

**RECOMMENDATION No. 54**  
**TO THE MINISTRIES OF EDUCATION**  
**on**  
**EDUCATIONAL PLANNING**  
(1962)

The International Conference on Public Education,

Convened in Geneva by the United Nations Educational, Scientific and Cultural Organization and the International Bureau of Education, having assembled on the second of July, nineteen hundred and sixty-two for its twenty-fifth session, adopts on the twelfth of July nineteen hundred and sixty-two, the following recommendation:

The Conference!

Considering that education is not only a means of raising the dignity of the human personality but also an essential factor in the cultural, scientific, technical, economic and social development of nations,

Considering that educational expansion depends ultimately on the economic, financial and human resources at the disposal of the country concerned, and that efficient educational planning permits the best possible use of these resources,

Considering that the growing needs and the increasingly rapid changes which are characteristic of our age call for the adaptation of education in all its aspects to the requirements and opportunities of tomorrow,

Considering that education authorities should undertake systematic action with a view to establishing the needs and objectives of educational development for a fixed period and to determining the main stages on the road to attainment of these goals, together with the concrete means and measures necessary for the solution of the problems raised,

Considering that planning techniques which have proved their worth in other areas may, if they are suitably adapted, help to solve educational problems of ever-growing complexity,

Considering that acceptance of the principle of interdependence between educational expansion and economic and social expansion should not obscure the fact that education must maintain its own specific character, which is to nurture the human personality and to achieve the harmonious development of all moral, intellectual and physical capacities,

Considering the importance attributed to educational planning in the activities of Unesco, and the recommendations on this subject drawn up by the regional and international conferences held with the collaboration of this organization,

Considering that many of the recommendations approved over the last few years by the International Conference on Public Education, particularly Recommendations Nos. 40 44 and 49 on the financing of education, the expansion of school building and the recruitment and training of technical and scientific staff, envisage the organized introduction of measures to ensure the development of education in accordance with current needs,

Considering that all countries should be in a position to see the relation which exists between the realities of education and the economic, social and demographic situation, in order that they may better discover educational needs, fix the objectives to be reached and select the most appropriate means of attaining them,

Considering that cooperation in the field of education is an important factor in mutual enrichment and understanding among nations,

Considering the difficulty of making suggestions which are of value for all countries, since on the one hand planning is in the process of continual improvement and on the other the position of education authorities on this problem offers appreciable variations,

Considering that, in spite of similar aspirations, countries in very different positions will reach varied solutions of the problem of educational planning,

Submits to the Ministries of Education of the different countries the following recommendation:

### **Scope of Educational Planning**

1) Efforts to introduce, improve or expand educational planning must take into account not only the stage reached by each country in the efficient and successful organization of its education but also the characteristics of the educational system concerned.

2) In countries where planning is undertaken in respect of all State activities, it is important that educational planning should be conceived within the context of the plan or programme of economic and social development and that the place allotted to it in this plan or programme should be in proportion to the part it is called upon to play in the country's over-all development.

3) In countries where there is no general planning of State activities but where there is planning for education, it is important to ensure close coordination between educational planning and the other sectors of activity.

4) In countries where there is no educational planning, programmes for the development and improvement of education should be based on general planning principles as regards, for example, estimated school enrolments, future requirements in respect of teachers and their training, school buildings, and allocations for educational purposes.

5) The growing interdependence between educational problems renders over-all educational planning, commonly known as general or integral planning, increasingly desirable.

6) When educational planning is not of a general or integral kind, close coordination should be established between the various separate educational plans which have been or will be drawn up.

7) Although no pronouncement can be made on the desirable duration of plans for educational development, it should be stressed that such plans should cover a fairly long period, though they could perhaps be subdivided into shorter periods which would enable any necessary rectifications to be made in the estimates of the long-term plan.

### **Agencies Responsible for Educational Planning**

8) It is important for each Ministry of Education to have at its disposal a body, whatever it may be called, responsible for educational planning in close liaison with other ministerial departments, in particular those which are also concerned with education and training.

9) It should be the task of the educational planning agency, quite apart from any specific initiatives of its own, to coordinate and to make use of the work of other organs — advisory bodies, reform commissions, documentation, study and research centres, statistics of offices, school building services, budget departments, etc. — which have already shown their usefulness.

10) The educational planning agency should be set up at national or federal level according to the centralized or decentralized governmental structure of the country concerned; this does not, however, exclude the possibility of establishing planning services or committees at the regional or local level.

11) It is important to secure close cooperation between specialists in educational planning and planning experts in other fields, especially in those most directly related to education.

### **Preparation of Educational Plans**

12) Whatever type of planning exists (educational planning as part of a more general plan for State activities or otherwise, integral or partial educational planning, planning which begins at the local level to arrive at the national level or vice versa), the preparation of an educational plan should include among other things:

- a)* an analysis of the educational and over-all situation of the country;
- b)* a determination of the educational needs to be met;
- c)* a survey of the human and material resources available;
- d)* the fixing of the objectives to be attained within a given length of time and of the order of priority to be observed;
- e)* a statement of the steps to be taken or the changes to be made in order to reach the set goals.

13) The preparation of an educational plan should not merely take into consideration factors of a pedagogical nature, although these remain of the very first importance; it is also desirable to have regard to the influence exercised on educational development by:

- a)* the country's social structure and the factors which tend to speed up its evolution;

*b)* population trends, immigration, emigration, and movements of population within the country due to economic regroupment or other causes;

*c)* factors of an economic nature, such as production requirements in terms of human resources, particularly qualified staff and technical and scientific personnel;

*d)* variations in school enrolments at the different educational levels and the ratio between attendance figures for the different stages and types of education;

*e)* the structure and operation of the administrative system in general and of educational administration in particular;

*f)* the financial resources available for education each year and the possible introduction for this purpose of special financial programmes spread out over several years;

*g)* cultural development, both as regards scientific and technical discoveries and the disinterested activities of the mind.

14) In view of the very important part played in the preparation of an educational plan by the quantitative evaluation of the current situation and of foreseeable needs, it is essential that access to sound, comparable statistical data be ensured.

15) The use of studies in comparative education should be regarded as an indispensable element in the preparation of an educational plan; such studies help in determining a country's position in relation to that of other countries, serve to establish educational standards of international range, and facilitate the drawing up of estimates by revealing the direction of educational trends.

16) When an educational plan is prepared, very special care should be given to establishing an order of priority based on the importance and urgency of educational needs and on the possibility of meeting them, and not on the more or less spectacular nature of the measures recommended.

17) In the preparation of an educational plan a certain degree of flexibility is required in order to allow for adaptation to possible changes in the situation.

18) In countries where private education plays a relatively large part, the preparation of an educational plan should take into account the needs and potentialities of this branch of education.

19) In preparing educational plans, recourse should be had to

educational documentation, information, research and study centres; in addition, special study and advisory committees may profitably be established.

20) An educational plan should not be drawn up without consultation of those most directly concerned with the financing and development of education, for instance, representatives of the teaching profession and of pedagogical societies, associations of school boards, local and regional authorities, parents' groups and university students' associations.

21) As the interest shown by the public and commentaries published in the press or put forward at information sessions can greatly contribute to the effectiveness of educational plans, it is important that public opinion should be kept informed of projects by all appropriate communication media.

22) Very special attention should be paid to the preparation of those parts of the plan which concern the financing of education, school buildings and equipment, teacher education, and the training of skilled workers and of technical and scientific staff.

23) The procedure recommended for the preparation of plans should be used for drawing up specific educational reforms in places where no educational planning exists.

### **Adoption and Implementation of Educational Plans**

24) Before an educational plan is finally adopted, it is desirable to submit some of the projects to preliminary experiment or appropriate trial so that if necessary some part of the plan may be readjusted or possibly eliminated.

25) Important as it is to surround the procedure for the adoption implementation and supervision of educational plans with all indispensable safeguards the complexity of such procedure should not be allowed to slow down or hinder the practical application of the proposed plan.

26) It is important that the persons and organizations involved in the implementation of an educational plan should be informed as thoroughly as possible of its scope and characteristics and of the practical measures which are indispensable to its success.

27) The division of responsibility for the practical application of an educational plan may vary with the administrative structure

peculiar to each country; regional and local authorities can play their part in implementing the plan by accurately appraising their own potentialities and by using regional and local resources to the best advantage.

28) The implementation of an educational plan should present a certain degree of flexibility, for its effectiveness depends partly on its adaptation to the characteristics of the various areas of the country concerned and to possible changes in the situation.

29) Very special attention should be paid to means of financing educational plans; not only must the cost of each project be calculated with care, but it must be ensured that the allocations provided for will be available for use when they are required.

30) Supervision of an educational plan's implementation and possible adaptation is also one of the determining factors in its success; in this respect, the collaboration of the school inspection services at all levels and of local education authorities must be considered as indispensable.

31) It is important to use every possible means of advancing qualitative and quantitative evaluation techniques which will permit the systematic verification of the results obtained; this verification should also facilitate the preparation of subsequent plans.

### **Training of Staff to Carry out Planning**

32) It is desirable that in each country particular care should be taken over the training of specialists in educational planning, in addition, it is important to acquaint those responsible for education and those in charge of school administration and organization with the principles on which educational planning is based, the advantages it offers, and the problems raised by the preparation, adoption, implementation and evaluation of the various plans.

33) In institutions which provide training for specialists in general planning, the course should provide adequately for the training of educational planners.

34) In countries where there are no institutions for training specialists in planning, it is important for university of higher level courses to be organized which would include, among other things, the specific problems of educational planning; these courses might be organized under international agreements.

35) The elements of educational planning should be introduced into the studies required of school inspectors and administrators and of the teaching staff as a whole.

36) It is indispensable for educational planning bodies to be staffed by a group of specialists in education, in planning techniques, in sociology, in statistics and in economics, who should have sufficient knowledge of each of these various fields to make them a good team.

### **International Collaboration**

37) While proclaiming the principle of the cultural autonomy and independence of each country, and the necessity for the educational plans of each nation to grow out of the experience and problems of that nation, it is important to stress the importance of international cooperation in educational planning which recognizes the existence of competing conceptions of planning and the value of being able to draw upon a variety of sources for trained personnel and expert opinion.

38) International cooperation should be concerned basically with:

*a)* awarding scholarships for training specialists in educational planning abroad;

*b)* sending specialists in educational planning to countries requesting it;

*c)* circulating information on all aspects of educational planning;

*d)* organizing study travel and visits which would enable those responsible for school administration and organization in general, and for educational planning in particular, to acquaint themselves with educational policies, practices and problems in other countries.

39) International organizations should continue to cooperate in the scientific study and advancement of educational planning techniques, through regional and international training centres, study groups or meetings between experts, publications, financial grants, and help in various forms for existing national training centres; consultation and collaboration with international teachers' organizations might profitably be sought.

40) Whenever a specific need arises, it is important to convene regional conferences on educational requirements and ways of meeting them, for such meetings have a valuable contribution to make to the advancement of educational planning techniques and serve



## R 54

to throw into relief the relation between educational development and the cultural, economic and social development of nations.

41) International agencies and both public and private national agencies have an important contribution to make to the more general introduction of educational planning; in order to ensure that their financial help is employed to the best effect, they should make assistance dependent on the efficient use of planning techniques.

### **Implementation of the Present Recommendation**

42) It is important that the text of this recommendation should be widely diffused by Ministries of Education, the school authorities educational documentation centres, national and international teachers' or parents' associations, etc.; the educational press, whether official or private, should play a large part in the diffusion of the recommendation among the services concerned, the administrative and teaching staff and the general public.

43) Unesco regional centres, with the collaboration of the ministries concerned, are invited to facilitate the study of this recommendation at the regional level with a view to its adaptation to the special characteristics of the regions in question.

44) In countries where it seems necessary, Ministries of Education are invited to request the appropriate bodies to undertake certain activities, such as:

*a)* to examine the present recommendation and to compare it with de Jure and de facto situation in their respective countries;

*b)* to consider the advantages and disadvantages of implementing each of the clauses not yet in effect;

*c)* to adapt each clause, should its implementation be considered desirable, to the requirements of the individual country; and

*d)* to suggest the regulations and practical measures which should be taken to ensure the implementation of each clause examined.