

# **Final Report**

## **International Conference on Education 37th Session**

**Geneva**

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**Unesco**

International bureau  
of Education

### PART III

#### RECOMMENDATION NO. 72 TO THE MINISTRIES OF EDUCATION CONCERNING THE IMPROVEMENT OF THE ORGANIZATION AND MANAGEMENT OF EDUCATION SYSTEMS AS A MEANS OF RAISING EFFICIENCY IN ORDER TO EXTEND THE RIGHT TO EDUCATION

##### PREAMBLE

The International Conference on Education convened by the United Nations Educational, Scientific and Cultural Organization in Geneva for its 37th session from 5 to 14 July 1979,

Considering Article 26 of the Universal Declaration of Human Rights (1948),

Considering the Declaration of the Rights of the Child (1959),

Considering Article 5 of the Declaration on Race and Racial Prejudice adopted by the General Conference of Unesco at its twentieth session (1978),

Considering the provisions of the Declaration on the Promotion among Youth of the Ideals of Peace, Mutual Respect and Understanding between Peoples, adopted by the General Assembly of the United Nations in its resolution 2037 (XX) (1965),

Considering the Convention and Recommendation against Discrimination in Education adopted by the General Conference of Unesco at its eleventh session (1960),

Considering the Unesco/ILO Recommendation concerning the Status of Teachers (1966),

Considering the Recommendation on Education for International Understanding, Co-operation and Peace and on Education concerning Human Rights and Fundamental Freedoms adopted by the General Conference of Unesco at its eighteenth session (1974),

Considering the recommendations of the International Conference on Educational Planning (1968),

Considering the recommendations of the Third Regional Conference of Ministers of Education and Ministers Responsible for Economic Planning in the Arab States (Marrakesh, January 1970); those of the Third Regional Conference of Ministers of Education and those Responsible for Economic Planning in Asia (Singapore, May-June 1971); those of the Conference of Ministers of Education and those Responsible for the Promotion of Science and Technology in Relation to Development in Latin America and the Caribbean (Venezuela, December 1971); those of the Second Conference of Ministers of Education of European Member States (Bucharest, November-December 1973); those of the Final Act of the Conference on Security and Co-operation in Europe (Helsinki, 1975); those of the Meeting of Senior Officials of the Ministries of Education of the 25 Least Developed Countries (Paris, 8-16 September 1975); those of the Fourth Conference of Ministers of Education of African Member States (Lagos, January-February 1976); those of the Conference of Ministers of Education and those Responsible for Economic Planning in the Arab States (Abu Dhabi, November, 1977); and those of the Fourth Regional Conference of Ministers of Education and those Responsible for Economic Planning in Asia and Oceania (Colombo, July-August 1978),

Noting in-particular, that Recommendation No. 23 of the Colombo Conference and Recommendation No. 38 of the Abu Dhabi Conference emphasize the importance of research, exchanges and co-operation, at all levels, in the field of educational planning, management and administration.,

Considering the relevant recommendations adopted by the International Conference on Education at its various sessions and, more especially Recommendation No. 66 concerning "the improved effectiveness of education systems particularly-through reduction of wastage at all levels of instruction", and Recommendation No. 67 concerning "the social background of students and their chance of success at school",

Considering all the relevant recommendations adopted by the Unesco General Conference at its various sessions, above all the recommendations on the relation between the full implementation of the right to education and the democratization of education, social progress and the solution of fundamental problems of mankind especially the strengthening of peace, transition to disarmament, and the promotion of human rights,

Considering that, in this International Year of the Child and in the years to come all due attention should be given to the inadequate provision of education at many levels which still exists in various parts of the world,

Considering the resolutions of the Unesco General Conference and the decisions of its Executive Board concerning educational and cultural rights in the occupied Arab territories,

Considering that the right to education is a fundamental human right and that no measure likely to contribute to its wider application should be neglected,

Considering that the problems of educational management and administration are matters of grave concern for the majority of Member States at the present time,

Considering that the improvement and streamlining of educational planning, management and administration methods are likely to contribute to a very great extent to the democratization of education,

Considering that the extensive progress already achieved in the fields of educational planning, management and administration may be further consolidated and promoted through regional and international co-operation,

Considering that not only things but also, basically, human beings should be developed, reappraisal and renewal of education systems should necessarily include cultural and educational elements specific to human development, in addition to the effects of rapid technological change and the circumstances of a new world economic order,

Recognizing that greater efficiency is called for in these fields in regard to the mobilization of resources and their administration, in order to achieve the democratization of education on the largest possible scale,

Recognizing the constitutional provisions of each Member State, and its particular educational needs,

Submits for consideration by the ministers responsible for education and the appropriate authorities and agencies in the various Member States, the following Recommendation

#### A. UNDERLYING PRINCIPLES

1. The improvement of the organization and management of education systems as a means to increase efficiency in order to extend the right to education should be guided by the following principles:
  - (a) A statement of the aims of policies for the development and strengthening of the right to education and the means required for their application should enable all the administrative authorities to understand the aims pursued and to see what part they play in the application of those policies.
  - (b) Systems of education must be responsive to the imperatives of such policy direction and, to this end, should be reviewed regularly to ensure that policies relevant to extension of the right to education are optimally implemented and that priorities arising from such policies are being met.
  - (c) Broad participation of all sectors of the population in appropriate aspects of the educational process is essential to the generalized and effective exercise of the right to education, and educational organization and management should reflect the need to maximize such participation.
  - (d) The optimum combination of centralization and decentralization in organization and management, taking account of the national systems applied, should be considered as an important means of enlarging participation, provided that such measures maintain or increase the efficiency of education systems.
  - (e) Resource mobilization and utilization should be a primary concern at each level of educational management in order to make the most effective use of the financial, material and human resources available, to extend the right to education.

- (f) The selection and training of administrative personnel at all levels is a key element in the improvement of educational management as the extension of the right; to education places new demands on such personnel for specialized knowledge as well as for creative approaches to educational problems.
- (g) International co-operation is essential to reinforce the exchange of information among Member -: States concerning the improvement of organization and management, and to sustain efforts to :: provide the necessary training.

#### B. PRACTICAL MEASURES AT NATIONAL LEVEL

##### I. National goals and policies

2. Goals and aims embodied in statements of national educational policy should refer explicitly to the objective of extending the right of education to everyone, irrespective of race, nationality, language, sex, religion or any other classification.
3. Legislative provision for free and/or compulsory schooling for certain levels of formal and non-formal types of education, as appropriate, should be expressly mentioned.
4. Due recognition should be given to the special educational needs of the disadvantaged groups in the community wherever they exist. Examples of such groups are ethnic and migrant minorities, adult illiterates, rural children, and others. The same importance should be given to the education of the physically and mentally handicapped. Appropriate legislative action should be taken to guarantee to women and girls the right to equal educational opportunity.
5. Educational policies should, within the overall goal of nation-building, emphasize the aspects of culture, science and technology.
6. The particular needs of the pre-school age child should also be expressly recognized.
7. The importance of lifelong education and, consequently, that of non-formal education as a complement to formal education should be given due recognition.
8. The importance of education as a constituent factor in the socio-economic development of the nation, as an overall objective, should be emphasized. At the same time, the relevance of social conditions to the extensive implementation of the right to education should not be overlooked.
9. To facilitate the achievement of national policy which tends to be long-term, it is advisable to identify current priorities for more effective implementation of short- and mid-term goals.
10. A periodical review of priorities is also necessary to redeploy resources to more optimum use, based on an assessment of current needs.
11. To ensure an effective strategy which takes note of the needs, potential and perspective of educational development, due emphasis should be placed on research and innovative activities contributing to this effort. :
12. Provision should therefore be made, as appropriate to the organization of national systems, for the institutional means to pursue effectively the planning and research activities necessary for systematic educational development within the context of overall national development plans.
13. Access to up-to-date information on contemporary developments in education, in the appropriate cognate fields, not only at the national but also at the international level, is essential for the proper formulation of educational policy.

##### II. Improvement of educational management

14. While it is evident that a basic aim of better management is to achieve optimum results with a given resource input, this must be qualified by the fact that educational activities cannot be judged wholly in cost-benefit terms, but must also take into account the intangible and unquantifiable aspects of education.
15. It must also be recognized that educational administration and management procedures will necessarily vary between countries depending on the historical, social and cultural background, and on the existing socio-economic structures.

16. Certain broad criteria should be identified for more efficient educational management, including the following:

17. Educational planning

- (a) In establishing targets and strategies for educational plans, it is necessary to take into account current and prospective demographic changes and their likely effect on educational growth and the national budget, as well as the results of sociological and economic research relating to the conditions of the development of education.
- (b) An information system should be created which will permit more efficient educational planning through familiarity with past decision-making experiences.
- (c) A review of the education sector, in relation to other sectors in the economy, for the purpose of ascertaining manpower requirements is also needed for an overall planning perspective.
- (d) Co-ordination amongst all institutions engaged in providing educational services is essential to avoid duplication of effort and wastage of material resources, and to achieve the best possible learning environment for students, in or out of school, in the education system.
- (e) There is a need for more effective liaison and communication between government and non-governmental agencies concerned as regards the fields of both formal and non-formal education.
- (f) It must also be recognized that better management of educational resources as a whole may lead to drastic shifts of emphasis on education and training, and educational administrators must be prepared for these changes.
- (g) The investment priorities for educational financing should be established within the framework of an overall development programme.

18. Centralization/Decentralization

- (a) Educational administrators Should make the best possible use of the optimum combination of the effects of centralization and decentralization, while respecting national systems, in order to broaden the financial bases of education and foster wider citizen participation in local educational management.
- (b) Advisory councils, parent-teacher associations, community assemblies, and similar consultative organs should be considered as a means to encourage closer community involvement.
- (c) The mobility of students and personnel should be one of the consequences of the optimum combination of the effects of decentralization in an overall view of the situation,
- (d) In any decentralization scheme, adequate provision must also be made to protect the interests of economically deprived communities who may not have sufficient resources to meet their commitments.
- (e) It is also necessary to recognize that centralization of certain functions in educational administration, e. g. compatibility of qualifications and service privileges, is necessary in the interests of overall efficiency within the system.

19. Staff

- (a) Adequate measures., including allocation of the necessary funds, to provide security of tenure, through opportunities for training and appropriate service incentives, are necessary to promote staff morale and improve the quality of education.
- (b) This is specially important in relation to the introduction of educational innovations and other reforms, when the full co-operation of all staff concerned is vital for success.
- (c) Effective communication at all levels of staff responsibility is indispensable to a proper understanding and appreciation of common objectives, so as to ensure their attainment.
- (d) The role of the teachers and heads of educational institutions, as well as of the others directly concerned in the educational process - in-school and out-of-school - is of cardinal importance in this respect.

- (e) It is desirable that institutional heads and other supervisors, such as school inspectors, who must provide effective leadership in this regard, should not be overloaded with routine administrative duties.
- (f) While the concept of division of labour and task specialization is important, as well as the need for reasonable stability and continuity in post, it is necessary to reconcile this with the need for staff or units to co-operate with each other and with the need for staff reassignments in given circumstances.
- (g) In addition, there are other related questions, such as job satisfaction and recycling of hardship posts, which call for a sound empirical approach based on accepted service principles.
- (h) It is also recommended that current practice in other countries or regions with similar problems should be taken into consideration.

## 20. Evaluation

- (a) A clear definition of objectives being essential for proper evaluation, analysis of expected outcomes for each planned activity or group of activities in programme implementation is necessary both for routine checking and final assessment. In the interest of successful implementation of an overall national plan or the attainment of educational goals, the establishment of common parameters of evaluation is advantageous.
- (b) It is desirable that such evaluation should be extended to the educational administrators themselves.
- (c) It should be recognized that a system of control of the execution of programmes is indispensable, to enable necessary adjustments and modifications to be made, and thus to improve overall progress and results.
- (d) Such control being dependent on data provided by continuous evaluation and feedback, national and regional networks engaged in the collection and dissemination of educational statistics and other information should be capable of performing their functions satisfactorily.
- (e) Standardization of administrative practice within any given system or subsystem should be encouraged to promote compatibility of information exchange.
- (f) Modern technology should be utilized, to the extent possible, to secure a satisfactory educational administration.

## III. Role and training of educational administrators

- 21. It is recognized that the growing complexity of administration per se as well as the needs of contemporary society, impose new demands on the capacity and therefore the training requirements of educational administrators.
- 22. Since it is desirable that the training of educational administrators should conform with the principle of lifelong education - i. e it should be dynamic and continuous - such training should, to the extent possible, aim at providing an understanding of broad social, economic, national and international issues, besides covering the administrative and technical aspects of education.
- 23. In terms of the individual, a job requirement analysis is desirable to enable the competent authorities to develop a professional profile for each type of educational administrator, so as to better define his or her role in the educational process and to evaluate performance against assigned responsibilities.
- 24. Such an analysis is necessary also for a better conceived administrative structure, based on division of labour and task specialization, with clearly-defined areas of responsibility without losing sight of the whole.
- 25. In recognition of the fact that education is an integral part of community and national development, due allowance must be made in the training content for the supportive roles which educational administrators may be called upon to play in this regard, and especially in relation to the objective of promoting community participation in educational development.

26. Subject to national circumstances and priorities, it is recommended that staff training for educational administrators be institutionalized so as to provide proper support for both pre- and in-service training which will maintain a strong administrative cadre for the service.
27. In conformity with the principle of democratization of educational opportunity, selection of candidates for staff training should be based on clearly defined criteria and proven field experience, in addition to academic or professional status.
28. Based on past experience, a practical scheme of incentives (including non-financial rewards) should be devised to attract candidates for training.

#### IV. Resource mobilization and utilization

29. For effective planning and budgeting in educational development, it is necessary that a regular, broad inventory be made of the financial, human and material resources available for educational programmes.
30. Wider community participation such as parents, civic organizations, commerce and industry should be encouraged, both in the interest of democratization of educational opportunity as well as strengthening the links between education and society.
31. The involvement of the general public, including all social and economic sectors, is also desirable to obtain access to contributions which otherwise would not be available for use in educational development.
32. Volunteer service centres for non-instructional tasks by parents and others offering assistance to educational centres within their individual capacities should be fostered in the same spirit of developing and utilizing latent community resources.
33. New technologies in education, based on distance teaching, external degree programmes, independent study, correspondence courses, and other such programmes should be further developed for their particular relevance to rural schools, as well as their potential for the "second chance" education of adult students for various types of courses and at all levels.
34. Endogenous approaches, less dependent on technological support, should also be pursued, as appropriate to local conditions.

#### C. INTERNATIONAL CO-OPERATION

35. Co-operation at the international and regional levels to further the aims of this recommendation should focus on the following suggestions supplied by Member States responding to the pre-Conference questionnaire:
  - (a) There is a felt need for analytical case studies on current efforts to achieve a better balance between different levels and types of education, within the context of the overall objective of universalization of education.
  - (b) Such studies should emphasize the concrete and the practical, and should illustrate different types of educational administration and management, paying particular attention to those features which are of common interest for their relevance to other countries or regions, for application or adaption to their own needs.
  - (c) A problem-oriented approach is desirable, focusing on such issues as increasing the efficiency of education; raising standards in rural primary schools; the reform of secondary education to respond to contemporary needs; the role of animateurs and other teacher auxiliaries; and closer involvement of universities in educational development; criteria for the selection and the determination of the content of education; the role of the school in preparing the young generation for life; the requirements to be met if education is to lead to the full development of the personality; and the connection between uniformity and differentiation in the field of education.
  - (d) In the perspective of recurrent or lifelong education, it is important to assess the future trend of major developments in, for example, the evolving relationship of vocational training to general education.

- (e) There is also a need for a pragmatic system of critical indicators to measure the degree to which an education system has been responsive to social requirements, to the extent that such indicators can be established.
  - (f) The role and function of examinations and related tests of achievement or progress offer another area for fruitful co-operation between countries.
  - (g) There is a similar demand for comprehensive information on the availability and usefulness of modern techniques in educational administration, including use of the new teaching media with particular reference to the special manpower requirements needed to introduce and maintain such an infrastructure.
  - (h) Regional centres of educational innovation for development are urged to prepare training modules and other teaching materials for the use of national staff training institutions.
  - (i) National and regional information networks should be strengthened to provide an effective service in the collection and dissemination of up-to-date information relating to country experiences in this field.
36. Unesco, particularly through the IBE and in close collaboration with other international agencies and organizations, should be invited to assist Member States to improve their systems of educational management, with the overall objective of democratization and renewal of education, by intensifying action in the following fields:
- (a) Support of action-oriented research in Member States, particularly for innovative projects aimed at widening educational opportunity.
  - (b) Documentation and dissemination of such research and other relevant information to facilitate the exchange of country experiences between Member States.
  - (c) Provision of specialist training facilities in educational planning, research, evaluation, administration, and management for the conditions and needs of Member States.
  - (d) Convening regional and international meetings of experts for detailed study of specific problems in educational management related to the universalization of education.
37. The Unesco Regional Offices for Education should also continue to provide the impetus and support currently given to the regional networks of educational innovation for development, besides offering training and advisory services in cognate fields. The study of the economics of education should be included in the programmes of the regional centres, particularly those serving the developing countries.
38. The Conference also suggests that:
- (a) The International Institute for Educational Planning should continue its programme of training and research activities, orientated particularly with regard to the needs of developing countries.
  - (b) The International Bureau of Education should further develop its current services for educational documentation and information, and in particular assist in the co-ordination of educational information networks, towards the achievement of a viable global network supplying up-to-date information for the use of educational administrators and other specialists in Member States.
  - (c) Member States, the United Nations High Commissioner for Refugees, the United Nations Relief and Works Agency for Palestine Refugees and other competent bodies should be requested to step up their efforts to help refugee children and to increase the educational and social services they provide for such children.
39. The Conference emphasizes, in this International Year of the Child, the importance of joint action by Unesco and other United Nations agencies, notably Unicef, to ensure that the school, the family and the community may continue to play an important role in the education and welfare of children, especially those in territories under foreign and military occupation, those affected by war, famine or disease, and in regions where the scourges of racism and racial discrimination are still to be found. The priority aim is to give children who are the victims of foreign and military occupation, war, and those who are refugees as a result of natural catastrophes, better opportunities and greater means of fully exercising their right to education and a safe and stable life, and also to help them express their cultural identity through national education programmes' based on their own culture and heritage