APPROACHES TO GOVERNANCE AND MANAGEMENT IN THE PUBLIC POLICIES OF INTERNATIONAL ORGANIZATIONS

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In recent years, many changes have occurred in the field of public policy, in particular educational policy. Policy in Europe has been affected by developments in several international organizations. UNESCO has focused on education as a right for all; ILO on employment policy; OECD on lifelong learning and collecting and analysing educational data; and the Council of Europe on education for democratic citizenship and intercultural education. Life-long policies are currently the subject of a variety of initiatives of international organizations, necessitating new forms of governance and management.

Interest in the education systems of other jurisdictions, exemplified in congresses, exhibitions, travellers' accounts, and publications, has been a feature of European education since the growth of national systems in the nineteenth century (Lawn & Grek, 2012). However, until recently, regional and local educational authorities were the only official actors in the field of educational policy. Today, by contrast, in recognition of the fact that educational issues transcend national borders, such issues are the subject of concern at European and broader international level. This has given rise in the European Union (EU) to questions regarding the extent to which educational policy should be considered within the framework of intergovernmental co-operation or might even be settled by the EU. The Treaty of Rome made no mention of education and, consequently, education was not a priority in Community activities. Little by little, however, educational issues have emerged from the 'semi-darkness' (Pépin, 2006) and, in particular, in the EU Lisbon Strategy (2000) and Europe 2020 Strategy (2010), in which educational issues became one of the EU's official pillars for economic and social development (EU, 2003; EU, 2009). Furthermore, development would be achieved by basing policy on evidence relating primarily to outputs (not inputs) conceptualized as indicators and benchmarks, key factors in quality assurance and in achieving improved performance (Kamens & McNeely, 2009; Lawn & Grek, 2012).

Common benchmarks for educational attainment have been established, key competences have been proposed, and the so-called European Qualification Framework is widely referred to in member states. With a focus on benchmarking, peer evaluation, best practice, and mainstreaming, the open method of co-ordination (EU, 2000) marked a new approach (Martin, 2011). The difference between mere intergovernmental discussion and methods aimed at integration were discussed by researchers and policy makers and some 'legal buds of integration' were identified (Ruşitoru, 2013) despite the fact that educational harmonization was not an official aim of the European Union (Commission Européenne, 2009). However, some innovation in educational governance and management seems to be favoured by many in Europe (Lusignan & Pelletier, 2009; Roche, 2001; Saurugger 2009).

Other international organizations have also been putting education and training on their agenda. The International Labour Organisation (ILO) defined standards for improving the quality of training and access to the labour market. The Organisation for Economic Co-operation and Development (OECD) also promoted rules for well-being at work and discussed ways and means of evaluating educational achievement, while UNESCO and the Council of Europe promoted permanent education, adult education, and preschool education.

These trends are reflective of a new 'world order' described as globalization as new forms of 'public management' appear on the international scene, resulting in an intensification of relations between national, regional, local, and supranational actors (Sur, 2004). The impact of globalization is discussed at world as well as at European level (Dale, 2009) (e.g., new approaches to educational policy and classroom management). In the context of describing the relationship between social and political actors, educational governance is defined as enabling a formal entity (the government, an educational authority, an organization, the family, etc.) to make decisions and interact. In this context, public service is a 'notion which allows states to organise some activities in their common interest' (Desingly, 2011, p. 23). More concretely,

> Today, as part of public services provided, the concept of governance is
> often used for referring to the reconfiguration of the relationship between
> a variety of actors and partners, both in the public and private sector, from
> officials to ordinary citizens, in order to account for the number and the

nature of the stakeholders in the process of decision-making (Lusignan & Pelletier, 2009, p.13).[1]

In common language, governance refers to a given hierarchy where each actor involved has a personal interest. The permanent reconciliation and negotiation between 'personal' and 'general interest' requires the concept of 'good governance' (Roche, 2001). Moreover, at international level, the distinction between 'norm' and 'power' must also be made since

> the term power refers to strength, while the norm refers to rules.… However, norm and power meet on one essential point: both aim at compelling. But they do it in a different manner: power tends to push an actor to act when otherwise he would not; in contrast, internationally, the norm struggles to obtain prior consent based on a simple principle: once accepted, the rule has got to be respected by all, including those who are most powerful (Laidi, 2009, p. 227).

Concepts such as 'centralization', 'decentralization', 'regionalization' or 'nation' are keywords in political and academic discourse. In view of the variety of actors and activities involved, a taxonomy of governance becomes necessary. In the context of the vision of the European Union as an international actor, a three-level taxonomy was proposed by Saurugger (2009). Although this classification primarily reflects the European landscape, it can be extended to a wider international level. The levels of the taxonomy are (i) Multi-level governance: the basic principle is that in the decision-making process actors have an important role. All actors, state and non-state, negotiate in order to obtain a compromise. (ii) Networking governance: following the interaction of actors, the nation state is subject to some changes. Social actors are in an interdependent position, but the importance of the state tends to decrease. (iii) New form of governance, principally applied to the open method of co-ordination introduced by the European Union in its policies. There are other taxonomies of course, for instance governance by implication, governance by delegation, governance by integration, and governance by reputation (Boussaguet & Jacquot, 2009).

International co-operation in education started after the First World War with the creation of the International Labour Organisation in 1919, the League of Nations in 1920, and the International Bureau of Education in 1929 (Mialaret & Vial, 1981). After the Second World War, international or supranational organizations such as UNESCO, ILO, the Council of Europe,

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[1] The translation from French into English was made by the author.

and the EU started to take an interest in education. An international organization brings together a group of states based on a treaty and aims at co-operation in a number of defined areas. A taxonomy of international organizations shows their diversity. According to Tawil (2012), international organizations can be: (i) universal or regional; (ii) designed to promote co-operation or integration; (iii) have general areas of expertise (e.g., the Council of Europe and EU) or have a highly specialized area of expertise, such as UNESCO.

A number of policy instruments are available to international organizations: (i) conventions: formal legal instruments which enshrine certain principles which become compulsory for the member states which ratify them; (ii) declarations: texts which are not compulsory but which, by means of case law, may acquire almost binding effect; (iii) resolutions: texts summing up the agreed position of an organization or a body; (iv) recommendations: texts which are not binding but may have a political impact. The concepts, ideas, measures and programmes suggested by international organizations are diverse and depend on the particular character of each organization. Thus, for the Council of Europe, education promotes intercultural understanding and encourages democratic citizenship in a globalized world. For UNESCO, education represents a right for all focused on four pillars (learning to know, learning to do, learning to live together, and learning to be) and alphabetization. For OECD, education is an essential prerequisite for economic co-operation between states. For the ILO, education is a key element for well-being at work and for a decent work environment.

In this paper, the main features of governance and management of four international organizations (UNESCO, ILO, OECD, Council of Europe) are outlined. All have impacted to a greater or lesser extent on the education systems of Europe.

UNESCO: ALPHABETIZATION AND LIFELONG LEARNING AS A RIGHT FOR ALL

The scope of actions deployed by UNESCO in member states is wide. In the 1970s, UNESCO endorsed initiatives of the Council of Europe and OECD in favour of intensifying adult education. To date, efforts in favour of alphabetization, permanent education and basic skills aimed at adults and young people have been undertaken on a large scale (UNESCO, 1997). According to the Faure (1972) report, *Learning to be. The World of*

Education Today and Tomorrow, which proclaimed education as an essential aspect of mankind, education

> has contributed to the destiny of societies at all stages of their development. It has never itself ceased to develop. It has been the bearer of humanity's most noble ideals. It is inseparable from the greatest individual and collective exploits in human history. (p. 4)

The analysis of lifelong learning policies from the point of view of international relations involves the identification of four assumptions which complete and develop the vision of the role played by education in our society. First, the emergence of an international community involved in education, 'despite transitory differences and conflicts', enjoins governments and nations around the world to determine common objectives for humanity in terms of lifelong learning. Secondly, democracy is important in stimulating people to take an active part in society. Thirdly, the main purpose of education is 'the complete fulfilment of man, in all the richness of his personality, the complexity of his forms of expression and his various commitments'. Fourthly, lifelong learning aims at human development, preparing learners to make a response to current or future needs and for 'learning to be' (Faure, 1972, pp. v-vi).

Ideas have also been developed and enriched by Jacques Delors (1996) in the report *Learning - The Treasure Within*, which highlights the four pillars of lifelong learning:

- *learning to know* focuses on permanent acquisition of knowledge and information in a broad or narrow range of topics, to develop creativity, imagination, and memory, but also critical reasoning and problem-solving;
- *learning to do* encourages learners to use acquired information to appropriate new intellectual and behavioural skills and the competencies required in work placement and social life;
- *learning to live* together refers to discovering others, understanding and appreciating human diversity or cultural facts as a basis for acting in pursuit of mutual aspirations;
- *learning to be,* has as its objective 'integral development' of the human being in all its aspects (intellectual and technical, social and affective, technical and physical, and moral and cultural). (pp. 18-19)

During the First World Forum on Lifelong Learning in Paris in 2008, UNESCO proposed the addition of two pillars:

- *learning to change or transform*, representing the transfer and adaptation of skills and competencies in all knowledge environments;
- *learning to become* which is situated on the top of the human pyramid, requiring a permanent self realization (Ouane, 2009, pp. 10-11).

The World Education Report (2000) entitled *The Right to Education. Towards Education for All Throughout Life,* sets out details of lifelong learning policies. These were further elaborated on at the Second (Shanghai, 2010) and Third (Marrakech, 2012) World Forums on Lifelong Learning, at which participants explored ways of learning throughout life to meet the challenges of a learning planet. The Fourth World Forum (2014) focused on education as an indispensable condition for peace and progress.

The educational management promoted by UNESCO is filled with recommendations and working documents centred on the complete fulfilment of the human being. At the same time, its governing system includes instruments guaranteeing the right to education. Article 26 of the Universal Declaration of Human Rights (1948) and Article 13 of the International Covenant on Economic, Social and Cultural Rights (1966) stress that education systems should be accessible to all. From cultural and legal points of view, educational management is considered to be the key element assisting humanity in its evolution, binding together generations and cultures linked by common heritage and aspirations.

ILO: LIFELONG LEARNING AS AN ASPECT OF WELL-BEING IN THE WORKPLACE

Based on a declared mission of promoting social justice, the ILO aspires to support the implementation of standards and rules in the workplace. Though less directly involved in lifelong learning policy than UNESCO, the ILO calls for respect of workers' rights. Even if sometimes its activities may seem to be blocked by 'juridical inflation' (Hamdouni, 2007), the ILO aims to promote the provision of better working conditions and the transfer of professional skills, qualifications, and competencies. Its main focus is on the transition from education to employment, which is regarded as the central issue in the management of human resources.

The ILO has published several influential reports and documents. Of particular significance are Recommendation Concerning Vocational Guidance and Vocational Training in the Development of Human Resources (ILO, 1975) and its revision, Recommendation Concerning Human Resources Development: Education, Training and Lifelong Learning (ILO,

2004). In Recommendation 150/1975, member states were invited to put into practice appropriate policies and programmes for ensuring and guaranteeing the rights of all workers, including particular groups of the population such as elderly people and migrants, and persons with disabilities or with limited educational background. Based on full international co-operation, the aims of programmes and policies developed should be: (i) to ensure entry into productive employment and to promote and develop creativity, dynamism, and initiative; (ii) to protect persons against unemployment, excessive physical or mental strain in employment and against occupational hazards; (iii) to assist persons in their quest for satisfaction at work, individual achievement, and self-expression; and (iv) to achieve social, cultural, and economic advancement and continuing adjustment to change, as well as the full participation of all groups in society (ILO, 1975, art. II-6).

The 2004 Recommendation also underlines the view that 'lifelong learning encompasses all learning activities undertaken throughout life for the development of competencies and qualifications' (ILO, 2004, I-2). Calling for international and technical co-operation, the ILO identified the importance of lifelong learning in realizing sustainable economic and social development. From its perspective, educational policies should be concentrated on appropriation of the skills, knowledge, and competencies needed at work. In this context, pre-employment training and the recognition and certification of skills are important. ILO lifelong learning policies are based on the following objectives: (i) the definition of a national strategy for education and training, as well as the establishment of a guiding framework for training policies at national, regional, or local levels; (ii) the development of social policies and national qualifications frameworks in order to encourage enterprises to invest in education, training, and lifelong leaning; (iii) the investment in quality education and pre-employment training and the strengthening of social dialogue at all national and supranational levels; and (iv) the promotion of equal opportunities and access to education, training, and lifelong learning (ILO, 2004, II-5).

The ILO analyses education from an economic perspective, with a focus on well-being in the workplace. Analyses indicate that educational management should promote the most useful skills and competencies required for work. Employability, new information and communications technology, social inclusion, recognition of non-formal education, and training or recognition of vocational education, should all constitute important elements of policy. While the focus of ILO activities has in the past

been primarily on labour and industrial relations legislation and institutions in non-European countries, its attention to education, training, and life-long learning has obvious implications for Europe.

OECD: EDUCATION AND ECONOMIC DEVELOPMENT

At first glance, it is clear that the OECD promotes lifelong learning as an effective strategy for achieving economic and social objectives (innovation, productivity, responsiveness, and career opportunities). On closer examination, it can be seen that lifelong learning policy is also linked to the development of the human being and the whole society. In this endeavour it is important that all forms of learning (formal, non-formal, and informal) be promoted and officially recognised. Skills and qualifications needed to achieve this in a globalized society have been identified. The OECD provides data on education and training on an annual basis.

In the OECD's annual comprehensive analyses and studies of education (*Education Policy Analysis)*, major reforms in the field of education are described and promoted with the objective of making lifelong learning a reality for all. The OECD (1996) publication, *Lifelong Learning for All,* which focussed on new challenges in contemporary society, has had a considerable influence on the education system of many countries. It argued that education should not be limited to school but should extend beyond classroom walls, and that learners should be motivated for and engaged in learning, and have the possibility to learn at any age and in all situations of life. If the initiatives of all educational actors (governments, policy makers, education providers, teachers, and learners) converge on the same goal, lifelong learning should penetrate into real life. In general, lifelong learning is defined as centred on two complementary dimensions.

> Firstly, it includes the blueprint of recurrent education but in an adapted form: the opportunity to return repeatedly to formal educational institutions and non-formal learning that is in some way conscious, planned and systematic. Secondly, it implies recognition by individuals, employers and governments of points where there is a social and/or economic need to update knowledge and skills. This second aspect is distinguished from the first, because it does not just see lifelong learning as a right to be enjoyed, but as a necessary requirement for participation. (OECD, 1996, p. 89)

Education is viewed very much in relation to the needs of society. Of primary importance among such needs are ones relating to economic factors. Economic well-being of people and countries seems to be the main aim. Five arguments for lifelong learning are identified:

- the *learning economy* argument recognises the extent to which OECD economies and societies have moved towards a dependence on the creation and manipulation of knowledge, information, and ideas.
- the *speed of change* argument calls for permanent renewal of skills, competencies, and information while maintaining cultural and social coherence.
- the *life-cycle redistribution* argument suggests that education and training be spread over the life cycle.
- the *active policies* argument claims that in promoting lifelong learning one should not only stress the economic approach but also the social dimension, human capital, and well-being.
- the *social cohesion* argument pays attention to a better distribution of and access to learning activities in order to avoid the exclusion of some social groups (OECD, 1996, pp. 90-92).

The extent to which European policy space has been driven by data and standards is also exemplified by the OECD Programme for International Student Assessment (PISA). The data collected and analysed by the OECD, including those derived from PISA, 'have become part of a significant change in the governing of Europe' (Lawn & Grek, 2012, p.17). Furthermore, the Programme 'has had an enormous impact not only on reforms of European education systems but crucially in establishing a new kind of "measuring" logic about governing education in Europe' (Lawn & Grek, 2012, p.117).

COUNCIL OF EUROPE: FROM PERMANENT EDUCATION TO EDUCATION FOR DEMOCRATIC CITIZENSHIP AND INTERCULTURAL EDUCATION

The Council of Europe (founded in 1949) ensures the protection of human rights and fundamental freedoms, democracy, and the rule of law. Introduced in 1952, article 2 of Protocol 1 to the Convention on the Protection of Human Rights and Fundamental Freedoms guarantees 'the right to education'. A decade later (in 1961), the Council adopted a new legal instrument, the European Social Charter, revised in 1996, which guarantees in articles 9 and 10 'the rights to vocational guidance and training'. Apart from these legal

instruments, the Council of Europe introduced several conventions concerning the recognition of school leaving certificates, periods of study, and academic qualifications.

The Council of Europe took an active part in the International Year of Education (declared by UNESCO in 1970) by undertaking a major project on permanent education, resulting in a publication called the *Red Bible of Education*. Several documents on permanent education in Europe were published, for example Resolution 463 (1970) (Council of Europe, 1970a) and Recommendation 611 (1970) (Council of Europe, 1970b) which listed general principles and measures to promote education at all ages. In the following years, permanent education and adult education became a priority in the Council's activities. During the period 1968-1998, the Council also considered a wide range of aspects of preschool, school, and higher education, launched numerous activities in educational research and documentation (e.g., the EUDISED Database of educational research projects) and, together with the EU, built the European Education Thesaurus as a list of keywords in many languages. Modern language learning was also a priority.

Since the mid-1990s, the Council of Europe has focussed on initial and continued education for democratic citizenship, intercultural and human rights education, and media education. Intercultural education activities were aimed at preparing children, adolescents, and adults for life in a multicultural society, accepting the cultures of other groups. In 1989, the Council also stressed the European dimension of education through Recommendation 1111 (1989), proposing increased co-operation among international organizations to strengthen cultural and educational values. The Council remains a political partner heavily involved in the recognition of non-formal education and qualifications as well as in the promotion of modern language learning. Recommendation (2002) 6 of the Committee of Ministers to member states on higher education policies in lifelong learning represents a major document in the field of education. In it,

> Lifelong learning is defined as a continuous learning process enabling all individuals, from early childhood to old age, to acquire and update knowledge, skills and competencies at different stages of their life and in a variety of learning environments, both formal and informal, for the purpose of maximising their personal development, employment opportunities and encouraging their active participation in a democratic society. (Council of Europe, 2002, Appendix 1)

The Council of Europe has also been actively engaged in European co-operation in higher education and research. Educational actors were invited to discuss needs and share good practice to increase opportunities for lifelong learning. The Council is of the view that admission to higher education should be open to all learners, regardless of age or social criteria provided they hold the necessary qualifications. Various measures were recommended, including

> rethinking the traditional mission of teaching and research to increase lifelong learning opportunities and identify target groups of learners and their specific needs; creating flexible learning paths, promoting mobility and facilitating recognition, including credit transfer and accumulation; promoting learner-centred education, taking into account learners' prior knowledge and promoting their active participation in the study process; encouraging the widespread use of information and communication technologies and making use of best practice through inter-institutional, national, and international co-operation. (Council of Europe, 2002, Appendix 3i)

Particular attention is paid to evaluation and accreditation, as well as to standards and initiatives for quality assurance, assessment, and validation of professional experience. The Council remains an important international actor in stimulating policy with regard to education for human rights, democratic citizenship, and intercultural understanding, as well as in higher education and research.

CONCLUSION

Recent years have seen growth in the activities of international organizations and in the extent to which they have contributed to the 'Europeanizing' of education. The period has also been marked by increasing co-operation between agencies, which is facilitated when organizations espouse similar goals such as the promotion of lifelong education. Co-operation also increases when the policies and activities of agencies coincide as in the case of the obsession of the European Commission and OECD with indicators and benchmarking, despite their problematic nature.

Even if from a legal point of view, education remains a national responsibility, attempts have been made at European and international level to address common issues. For example, the EU has drawn up benchmarks regarding the assessment of the level attained in a variety of fields of study to

facilitate mobility from country to country. However, the idea of general European standardization and harmonization seems wishful thinking to some extent, since national systems of education are based on different historical developments reflecting different regional or national circumstances and needs.

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