonomy of the schools), as well as taking minutes and issuing summonses. However, these latest novelties were already reflected in some regional education inspectorate regulations, as could be the case of the Community of Madrid, in its Decree 61/2019, of 9 July.

Another noteworthy aspect of the LOMLOE is the incorporation of article 153 Bis, entitled "Principles of action of the Education Inspectorate", an issue that until now had been dealt with in a succinct and punctual manner at the regulatory level.

As stated in article 154, the Education Inspectorate will be regulated by the different education administrations. This implies the coexistence of different models in terms of the organisation and functioning of the inspectorate, a circumstance which has marked the historical development of the last 25 years. In general terms, there is considerable homogeneity in terms of the work to be carried out, although the approval of a new Royal Decree regulating the Education Inspectorate could help to establish basic issues, including the functions and powers already determined by the current Education Act.

With respect to the bibliographical section, it is worth noting the great proliferation of works in recent years, which is a symptom of academic and

professional concern for inspection work. As mentioned above, the studies proposed for the 150th anniversary would bear fruit in later years. We would highlight here the works of **M<sup>a</sup> Teresa López del Castillo** (1928-2023) and **Elías Ramírez Aísa**. Both held important positions both in the Ministry of Education and in the educational administration of the time, while maintaining close links with the university and research work.

M<sup>a</sup> Teresa López del Castillo is a reference as a researcher, a task which she undertook after her retirement. She left us three reference titles: *La inspección del bachillerato en España* (1845-1984) [The inspection of the upper secondary school in Spain], *Defensoras de la Educación de la mujer. Las primeras inspectoras escolares de Madrid* (1861-1926) [Defenders of women's education. The first female school inspectors in Madrid] and *Historia de la Inspección de primera enseñanza en España* (2013) [History of the Inspectorate of Primary Education in Spain]. This last text, of an encyclopaedic nature, has become an essential source for any researcher who intends to introduce themselves to the historical question. Its 38 chapters address, in a rigorous and conscientious manner, the evolution of the Education Inspectorate from its antecedents (before the 19th century) to the inspection work in the State of the autonomous regions.

Elías Ramírez Aísa is another leading researcher of the Inspectorate. Two of his books stand out from his work: *Educación y control en los orígenes de la España liberal* (2003) [Education and control in the origins of liberal Spain] and *La Inspección de Educación y el artículo 27.8 de la Constitución Española* (2022) [The Education Inspectorate and article 27.8 of the Spanish Constitution]. The first, the result of his doctoral thesis, shows the costly process of implementing the liberal education system in 19th century Spain, as well as the consolidation of the Education Inspectorate. The second, in a juridical-administrative way, exposes the danger of the Education Inspectorate remaining under the protection of the legislative power and within the framework of public administration. From his experience as Deputy Director General of Inspection in the Ministry of Education

and Training, he also contributes the coordination of the book *La Inspección de Educación desde el Estado* (2022) [The Education Inspectorate from the State], which deals with the work of the Inspectorate with respect to the High Inspectorate, the centres and programmes abroad and the educational Administration of which it is competent (autonomous cities of Ceuta and Melilla).

## 8 - RECENT PUBLICATIONS AND CURRENT LINES OF RESEARCH

Publications on educational inspection have increased in the last decade, probably as a result of the consolidation of the work carried out by the corps of Education Inspectors and the organic structure of the current education system, as well as the impetus provided by the journals and research groups linked to the different groups within the profession (USIE, ADIDE, ANIE and INSNOVAE) and the interest aroused by the profession in the university world.

**Santiago Esteban Frades** published in 2014 *La inspección de educación. Historia, pensamiento y vida* [The Education Inspectorate. History, thought and life]. As the title anticipates, the text is structured in three main blocks: firstly, it analyses the vital trajectory of the Education Inspectorate since the General Education Act of 1970; secondly, it reflects on the professional conception of this group within the education system (role as supervisory agents, improvement of teaching work and guarantor of rights, as well as a debate on the dilemma between specialisation and generalisation); and thirdly, it shows some personal testimonies of reflections arising from the life experience as education inspectors.

This same year, **Alexandre Camacho Prats** published his doctoral thesis *Funciones y quehaceres de los inspectores de Educación en Baleares. Un estudio de casos* [Functions and tasks of education inspectors in the Balearic Islands. A case study]. A research work that investigates the professional practices of education inspectors as agents of improvement in schools, although he concludes that the

bureaucratic tasks that inspectors currently face reduce their influence on the life of schools, thus distorting their meaning.

In 2016, **Francisco Javier Galicia Mangas** published *La Inspección de Educación: régimen jurídico* [The Education Inspectorate: legal status], a book resulting from the defence of his doctoral thesis. Three main areas of study are presented: the origin and historical evolution of the Education Inspectorate in Spain, the Education Inspectorate in the framework of comparative law (France, Italy, Germany and the United Kingdom) and an analysis of the current regulation of the Education Inspectorate in Spain (legal regime, competences, structure, organisation and operation, functions and powers, and responsibilities). The result is a global and enriching vision of the past and present of the profession.

This same year, **Eva Gómez San Miguel** defended her doctoral thesis entitled *Inspectoras de primera enseñanza en el segundo tercio del siglo XX* [Female primary school inspectors in the second third of the twentieth century]. The work shows the life trajectories of six female education inspectors: Leonor Serrano de Pablo, Francisca Paula Bohigas Gavilanes, Josefina Álvarez Díaz, Francisca Montilla Tirado, Julia Morrós Sardá and Aurora Medina de la Fuente, framing them in the socio-political and regulatory context of the first half of the 20th century.

In 2017, **Esteban Vázquez Cano** coordinated the publication of the book *La inspección y supervisión de los centros educativos* [Inspection and supervision of schools], which is used as a reference manual in the Master's Degree in Educational Inspection and Supervision offered by the UNED. It consists of a total of 20 chapters, dealing with historical, organisational and functional issues. Annex 3, which includes an extensive list of bibliographical references, is very enriching. The same author, together with **Jesús Manuel Lucendo Patiño**, published in 2020 *Modelos de inspección y supervisión educativa* [Models of educational inspection and supervision]. The book consists of five chapters. The first chapter attempts to

define the concept of supervision and its meaning throughout history. The second chapter reflects on the role of educational inspection today. The third section presents some thirty models of inspection and supervision. The fourth shows the most common trends and models in Europe, and the last one synthesises all the previous ideas to propose a model adjusted to the current social demand. Without a doubt, an attempt to redefine Educational Inspection from a paradigmatic and theoretical point of view. The book *Nuevos paradigmas de supervisión pedagógica. Un modelo de Inspección educativa para el siglo XXI (2020)* [New paradigms of pedagogical supervision. A model of educational inspection for the 21st century.], by Jesús Manuel Lucendo Patiño, which arises from the work carried out for his doctoral thesis *Análisis de factores para la definición de un paradigma de supervisión pedagógica en educación de personas adultas (2019)* [Analysis of factors for the definition of a paradigm of pedagogical supervision in adult education].

In 2017, Dr. **Blas Campos Barrionuevo** published the book *Inspección educativa y calidad institucional* [Educational inspection and institutional quality]. In it, he sets out a model of quality to be followed by educational institutions, mentioning the Education Inspectorate as an essential element in its role of correction, prevention and construction of possible alternatives. It attributes to it, therefore, the functions of supervision and advice.

**Manuel Torres Vizcaya**, Education Inspector, Professor and Doctor of Philosophy at the University of Salamanca, has recently published two books on Education Inspection: *La inspección educativa. Una mirada desde la experiencia (2019)* [Educational inspection. A look from experience] and *Deontología de la inspección educativa. Vademecum de normas de proximidad (2021)* [Ethics of educational inspection. Vademecum of standards of proximity]. The first one questions the current work of the Education Inspectorate, inviting a profound reflection on its existence. The actions linked to mediation, advice, assessment and supervision leave the group in an intermediate position between the

administration and the educational centres, thus minimising its possibilities of exercising functions that are easily recognisable by the educational community. The second one is a practical essay in comparison with the theoretical nature of the previous book. It proposes a reflection on the daily work and the way in which the assigned functions are faced, not aiming to establish a catalogue of generic values, but the idea of carrying out this work with the necessary wisdom and moderation.

**Antonio Montero Alcaide** is another example of an education inspector linked to the university world (lecturer in the Faculty of Education Sciences at the University of Seville). Although his studies are mainly oriented towards educational leadership and educational reforms, he has recently published two books on Educational Inspection: *Veedores de ciencia y conciencia. Orígenes y constitución de la Inspección de Educación* (2021) [Overseers of science and conscience. Origins and constitution of the Inspectorate of Education] and *La Inspección de Educación en España* [The Education Inspectorate in Spain], which has two volumes: I) *Hasta aquí hemos llegado. La Inspección de Educación en una línea de tiempo que atraviesa los siglos*, and II) *Negro sobre blanco. Disposiciones relevantes en la evolución histórica de la Inspección Educativa*. The first book analyses the historical and documentary sources corresponding to the remote antecedents that led to the creation of the Corps of Education Inspectors, as well as the first years of existence of the Corps. The second book sets out, in its first volume, the regulations published with respect to the Inspectorate of Education, adding historical references that help to contextualise and give meaning to these publications. The book is structured in nine historical periods, ranging from the 14th century to the current democratic state. The second volume is a compendium of 39 documentary appendices cited in the first volume.

**José Luis Castán Esteban**, inspector and lecturer at the Faculty of Social and Human Sciences of Teruel (University of Zaragoza), is coordinating the edition and publication of the book *Historias de vida de la Inspección. Referentes*

*en la historia de la educación española* [Life stories of the Inspectorate. References in the history of Spanish education], in 2021. This book shows the biography of eight education inspectors: Miguel Virrarroya Pérez, Francisco Carrillo Guerrero, Herminio Almendros Ibáñez, Agustín Serrano de Haro, Aurora Medina de la Fuente, M<sup>a</sup> Teresa López del Castillo, Isabel Álvarez Álvarez and Eduardo Soler Fierrez, understanding that in order to know in depth the history of the Education Inspectorate it is also necessary to know the personal trajectory of those who exercised such profession.

In 2022, Inspector **Jesús María Nieto Gil** published the book *Supervisión e inspección educativas: Evolución, funciones y estrategias* [Education Supervision and Inspection: Developments, Roles and Strategies]. The text proposes a reflection on the need to reconceptualise the work of supervision from international approaches, in order for this task to have more influence on the daily life of schools.

**José M. Pérez Jiménez** and **Pedro E. García Ballesteros** published the book *La Inspección de Educación. Teoría crítica y práctica comprometida* [The Education Inspectorate. Critical theory and committed practice]. The text is based on the study and reflection on their own experience as inspectors. Firstly, it formulates an organic and functional rethinking of Education Inspection with a view to the new century. Secondly, it analyses two basic functions of the Education Inspectorate: visits to educational centres and the transmission of information through the preparation of reports. Finally, a practical experience carried out between 2014 and 2019 is presented, which is an unusual practice, but extremely enriching as it helps to understand the day-to-day reality of an inspector.

**Fernando Tébar Cuesta**, Professor of Mathematics and Education Inspector, has recently published two books: *La visita de inspección* (2022) [The inspection visit] and *Centros Concertados (CC). La Inspección de Educación en los CC* (2023) [Subsidised Centres (CC). The Education Inspectorate in the CCs]. The first is



divided into three sections: a summary of the history of the Education Inspectorate, an analysis of the visit as the main tool for inspection work (it deals with the evolution of the visit in the regulations, contextualises it in the inspector's daily work and establishes guidelines to be followed), and concludes with an analysis of the typology of schools. The second focuses on the evolution of grant-aided schools in the Spanish education system and the actions of the Inspectorate of Education in relation to them.

**José María Lozano Salinas** defended his doctoral thesis *Competencias profesionales para el ejercicio de la inspección de educación en la Comunidad de Madrid* [Professional competences for the exercise of education inspection in the Community of Madrid] in 2023. In it, he aims to define the appropriate professional profile for inspection work from a historical, international and disciplinary perspective. It is a multi-focused work which, starting from the perception of educational inspection by the different sectors of the educational community, also takes into account the conclusions obtained from the historical study of inspection, the comparative study between different international educational inspections, as well as the study between different State inspections (Labour, Health and Finance). To this, it adds a valuable reflection on the code of ethics that should prevail in all inspection work.

To conclude this section, it is also worth mentioning the publication of articles in specific journals on educational inspection, such as *Supervisión 21* (since 2006) or *Avances en Supervisión Educativa* (since 2005), which, although they are not the specific purpose of this work, are also of outstanding value and relevance in the field of research and innovation.

With a view to the future, the existence and work carried out by research groups, such as the Study Group on Education Inspection in Spain (GEINSP), created within USIE, which focuses its activity on four main areas: professional development, history of inspection, school supervision and comparative studies,

makes it possible to estimate the publication of new bibliographical references in the coming years. Whether through the publication of books, articles or any other type of work, it is appropriate to continue strengthening the existing link between the Education Inspectorate and the academic world, as this is the only way to continue implementing the technical, professional and scientific value of the inspectorate's work.

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