

# AID TO EDUCATION

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# AID TO EDUCATION

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## FROM TECHNICAL ASSISTANCE TO CO-OPERATION FOR DEVELOPMENT

An institution with an ethical and intellectual vocation, and an action-oriented agency, UNESCO provides direct and concrete support for development in its Member States. Its Constitution foresees two main types of action in the field of education: first, international intellectual co-operation which aims at 'instituting collaboration among nations to advance the ideal of equality of educational opportunity for all' and, second, direct co-operation with Member States, at their request 'in the development of educational activities'. From the outset and despite very modest resources, the Organization's Regular Programme has included some technical assistance activities, one of the most important a fundamental education and community development project in the Marbial Valley in Haiti. From 1949 onwards, with the creation by the United Nations of the Expanded Programme of Technical Assistance (EPTA), UNESCO obtained more extrabudgetary funding enabling it to considerably develop operational activities. This became the Organization's predominant action in the service of individual Member States.

### UNESCO'S ROLE IN AID TO DEVELOPMENT

UNESCO is not, however, a funding agency. Its own budget is quite limited and could be compared to that of a medium-sized university. So, its role is not direct funding, but rather the mobilization of resources and assistance in their appropriate use. UNESCO has promoted the cause of education at many of the development aid agencies: it makes every attempt to increase the volume of global amounts earmarked for education and to direct the flow of aid towards those in most need. Until the World Conference on Education for All in 1990, the total amount of international aid assigned to primary education represented less than 5 per cent of the total annual aid allocated to all levels of education. Primary education accounted for only 3 to 4 per cent of the total amount of World Bank loans to education for the years 1964-1969, compared to nearly 30 per cent for 1990-1994. The Organization also strives to mobilize resources for causes and activities which,

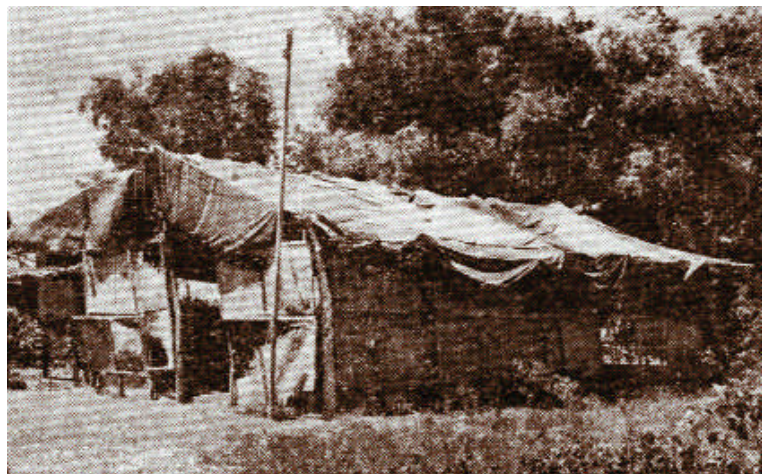
depending upon the period, seem to be of lower priority for multilateral or bilateral donors. This is true even for national authorities, particularly when illiteracy, minority groups, the disabled and, generally speaking, all those who today tend to be designated 'deprived', are at stake.

When speaking of operational activities, special mention must be made of the emergency action schemes aimed at enabling countries to cope with the consequences of conflict, of natural disasters – earthquakes, floods – and of industrial accidents, such as chemical or nuclear contamination. Humanitarian assistance has high priority in the Organization's programme. The early years saw the development of post-war reconstruction programmes in Asia and in Europe and assistance to Palestinian refugees; in 1960 there was an emergency programme to maintain educational services in Congo-Léopoldville to meet a request of the Secretary-General of the United Nations to all specialized

agencies; during the last decade, with the proliferation of civil war, UNESCO has become increasingly involved in humanitarian aid programmes carried out under the umbrella of the United Nations in Asia, in Africa and in Europe, striving to meet the immediate educational needs of the victims (see box on Emergency Action, p. 234).

Over the last fifty years, the conception and form of operational activities have evolved in line with stronger national capacities to make decisions as to priorities, the most appropriate form and type of assistance, and to manage projects, as well as in respect of needs which change as their education systems develop. Direct technical assistance, which consisted of supplying basic services and exchanges, gradually gave way to 'upstream activities' and to co-operation of a more intellectual nature in order to carry out sectoral analyses and frame national strategies and programmes. Today, within a new international context, co-operation is moving towards forging partnerships for development.

To manage its operational activities the Organization has gone, not without some trial and error, from centralization to decentralization, and from the co-existence of separate activities of an intellectual and operational nature to integration. As early as 1950



Emergency tent school, Philippines, houses two classes (1949).



The American relief agency 'CARE', which has distributed over 7,500,000 food and clothing packages to needy countries, will now also deliver scientific and technical books (1949).

the Organization set up a Department for technical assistance which had full control over all extrabudgetary projects and fellowships. After that, following various structural reforms, it entrusted the implementation of projects to the Sectors, and then to the programme units and field offices concerned, so as to establish permanent interaction between what was being said and what was being done.

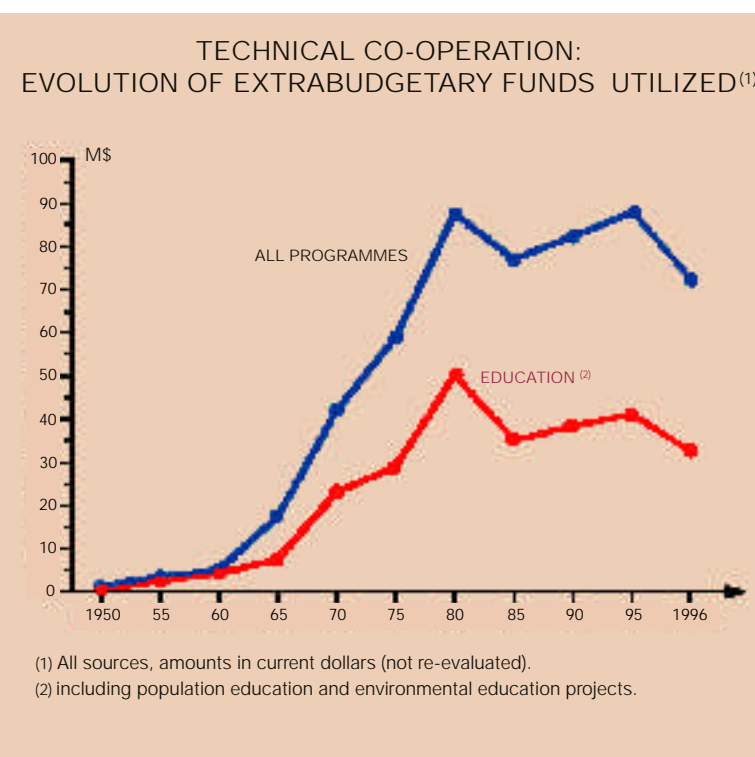
In 1951, the resources made available to UNESCO by various extrabudgetary funding agencies represented around 12.5 per cent of the Regular Programme budget, with less than \$1 million to cover the programmes of all the sectors. In 1972, the Education Sector alone was allocated a Regular Programme budget of \$10 million to match the \$17 million of extrabudgetary resources provided by the other United Nations agencies, with additional funds coming from other extrabudgetary sources. In 1996, the Regular Programme budget for education was \$54 million plus approximately \$59 million foreseen from extrabudgetary resources, only 40 per cent of which from the United Nations, the rest coming from other extrabudgetary sources.

## DEVELOPMENT AND DIVERSIFICATION OF EXTRABUDGETARY PROJECTS, 1950 TO 1985

In the early days, UNESCO's efforts to stimulate the development of education through concrete activities benefited from financial contributions of the Expanded Programme of Technical Assistance (EPTA), the origins of which date back to a meeting at Lake Success (United States) in 1949 following a proposal by President Truman that the advanced countries should combine to give aid to raise the standard of living in poor countries, a proposal which was adopted by ECOSOC in January 1949, and taken up in a Resolution of the United Nations General Assembly in the autumn of the same year. However, EPTA only sufficed to fund a small number of activities, such as expert missions, supply of equipment and the allocation of a few fellowships. The Special Fund, introduced in 1958, paved the way for larger scale projects, such as the creation of national education institutes, first of all teacher-training colleges and technical universities (the first \$1.5 million project was the Middle East Technical University in Ankara), and then secondary-school teacher-training colleges. The merging of EPTA and the Special fund in 1965 gave birth to the UNDP which rapidly became the main source of funding for operational programmes.

In 1952, the Organization became involved in a campaign to expand primary teaching, which in 1956 resulted in the launching of the Major Project in Latin America and the adoption of the Karachi Plan for the universalization of primary education; in 1961, the Conference of African States on the Development of Education in Africa (Addis Ababa) adopted a Plan for the development of education in Africa. Due mainly to the interventions of UNESCO at ECOSOC, the United Nations acknowledged the central role of education in economic development in a resolution adopted by the General Assembly in 1960.

In 1962, by designating the 1960s as the United Nations Development Decade, the United Nations stimulated an increase in the volume of aid to education and invited all its members to



accord high priority to the creation of educational institutions adapted to the economic and social needs of developing countries. The 1960s was also a time when many countries previously under colonial rule gained independence. This meant new responsibilities for the United Nations system as a whole, multilateral assistance in part taking over from the bilateral assistance of the old colonial powers. During this same period UNESCO concluded co-operative agreements with several development aid agencies – UNICEF in 1960, WFP in 1962. According to these agreements, UNESCO would advise on all matters pertaining to education, in particular, for a number of joint projects.

In 1962, when IBRD (better known as the World Bank) extended financial aid to school buildings just as it had earlier allocated funds to the development of electrical power plants, roads and facto-

1949

## UNESCO AND THE BIRTH OF THE UNITED NATIONS TECHNICAL ASSISTANCE PROGRAMME



In January 1949 President Truman, in his State of the Union address, made his electrifying 'Point Four' proposal that the advanced countries of the world should combine to give aid to raise the standard of living in poor countries. The Secretary-General of the United Nations immediately called together a working party of top officials from the specialized agencies to lay down a plan for the United Nations organizations to offer as their contribution. UNESCO's new Director-General, Jaime Torres Bodet, nominated me, assisted by Pierre Auger, the French director of the Science Department, to represent UNESCO at the five-week working party in New York. Torres Bodet was too new on the job to give me definite instructions, and time was too short and information too scant for UNESCO to work out a policy for me to follow. So I left without a brief of any kind. I first went to Washington to learn more about the detailed plans behind Truman's bold proposal, only to find that senior officers of the State Department were almost as vague on that as I was. The idea behind Point Four of the

President's speech had been suggested to the department, some months before, by an idealistic outsider and had been dug up from a discarded file and written hurriedly into the draft only when Truman complained that the first three proposals for new government policy were too timid to satisfy his desire for something more dramatic. On practical planning we were all starting from scratch. When the United Nations committee met at Lake Success, it became clear that, with the exception of the representative of the long-established International Labour Organization (John Riches, another New Zealander), we were all playing for time. We dragged out the general discussion to give ourselves time to write, at night, our organizations 'considered proposals'. We had been promised no additional funds to cover the new programmes, but we hoped modest financial aid would come from somewhere. I based my plans for UNESCO on a broad version of the active clearing-house principle I had introduced in the Education Department, and with help from Pierre Auger on science, sketched how this could operate in UNESCO's other departments.

On completing the first draft, I telephoned Torres Bodet in Paris, and in a blend of his halting English and my worse French, we discussed the broad outline of the plan of action I was proposing as UNESCO's contribution to the Point Four Policy. He agreed with it, I presented it to the meeting and, with only minor amendments it became the basis for the education, science and culture section of the United Nations' Technical Assistance Programme.

The Biography of an Idea: Beeby on Education. C. E. Beeby, Wellington (N.Z.), Council of Educational Research, 1992.

ries, UNESCO provided the expertise. Following an identification mission led by UNESCO, the first World Bank loan to education of \$5 million was granted to Tunisia to build technical education institutes. A Memorandum of Agreement signed in 1964 between the two organizations entrusted UNESCO with responsibility for assisting Member States to select and prepare educational projects likely to warrant loans from the Bank. Similar agreements were later concluded with the Regional Development Banks.

In the 1970s, following agreements with UNFPA and UNEP, UNESCO took on responsibility for the identification and implementation of population and environmental education activities. To these different sources of extrabudgetary funding should be added the 'funds-in-trust' i.e. funds made available to UNESCO by certain governments and foundations to implement named projects, and which represent a form of bilateral action within a multilateral framework.

1949-1950

TECHNICAL ASSISTANCE  
as perceived by Jaime Torres Bodet

'In order that those unfavoured by history and geography may catch up with the more fortunate, it is not enough to furnish them with the means of progress. They must be made capable and desirous of using them and, for that purpose, it must be their progress which is involved, and they must know it. It is therefore essential that technical assistance be closely linked with a corresponding effort to guide peoples towards an active and intelligent participation in the shaping of their own destiny as they themselves see it.'

Address by Jaime Torres Bodet, Director-General of UNESCO, to the United Nations Economic and Social Council, Geneva, July 1949.

'No enduring peace will ever be built up in a world where our eyes are still afflicted by the sight of whole communities of men conquered in advance. These communities are the illiterates, victims of a battle in which they have not struck a blow, the helpless and nameless witnesses of history being made beyond their ken and often against their interests, adults from whom we ask victories while they lack the simplest weapons, children who will grow up to be citizens in name only.'

UNESCO and its programme, No. V, Paris, 1950.

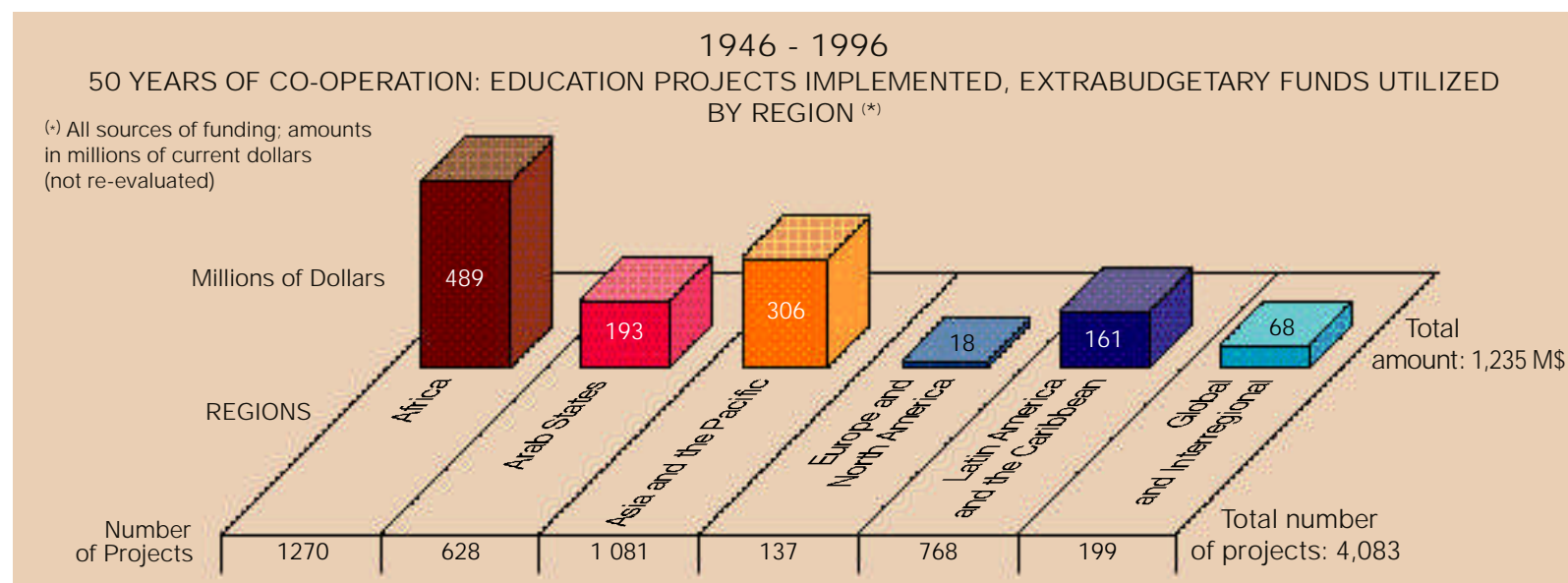
## STRENGTHENING THE ROLE OF NATIONAL AUTHORITIES

With the creation of EPTA, the agencies sought to make governments aware of their own responsibilities in the provision of aid. In 1956, to this end, ECOSOC proposed a global system, called 'country programming', covering all sectors of development, for five-year programme cycles. This system allowed countries to freely choose what assistance they would request under multi-lateral technical co-operation on condition that a global financial ceiling was not exceeded. Each specialized institution could thus suggest projects to the Government which, nonetheless, remained in control of national priorities and of the disbursement of credit by sphere of activity. In this way, the programming and attribution of funds was to a great extent in the hands of the specialized agencies working in the framework of UNDP programming cycles, each one being allocated a fixed percentage of resources (15 per cent for UNESCO).

Within the framework of country programming activities, UNESCO

advised governments on their choice of educational priorities, chiefly by conducting numerous sector studies intended to serve as a basis for the preparation and implementation of projects. The Organization often found itself called upon to act as intermediary between donors and governments, most projects necessitating tripartite negotiations during which national needs sometimes had to conform to the priorities, strategies, and conditions laid down by the aid agencies. So it was that in the 1950s EPTA and the Special Fund did not consider basic education to be of priority. As for the Development Banks, they determine the eligibility of projects according to their own strategic priorities. For instance, the World Bank publishes policy papers establishing guidelines for its action according to the level and type of education (primary, secondary, technical and vocational, higher).

UNESCO also considered it important to enhance national responsibility at each stage of operational action, including in the programming, management and administration of projects. In the 1960s, where projects required the services of several experts, a national director was partnered with a Chief Technical Adviser.



As of the 1970s – and especially after the United Nations Conference on Technical Co-operation between Developing Countries (Buenos Aires, 1978) – the launching of networks of educational innovation for development, and the major regional programmes to eliminate illiteracy and renew primary education, enabled responsibility for programming to be decentralized. These programmes, which combined the resources of the Regular Programme with extrabudgetary funds became a breeding-ground for the training of national counterparts. More recently, intersectoral missions, especially those to National Commissions, have reinforced the activities of IIEP and Regional Offices in training national specialists to identify and prepare technical co-operation projects.

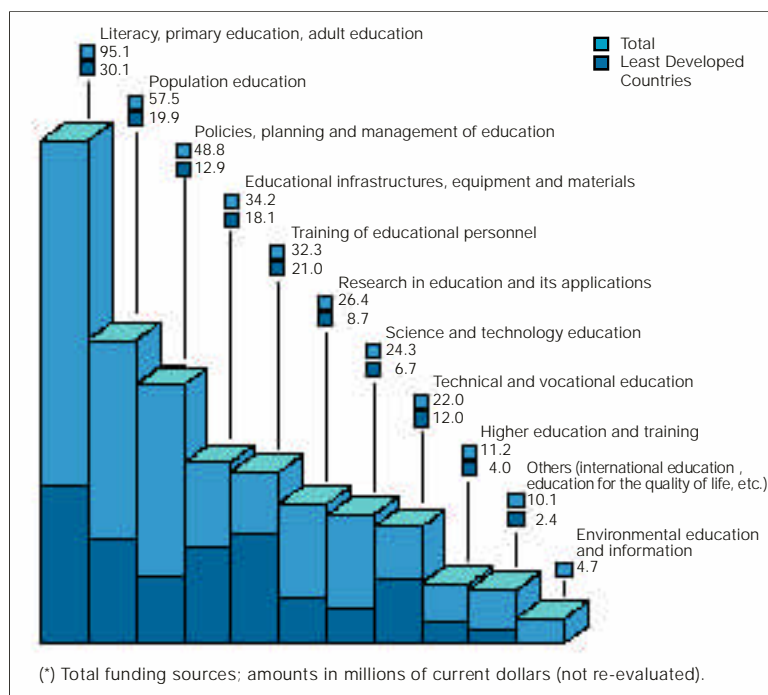
## MAIN AREAS OF CO-OPERATION

Extrabudgetary funding has enabled UNESCO to intensify its aid to education in its key programmes, the most frequent being in some of the areas described in previous chapters, and in particular:

- educational planning: following agreements with the World Bank, project preparation missions were arranged and sectoral studies carried out. Planning units were set up in Ministries of education and management staff trained in regional institutes and at IIEP;
- functional literacy (with a view to working and job satisfaction as motivations): UNDP contributed nearly \$50 million to the Experimental World Literacy Programme, benefiting twelve countries;
- teacher training: support to the creation and development of teacher training colleges (primary, higher and technical). In twenty-five years, UNESCO has helped developing countries to train 4,000 teachers per year. This effort means that today nearly all developing countries can train their own primary- and secondary-school teachers without resorting to external technical assistance;

- training technicians and engineers: supporting the creation and development of polytechnics and science universities;
- improvement of curricula, particularly in science and technology teaching: support in establishing curriculum development centres and training education specialists; assistance in the design and production of school textbooks;
- new educational technologies: development of audiovisual media, use of radio and television for education, etc.;
- school buildings: construction of educational spaces adapted to needs and financial wherewithal, supporting the creation of specialized units in Member States, with training for staff in regional centres (see school buildings and facilities, p. 236).

## 1984-1993 DISTRIBUTION OF RESOURCES UTILIZED BY FIELD OF EDUCATION (\*)



## THE IMPLEMENTATION OF OPERATIONAL ACTION

The preparation of educational projects is no easy task given the number and the complexity of factors external to them, but which indubitably have an influence on their success. Procedures, sometimes restrictive, have been spelled out in various guides on the four successive phases of operational action (identification, preparation, execution and evaluation).

- identification: case study and needs analysis; identification sometimes leads to a sector study;
- preparation of a project document according to a given format requested by each donor: definition of both general and operational objectives; schedule of activities for each objective, costed list of technical assistance requested and the national equivalent, etc;

1950

### UNESCO SIGNS TECHNICAL AID AGREEMENTS WITH 13 NATIONS

'The government will provide or permit access to adequate information[...], will give full and prompt consideration to advice received [...], will undertake sustained efforts to carry forward the work stipulated or recommended'

The agreements [...] enable UNESCO to send technicians to the countries concerned to give advice and help for their economic development – the first phase of the new United Nations expanded programme of technical assistance.

The signing of one such agreement – between the Government of India and UNESCO is shown in the photograph taken at New Delhi. It shows, seated (from left to right), Dr Malcolm S. Adiseshiah, head of UNESCO's Technical Assistance Service and Dr Tara Chand, Secretary, Indian Ministry of Education. The twelve other countries which have also signed agreements that will bring them technical aid from UNESCO are: Ceylon, Columbia, Ecuador, Iraq, Indonesia, Lebanon, Liberia, Libya, Mexico, Pakistan, Persia and Thailand.



The UNESCO Courier, January 1951.

- execution of the project: selecting and recruiting experts and consultants, establishing a fellowship programme for training national specialists, as well as a list of equipment to be installed; supervision and continuous assistance, interim reports for each phase;
- evaluation: what levels of continuous evaluation will be required; phases in overall evaluation, stipulating periodical reviews; corrective measures, drafting a final evaluation report.

Within the Secretariat operational activities involve two categories of international personnel: project managers in the programme units who are programme specialists responsible for preparation, administration and follow-up; experts in the field employed for a minimum of six months, and consultants recruited for short missions. All of them, in addition to assisting in implementing the project, or advising on a particular point of operation, work towards the transfer of competence by training their counterparts, i.e. the national specialists who participate in the execution of the project and who will eventually take over.

Fortified by the international community's confidence, and the considerable influx of capital funds earmarked for the development of education, UNESCO has demonstrated remarkable creativity and adaptability in implementing an efficient operational programme which, at the time, became a model within the circle of development aid agencies, as substantiated by the warm welcome given to the Handbook on the International Exchange of Publications published in 1964 and addressed to all those organizing programmes and exchange of information and experience, as well as setting advisory services in place.

An index, as exhaustive as possible, of all extrabudgetary-funded technical co-operation activities, is contained in the CD-ROM (Vol. I) accompanying this work. Searches can be made by year, by region/country and by field of education.



## UNESCO'S FORM OF ORGANIZATION AND OPERATION IN CONNECTION WITH TECHNICAL ASSISTANCE ... IN 1951

A Technical Assistance Service has been set up in the UNESCO Secretariat to run the Organization's technical assistance programme. It has a staff of 32, 12 of whom are directly attached to the Service, while the remainder belong to various Programme Departments but are fully occupied with technical assistance matters relating to their particular Departments.

The Service secures co-ordination between Governments submitting requests, UNESCO's Programme Departments and the Technical Assistance Board. It follows the general policy and the technical directions of the Programme Departments in its work. The Departments examine and assess the applications addressed to UNESCO and put forward recommendations regarding the nature and scope of projects, the work to be undertaken, the experts required, and the types of fellowships and materials needed. Lastly they give guidance in the actual carrying out of the projects in the field.

UNESCO is supplying technical assistance in education and science, two of the matters with which the Organization is chiefly concerned and which have a direct bearing on economic development. The technical assistance programme is additional to UNESCO's ordinary programme, its special feature being its close concern with economic development.

The main matters in which UNESCO is furnishing assistance are: fundamental education, technical training, the training of teachers, scientific research, teaching and consultation. During the first year, this programme comprised three sections of equal importance, concerned respectively with fundamental education, technical training, and scientific development. This distribution, which has been taken as a guiding principle, will be subject to revision in the light of experience.

Governments have applied for many different forms of technical assistance from UNESCO. In some cases, they make specific and detailed requests; but in others, further study, clarification and negotiations may be required. Generally speaking, a technical assistance project is carried into effect by the following procedure:

- 1) receipt of a request from a Government;
- 2) forwarding of the request to the Technical Assistance Board;
- 3) provided that no objection is raised, examination of the request by the Organization;
- 4) preparation of a descriptive estimate of what the project entails, specifying its nature and indicating the number of specialists, the number of fellowships, and the amount of material required;
- 5) preparation of a technical assistance agreement, with annexes dealing with the different aspects of the project;
- 6) negotiation and signature of the agreement with the Government concerned;
- 7) exchange with the Government of precise descriptions of the work to be entrusted to the experts;
- 8) selection and recruitment of the experts;
- 9) issue of instructions to the experts;
- 10) despatch of the experts to the country and execution of the project.

Some Governments have expressed a desire for a preliminary survey mission to be sent to assess the country's needs and to assist in drawing up detailed requests for technical assistance. Others know exactly what sort of help they wish; in such cases, work on the project is begun without any preliminary enquiries.

Up to March 1951, UNESCO had received 32 formal applications for technical assistance, and a number of simple requests for information; 13 specific agreements had been signed. These agreements provide for the execution of programmes calling for the services of 52 experts and 15 technicians, the grant of 104 fellowships and the supply of the materials essential for the execution of the projects. At 1 March 1951, commitments already undertaken amounted to \$1,237,000, out of a total appropriation of \$2,800,000. Eighteen other applications are at present under consideration.

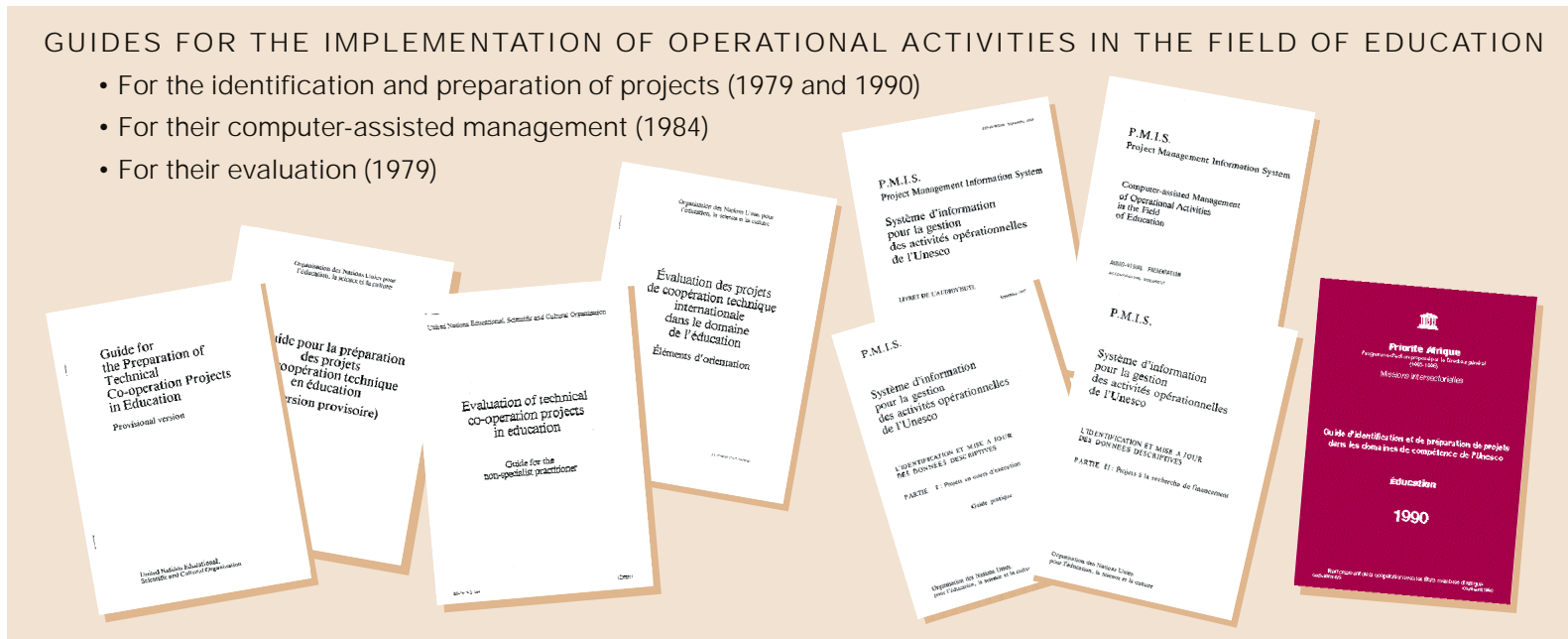
Report of the Director-General, 6 C/3, 1951, Paris, May 1951.



1964

## GUIDES FOR THE IMPLEMENTATION OF OPERATIONAL ACTIVITIES IN THE FIELD OF EDUCATION

- For the identification and preparation of projects (1979 and 1990)
- For their computer-assisted management (1984)
- For their evaluation (1979)

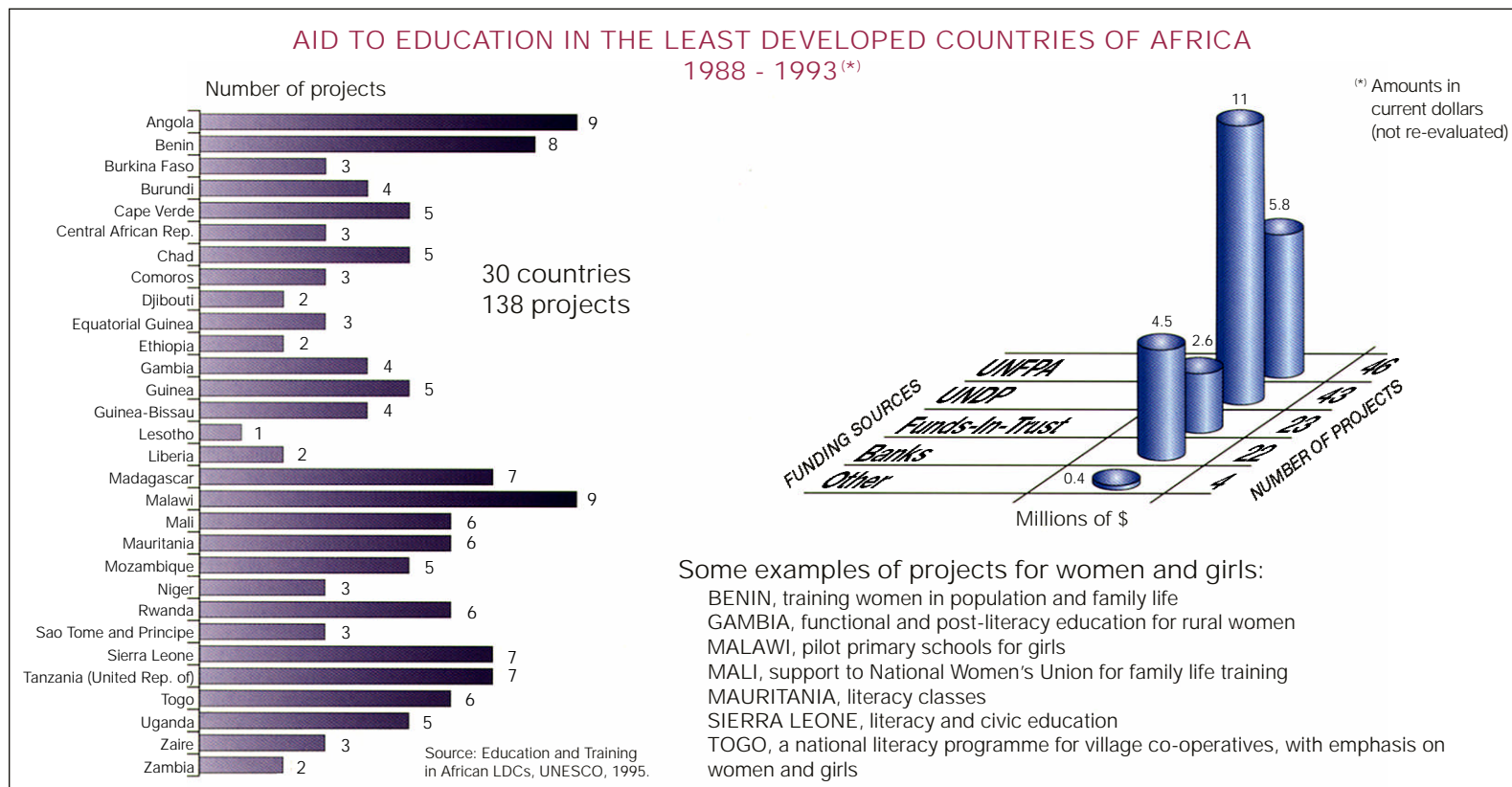


## THE 1990s, NEW TRENDS

Towards the end of the 1980s, the combined influence of two factors gradually changed the nature of operational action. First, the efforts of the previous decades had succeeded in developing national expertise. Project implementation was increasingly entrusted to national governmental or non-governmental institutions, the Organization providing only those services not nationally available. Then, the economic crisis and the decline in resources earmarked for development demanded greater precision in the definition of projects which could expect financial support. This led the Organization to generalize the practice of sectoral studies which, based on a global analysis of the role of education in development, pave the way to framing policies and choosing strategies liable to increase the coherence and relevance of projects. UNESCO thus focused its work on upstream studies and the identification of resources, whilst the national authorities took on increasing

responsibility for project implementation. Eventually, the Organization became essentially a facilitator between beneficiary and donor countries, its role being to help the former to identify their needs and the latter to target their financing.

The importance of integrated development strategies embracing economic, social, educational, political and environmental aspects has been confirmed during recent United Nations Conferences on the environment, population, social progress, women and the habitat (e.g. United Nations System-wide Special Initiative on Africa). In line with the new orientations in co-operation for development policies adopted by the United Nations in 1995, follow-up of these conferences should contribute to concentrating the intervention of donors and international institutions around more tightly focused priorities calling for greater collaboration between agencies: women, environment, support to democracy, aid to the most disadvantaged countries, elimination of poverty. Projects would thus move towards an intersectoral and interdisciplinary



approach better able to target sustainable development. This means that educational action will be progressively undertaken in synergy with other activities. For instance, action in favour of women could also include measures to promote equality of access to education and management training, and social, health, economic, legal aspects, as well as support through the media. Education is called upon to become part and parcel of a global approach in which not only the Sectors in UNESCO, but also the other institutions of the United Nations System, NGOs and bilateral agencies will participate, in partnership with nations who will increasingly take their development into their own hands. The key words in this new approach are co-ordination and complementarity.

