

Global Meeting  
of  
Resident Representatives  
of  
the United Nations Development Programme

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UNESCO and UNDP

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Address by

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I greet you all in the name of Unesco and express to each of you my deep, sincere and heartfelt thanks for all the services you have rendered to our Member States and to Unesco - services too often hard and difficult, sometimes thankless and unrewarding but never unhelpful, unselfless or unobjective.

I feel sorry for you, a captive audience: I am your seventh speaker this evening and it looks as if there are ten more to come. I would very much like to stay to see the outcome of this session ; will there be a little more light or a little less ? There will certainly be a lot of heat. I feel it already.

I want to take a slightly different approach from the usual one - which is to tell you about Unesco, of trying to "sell" - a very bad fashionable word today - Unesco to you. For one thing, you know a lot about Unesco and for another I do not think that Unesco or any U.N. agency needs selling. And so it is with some modesty and a certain craftiness that I have chosen a single question which I am going to answer, and that question is : "How does UNDP fit into Unesco ?"

I said that I chose this question out of a sense of modesty. This is the question that I can answer. I have spent 18 years trying to answer it and thus in doing so, I am on home ground. I am well aware that your preoccupation is the other side of the coin - how does Unesco fit into UNDP ? But for that you must turn to the coordinators par excellence - David Owen, the man with the most experience, and his erstwhile colleagues Michelmore, McDiarmid and Sudhir Sen. who are in this room in other capacities, and more recently Paul Hoffman and his colleagues Roberto Heurtematte, Myer Cohen, Paul-Marc Henry and Rajendra Coomaraswamy. And of course you, each of the 76 of you, has more practical experience and knowledge of how Unesco, UN, FAO, ILO, et al fit into UNDP than anyone else. If I entered that area I would be either

rushing in where angels fear to tread or be indulging in a "sales talk" - both bad and deplorable alternatives.

I also said that it is with a certain craftiness that I have chosen this side of the coin - How does UNDP fit into Unesco? It is crafty because it all depends on the manner in which you frame the question. From the well worn query, "When did you stop beating your wife" to the latest question which was put to us, "What is the impact of spending \$400,000 in Technical Assistance in 1963 in Thailand on the 70 billion bhats which was the Gross National Product of that country for the same year" we know that the form of the question is decisive.

I will start my answer with you - the institution of the Resident Representative. Here I am going to take advantage of the fact that I am one of the boys. I go back with David Owen to the beginning when we recruited a retired British civil servant, John Wakefield, in 1949, and sent him to Haiti, and when David's colleague, David Weintraub, invented Wakefield's title - Resident Representative - when we spent days discussing what this title would mean in functions. Those were the grim early days when I used to go around lugging my suitcase, landing in Beirut at midnight or early hours in Lima or Ascuncion, looking desperately for an airport bus, going round hotels trying to find accommodation, and later enquiring at one ministry after the other, as to who was competent to deal with the United Nations (few had heard about it), and who dealt with the Expanded Programme of Technical Assistance (the answer invariably was, Expanded what?) It was very different from these days when I arrive in a country and am greeted at the airport by the Resident Representative, the whole Unesco staff, an entire complement of Government officials, with cars and their UN flags a-flying, am installed with protocol in the Government guest house and am presented with a programme, carefully worked out in agreement with my staff. I recall those early days when Raymond Etchats wrote a private letter to

David Owen saying that three days of my visit to his station, Colombia, meant that he had to go to bed for a week to recover from me. He also reported to a meeting of TAB about the visit of the Director-General of one of my sister agencies to his country, who at the end of the visit told him quite frankly that he regarded Resident Representatives as vermin to be trod on and put away, so that the agency could get on with its job in the country.

Well, from those days - not so far off - here we are today, a conference room full of men and women. And looking at the institution I notice three things. First you are an institution which has been and is the most legislated upon institution. Every session of TAC, every meeting of ECOSOC, every meeting of the Governing Council passes a resolution about you. I do not believe that any other U.N. institution - the Secretary General, the Directors-General, the Executive Directors or the Administrator - has been the subject of anything like one-twentieth of the legislation which has been adopted concerning you. Secondly, contrary to the sound U.N. family rule of anonymity, you are an institution which is constantly appreciated and praised. Every report of TAB to TAC, every report of the Managing Director, every report of the Administrator extols your services and reaffirms your crucial responsibilities. Thirdly, you are an institution whose widening and strengthening every evaluation report unanimously recommends. The one common conclusion of every essay in evaluation, be it of Thailand or Chile, or Tunisia - is, as Victor Hoo has just reminded us, that we must have bigger and better Resident Representatives. I note a further additional thought brought up during the last few days - that the institution of the Resident Representative should be of the cabinet prototype. This has been Unesco's concept of the important coordinating rôle of Resident Representative advised by agency representatives. The further refinement as to whether

it should be the parliamentary type or the presidential type leaves me in a fog. The parliamentary type stands for collective responsibility and this I understand. The presidential type includes the power of hiring and firing members of the cabinet - and this I do not understand. I cannot conceive of anyone but the Director-General of Unesco hiring or firing his representative.

All this seems to me, to my rather sensitive ears, as if we are protesting too much. But behind this comment, "Thou dost protest too much", there is a problem which goes back to my crafty question - How does UNDP fit into Unesco? It is that as UNDP agents you are dealing with only a part of Unesco - the part which we in Unesco call operational.

It is the most spectacular part of Unesco. Thanks to it Africa has registered an educational leap forward from 49% to 55% in the first half of this decade. Thanks to it every country in Asia has its scientific research organized in Ministries of Science and/or National Councils of Research which are playing a decisive role in national development. This does not mean that the Development Decade Educational and Scientific targets have been achieved. Far from it. Take a look at the literacy figures at the lack of achievements in science and scientific research. There is still a vast job ahead.

It is also the most concrete part of Unesco. Last week a number of you filed into my office and said, "You promised that this expert on electronics would be in Colombia. That was in March 1965. Now it is June 1966 and still there is no expert. What have you done with my savings?" Or you can write to my officers and say that the bills of lading on the equipment sent to you have not been received or sent to the wrong address. Or that the final report of the expert on Technical Education is 9 months overdue and the government is getting fed up about it. Or that the seminar is mismanaged and is a waste of money.

It is also a part that is specifically requested by States and is a sector that will go on expanding and extending.

Yes, this operational part of Unesco which you know about and deal with, is important, exciting, spectacular and concrete. Nevertheless, it is only the derivative part of Unesco.

Would you be shocked if I told you that India's report to Unesco on what she is doing or not doing to do away with discrimination in education based on caste, religion, sex or economic circumstance - a matter you do not deal with - is as important as the five million dollars we have spent in 12 years of EPTA in building the most outstanding institute of technology in South Asia ?

Would you be surprised if I told you that the legislation and regulations regularising and improving the status of teachers in the Ivory Coast is as important for teachers there, as the two million dollars UNDP is spending through Unesco in helping to establish Abidjan's first Ecole Normale Superieure ?

Would you shake your head in wonder if I told you that in my view Unesco's efforts to inculcate the ideas and ideals of peace, friendship and understanding in the young people of the United States, Federal Republic of Germany and the Soviet Union are as important as the assessed contributions of these great countries to Unesco's Regular Budget or their voluntary contribution to UNDP ?

I turn next to Unesco's subject matters, subject fields, which present a whole series of problems in fitting UNDP into Unesco.

One of Unesco's four main subject matters - Education - is a veritable source of confusion. I have not as yet met one person in this whole world who has no views on education - have you ? The more cautious of them hedge themselves with the opening phrase, "I am not an educationist, but ....", and then proceed to lay out a whole educational programme for the town, or country or region. To deal with the rather serious wastage

of the Argentine education system, where the primary teacher-pupil ratio is 1 : 20 instead of the internationally recommended 1 : 40 and other related wastages, the government decided to establish an Educational Research Bureau and asked for EPTA aid. Mr. Coomaraswamy's colleague in New York wrote to Unesco and said that educational research is not eligible. Thailand worried about the wastage in its primary cycle and its outdated secondary syllabus, decided to set up an educational research office and asked for Special Fund aid. Mr. Myer Cohen's colleague wrote my staff a very good and interesting letter which would transform educational research into manpower studies.

This is part of a wider question. At the start of the Development Decade, Unesco jointly with ECAFE, ECLA and ECA organized regional planning conferences, which established regional educational, scientific and mass media targets, and as a result there has been a rapid quantitative leap forward. This year similar planning conferences have been held in cooperation with the Regional Economic Commissions, and the result is that the countries of Africa, Asia and Latin America have decided that while the quantitative expansion will move forward inexorably, it is the qualitative problems of reform, of drop-outs, of curricular construction, of science-teaching, that must now receive their priority attention. From now on the demands to UNDP will not be simply more teachers or more technicians; these will continue. But there will be also demanded educational research, natural resources research, secondary education reform, diversification and extension, primary teacher training and faculties of science. Requests of great urgency, I warn you. But my point is that education as a subject matter is really to blame. It does attract too many cooks and the resulting broth is a bit of a mess.

Another confusing aspect of two of Unesco's main subject fields - education and science - is that they are two-faced.

Education and science are simultaneously consumption and production items. They are capital-consuming and capital-producing. They are resource-expending and resource-conserving. It all depends on your point of view. If you want to grow cabbages today, then education and science seem capital-consuming. If you want to grow cabbages tomorrow, then they are capital-producing. But this distinction is more apparent than real. Even to grow cabbages today we have to live off yesterday's capital. In recent months, when two great countries, due to their burdensome war commitments had to reduce their plan expenditures, the first cut was the Education lifeline - because it used up resources - they said. On the other hand, as early as in 1919/1920, the Soviet economist Strumline, on the basis of some cost benefit calculations he had made of the Soviet educational system, warned Lenin that a certain percentage of capital expenditures in heavy industries must be set apart for education as an essential capital input, in order to produce a higher rate of savings and investment in the thirties in the Soviet Union. And so it all depends on which end of the telescope you are looking at - in relation to capital conservation and capital consumption.

But the most serious source of confusion is that Unesco's subject matters - all four of them - mix up means and ends inexorably. Unesco joins with ILO in the development of human resources. As an economist, I use this phrase human resources daily. But are human resources resources like soil and sub-soil resources, like wildlife and forestry resources, like geological and natural gas resources? As an economist my answer is yes. But as a Unescan, I shudder when I use the term human resources - because what we are talking about, what we are all toiling and striving for, is man. He is not simply a resource - he is not a means. He is the End, the goal, the sumum bonum of all that we are and stand for.



From this mixed up point of view Unesco's face, Unesco's image, presents three inter-related facets :

the intellectual

the operational

the ethical

The intellectual aspects are deep-rooted and were the starting point of the Organization, bringing together the educators, the scientists, the philosophers, artists, writers and other creative beings in a community of thought. These are the great intellectual bodies - the International Council of Scientific Unions, the International Council for Philosophy and Humanistic Studies, the International Association of Universities, the International Council of Museums, etc. The operational facet is familiar to you. It is part of the development aid, the cooperation programme of the UN family. I shall merely list main fields - educational planning, teacher training, functional literacy (or to use an UNDPism, work-oriented adult literacy), mass communication techniques. library and museums, cultural tourism, science policy and planning, basic sciences, teaching and research, natural resource research and hydrology, agricultural education and sciences, oceanography, technical and engineering education and technological research.

Finally, there are the ethical aspects which relate to the Organisation's peace building functions, the bringing about of the intellectual and moral solidarity of mankind and the realisation of human rights which embody these demands. Now these three aspects are interwoven and inter-related. You have to teach cooperation, you have to do research for peace, you have to communicate cultural understanding. And in an atomized existence and specialized world, where it is so much simpler to do only one thing at any one time, it is no easy matter to keep these three dimensions in view all the time.

The protagonists of intellectual cooperation in Unesco regard the operational aspects, the development assistance function of Unesco as a useless intrusion - as a diversion, turning the

purity of the intellectual store-house which Unesco represents into a six-and-nine penny store, a magasin de bon marché. I have been accused sometimes of this particular sin over my years in Unesco. The advocates of operational assistance regard intellectual cooperation as air-fairy, as démodé, forgetting that the fountain of Unesco's development aid springs from the wells of intellectual cooperation and finds its true validity in the supreme ethical purposes of the Organization. The specialists in the ethical aspect regard all else as distortion and want all efforts to be concentrated on helping the work for disarmament, the banning of nuclear armaments, the banishing of war, the eradication of all forms of discrimination and a continuing fight against every violation of the Universal Declaration of Human Rights. But Unesco's Member States assembled in General Conference, have in their wisdom pondered long and hard over these facets of Unesco and have decided on a convergence of all its activities around them. It is this convergence which gives Unesco its personality and its programme its unity.

One last thought about the problem of fitting UNDP into Unesco -- diversity of finances can be a source of confusion. To carry out Unesco's programme around its three facets, there are five sources of funds which Unesco dispenses

The Regular budget

The Technical Assistance funds

The Special Fund - (I separate the two because though merged, they are not as yet mixed up),

The Funds in Trust

The Special Account notably

for the promotion of women in Africa and

for the literacy campaign

There are three or rather four others with which Unesco is associated. They are

Unicef  
The World Fund Programme  
UNRWA  
IBRD-IDA

That each of these sources has its financial procedures, its programme cycle and its policy organs is no particular problem. That is as it should be. The man who pays the piper must call the tune. All these diverse financial sources are growing rapidly. Education and Science are in vogue. When I joined Unesco these sources spent less than two million dollars annually. In 1966 over 100 million will have been spent from these sources on education and science - leaving out the educational and scientific expenditures of other United Nations agencies, regional organs, bilateral programmes and private foundations. But to go back, these many diverse sources of funds administered by Unesco, are integrated to carry out a single programme, every part of which is scrutinized, reviewed, approved and established with the greatest care in all its parts by Unesco's organs.

And so to close, I will simply sum up in five principles, the answer to the question with which I started - How does UNDP fit into Unesco?

- The principle of the Unity of the programme based on the convergence of its intellectual, operational and ethical components.
- The principle of the integration of all budgetary resources.
- The principle of priority to Education and Science, causing a temporary imbalance vis a vis the other two sectors of culture and communication.

- The principle of the gradual transfer of operational activities to extra-budgetary sources as they must conform to two absolute criteria
  - Request from Member States
  - Integration into national economic and social development plans
- The principle of coordination with the United Nations system in all three aspects :
  - In peace building and human rights
  - In intellectual cooperation - for example through United Nations Advisory Committees
  - In operational activities - where a few of the many striking examples are :
    - Hydrology with the World Meteorological Organization
    - Oceanography with the Food and Agricultural Organization
    - Industrial research now passed on to the United Nations Centre for Industrial Development
    - Technical Education and vocational training with the International Labour Organization, with whom a new partnership is also being worked out in the development of this important Centre in Turin.

Have we the time to do this job? I do not know. I confess that sometimes I feel like the man in the Indian parable whose beard was on fire and whose friend approached him with a request that he be allowed to light his cigar before the fire was extinguished. I do not know if we have the time and I am sure you do not. But we must act as if we did, for otherwise we cannot act at all. And to you, the impresarios of the development scene of this great human drama, I extend my good wishes and Unesco's pledge of cooperation together with the prayer that we be given the time to complete what we have begun.