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U N E S C O
PEACE IN THE MINDS OF MEN

Also by Theodore Besterman

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1950 UNESCO 衛生日曆

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Chinese Calendar for 1950

This calendar was prepared by Unesco's fundamental education audio-visual project at Pehpei; it illustrates some of the do's and don't's which can make a healthy village

UNESCO

PEACE IN THE MINDS OF MEN

by

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Organization*



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TO
JULIAN HUXLEY

*Gratulor quod eum quem necesse erat
diligere, qualiscumque esset, talem
habemus ut libenter quoque diligamus*

PREFACE

UNESCO is easy to criticize, even to mock. How could it be otherwise? Here we have an organization which has set out to influence the educational, scientific and cultural activities of the world — no less. Obviously ridiculous and laughable! Yet would it not be more helpful to suspend judgment at least until the facts have been looked at as a whole? Too many people have come into contact with a small aspect of Unesco's work and have rushed their disillusion into print. How premature and unfair! Unesco is not to be judged in so fragmentary a way. Nor indeed is it possible yet, after so short a life, to judge an organization so wide in scope.

In this, the first book to be written about Unesco, I have resisted the temptation to pick holes — that would have been all too easy. Having at least had the advantage of occupying a central post in Unesco which brought me into contact with all its activities, I have tried instead to give an impartial exposition of what Unesco has been established to do, what it has actually done, and what it hopes to do in the future. It has not been possible to avoid criticism altogether, but I have done my best to criticize constructively and helpfully. The result is, I hope, to show that Unesco is potentially a valuable instrument of goodwill and hope — one of the very few lights in a rapidly darkening world.

UNESCO: PEACE IN THE MINDS OF MEN

The story has been carried down to the Fourth Annual Conference (Florence, May-June 1950), inclusive. I am of course personally and solely responsible for the views expressed in these pages.

June 1950

TH. B.

In the following pages I complain more than once about the attitude to Unesco of its own member-states. Here is a specific example. At the last general conference of Unesco an agreement was unanimously adopted in favour of the unrestricted importation of educational, scientific and cultural material. Immediately after, one of the states which had participated in the vote imposed a heavy customs duty on bound books. Energetic protests had to be made, and were happily successful.

January 1951

TH. B.

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CHAPTER I

THE IDEA AND THE PLAN

WHEN men are at war they dream of peace — and even go so far as to plan for it. When peace is won they turn to other things: a state of being is so much easier to attain than to maintain! Still, an impulse has been given, and such impulses have often enough led to action. Many centuries ago Greek communities banded themselves into leagues for the preservation of peace among themselves. Since then similar associations and alliances have been formed in considerable number; peace plans have been formulated by philosophers and kings; utopias and ideal communities have been devised, and not a few established, by socialists, idealists and cranks—all have failed. Why? It would be foolish unduly to simplify the reasons, which are manifold, but surely at bottom it is because all these unions and other devices were remedies rather than cures: they were aimed at the amelioration of existing situations and made little or no attempt to determine, let alone to grapple with, the causes which had produced them.

Besides, human communities consist of human beings. Is not perhaps the root of all the trouble the fact that man changes slowly in an environment which he himself is transforming with immensely

greater speed? Can the old Adam live in a new Eden?

These things, which now seem to us so obvious, really began to be understood widely only before and during the first world war. Then thinking in these fields at last went a little further than before. Thus it was that when the League of Nations was brought into being it was soon followed by the creation of the Commission, and later by the International Institute, for Intellectual Co-operation. Henceforth peace was to be promoted not only on the political level: efforts were also to be made on the higher and more permanent levels of culture and reflection. Intellectual co-operation within the framework of the League flourished for a while but soon faded, for reasons about which I shall have a word to say at the end of this little book. What would have happened eventually we do not know, for when the second world war was so unnecessarily, so criminally allowed to explode, the international Act on intellectual co-operation had not yet come into force. And the Institute naturally died with its parent the League of Nations.

In the meanwhile the many European governments in exile in London realized that the widespread destruction of books, schools, museums and other tools of culture would require immediate and energetic remedial action as soon as the enemy was expelled. A Conference of Allied Ministers of Education was accordingly formed in October 1942, with the direct participation of Belgium, Czechoslovakia, France, Great Britain, Greece, Holland, Luxembourg, Norway, Poland and

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Yugoslavia; the British dominions, China, the U.S.A. and the U.S.S.R. took part as observers.

The allied ministers considered first the problems directly due to the war : primarily the destruction and looting in so many parts of the world of mankind's cultural and scientific heritage. A Book and Periodicals Commission was established to secure supplies of printed materials, including the publications of the war years. A parallel Commission for Scientific and Laboratory Equipment took appropriate measures in its own field. Similar work was done by a Commission of Basic and Scholastic Equipment. The frightful problems presented by great numbers of wandering and displaced persons were foreseen, and a Commission on Special Educational Problems in Liberated Countries was organized. Other commissions and committees turned their attention to even more specialized tasks.

However, it soon became clear that all these matters were too vast and complicated to be coped with at all adequately by the temporary and informal Conference of Allied Ministers of Education. By March 1944 the government of the United States, which though an observer in technical status had taken a most active and stimulating part in the proceedings, had put forward a programme for international cultural and educational co-operation. After much discussion the Conference adopted a resolution on 12 July, 1945, requesting the British government to invite the members of the United Nations to a conference in London to consider the creation of a permanent educational and cultural organization of the United Nations. This was done,

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the French government being specially associated with the British as the inviting power, and the conference was duly held during the first half of November 1945.

Forty-four nations were represented, including all the great powers except the U.S.S.R., which declined the invitation. On the last day of the conference a final act was approved which brought into existence the United Nations Educational, Scientific and Cultural Organization (the addition of science was an after-thought). It will henceforth be referred to as Unesco.¹

At the same time a preparatory commission was established to conduct the affairs of the organization until its permanent home could be established in Paris. Julian Huxley was appointed Secretary-General, the skeleton staff he had created moved to Paris in September 1946, and the first General Conference of Unesco was held at the new headquarters of the organization, 19 Avenue Kléber. This building, within sight of the Arc de Triomphe, had been erected as the hotel Majestic and had been previously occupied successively by the Germans, the Americans, and by U.N.R.R.A.

The organization of the United Nations is inevitably complex, but the position within it of Unesco is clear. The United Nations is governed by a General Assembly, which has associated with it for specific purposes the Security Council, the Trusteeship Council, and the Economic and Social Council. The useful, practical work accomplished by these organs may not unfairly be

¹ This abbreviated name has been adopted officially; U.N.E.S.C.O. and UNESCO should not be used.



Learning to read in British West Africa

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described as being in inverse ratio to their notoriety: here as always dissension and failure are regarded as more newsworthy than agreement and achievement.¹

The Economic and Social Council does its work in the main through two series of bodies: the Councils and the more independent so-called specialized agencies. Among the Councils are the Economic commissions for Europe, for Asia and the far east, and for Latin America, the Statistical commission, the Commission of human rights, and a number of others. The specialized agencies are the International labour organization (formerly the International labour office — the most successful of the League of Nations agencies), the International bank for reconstruction and development, the International monetary fund, the International civil aviation organization, the International telecommunications union, the Universal postal union, the World health organization, the International refugees organization, the International trade organization, and potentially and basically perhaps the most important of all, Unesco.

The specialized agencies are administratively independent, but they have special contractual relations with the United Nations. The agreements in which these relationships are codified lay down their respective spheres of activity, and their obligation to make annual reports to the parent body. The Economic and social council is free to pass upon the activities of the

¹ Practically the only references to the Florence conference of Unesco (May-June 1950) in the British press occurred when there was a row about Chinese representation and when the Director-General tendered and then withdrew his resignation.

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specialized agencies. This right, which is frequently used, in effect gives the United Nations a measure of political control over the seemingly independent agencies. The membership of these bodies is by no means identical: some have more members even than the United Nations, some have far fewer. The member-states of Unesco are at present (June 1950) the following: Afghanistan, Argentina, Australia, Austria, Belgium, Bolivia, Brazil, Burma, Canada, Ceylon, China, Colombia, Cuba, Czechoslovakia, Denmark, Dominica, Ecuador, Egypt, France, Greece, Guatemala, Haiti, Honduras, Hungary, India, Iraq, Israel, Italy, Lebanon, Liberia, Luxemburg, Mexico, Monaco, Netherlands, New Zealand, Norway, Pakistan, Panama, Persia, Peru, Philippines, Poland, Salvador, Saudi Arabia, Sweden, Switzerland, Syria, Thailand, Turkey, Union of South Africa, United Kingdom, United States of America, Uruguay, Venezuela, Yugoslavia — fifty-five in all.¹

The primary function of the United Nations being to promote peace and security throughout the world, Unesco's task is to promote the same end in the fields of education, science and culture. Such a statement clearly needs elucidation. It could be argued that the function of science is to increase knowledge about natural phenomena; of education to communicate knowledge, chiefly to the young and the backward; and of culture to satisfy man's intellectual and aesthetic needs. Precisely how are these things related to peace? The Constitution of Unesco — the basic document of the

¹ The most recent accessions have brought the total up to fifty-nine.

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organization—is printed in full in the Appendix: it throws some light on this problem.

The preamble, adopting Mr. Attlee's words, states that 'since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed'. It goes on to say that it is 'suspicion and mistrust between the peoples of the world through which their differences have all too often broken into war' and that a common cause of that suspicion and mistrust has been 'ignorance of each other's ways and lives'. The preamble then turns specifically to the war which had then just ended and attributes it to the 'denial of the democratic principles of the dignity, equality and mutual respect of men, and by the propagation, in their place, through ignorance and prejudice, of the doctrine of the inequality of men and races'.

On the basis of these general assumptions the preamble concludes that the 'wide diffusion of culture, and the education of humanity for justice and liberty and peace are indispensable to the dignity of man and constitute a sacred duty which all the nations must fulfil in a spirit of mutual assistance and concern'. Finally, the preamble to the Constitution of Unesco reaches a remarkable conclusion which has not been sufficiently noticed: 'that a peace based exclusively upon the political and economic arrangements of governments would not be a peace which could secure the unanimous, lasting and sincere support of the peoples of the world, and that the peace must therefore be founded, if it is not to fail, upon the intellectual and moral solidarity of mankind'. This may fairly be described as a noble

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recognition by statesmen of the inadequacy of their efforts on the diplomatic plane alone. It is further an explicit rejection of economics as a sole or even a major cause of war. The phrase is also notable for its appeal to the peoples rather than the governments of the world, thus relating the Constitution of Unesco to the instrument of the San Francisco conference, which opens 'We, the peoples of the United Nations . . .'¹

The preamble concludes that for these reasons the states parties to the establishment of Unesco believe in 'full and equal opportunities for education for all, in the unrestricted pursuit of objective truth, and in the free exchange of ideas and knowledge' and determine to 'develop and to increase the means of communication between their peoples and to employ these means for the purposes of mutual understanding and a truer and more perfect knowledge of each other's lives'. To give effect to this belief and to this determination the states created 'the United Nations Educational, Scientific and Cultural Organization for the purpose of advancing, through the educational and scientific and cultural relations of the peoples of the world, the objectives of international peace and of the common welfare of mankind for which the United Nations Organization was established and which its Charter proclaims'.

It is not to be expected that a document produced by an inter-governmental conference at diplomatic level should be completely lucid, impeccably logical and

¹ This formula, in its turn, was based, but unfortunately by an historically false analogy, on the opening words of the United States constitution.

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historically sound: nor indeed is the preamble to the Constitution of Unesco any of these things. Had the Preparatory Commission postponed the establishment of the organization until such a statement had been prepared, we can be sure that there never would have been a Unesco. Still, I do not hesitate to say that, taking the circumstances into account, the preamble is a worthy, even noble statement to have been made by the victors immediately after a war of ideological bitterness and unexampled destructiveness, in which imperfect man had been arrayed against the powers of darkness and in which, fighting the enemy with his own weapons, he had perhaps brought down on himself his own doom.

That Unesco has not lost sight of its primary purpose is shown by the following resolution, passed by acclamation by the second general conference of the organization: 'The representatives of Education, Science and Culture, meeting together at Mexico City at the Unesco General Conference: aware of the responsibilities imposed upon them by the Constitution of the Organization to further universal respect for justice, for the rule of law, for human rights, and the fundamental freedoms of the peoples of the world, without distinction of race, sex, language or religion; concerned at the dangers to peace resulting from currents of thought conducive to the idea that another war is inevitable; troubled by the indifference, resignation and even calm acceptance which such currents of thought meet in certain sections of public opinion; address a solemn appeal to all who are concerned for the dignity of Man and the future

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of civilization, particularly educationalists, scientists, artists, writers and journalists throughout the world; adjure them to denounce the pernicious idea that war is inevitable; to act as the mouthpiece of the conscience of the nations, refusing collective suicide; to combat, by every means in their power, surrender to fear and every form of thought or action which may threaten a just and lasting peace.'

Having declared its beliefs and its purposes it only remained for the preparatory conference to state the methods by which Unesco was to achieve its declared aims. These are set out in article I of the Constitution, under three heads: First, perhaps not very logically but understandably in the stress of circumstances, is laid down Unesco's duty to collaborate in the promotion of the 'free flow of ideas by word or image' in order to advance the 'mutual knowledge and understanding of peoples, through all means of mass communication'. Here the disagreeable and misleading expression 'mass communication' rears its ugly head for the first time. By it is meant, broadly speaking, press, radio and film.

Next, Unesco is to 'give fresh impulse to popular education and to the spread of culture'. Special emphasis is laid on the advancement of the 'ideal of equality of educational opportunity' and on the preparation of children for the 'responsibilities of freedom'.

In contrast to the fairly specific responsibilities stated under these first two heads, the third and last declares with simple majesty that Unesco will 'maintain, increase and diffuse knowledge'. The methods by which this world-wide, all-comprehending task is to be tackled



Anjar Unesco School for Palestinian refugees

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may be summarized as conservation, co-operation and dissemination. The events of the recent war and the realities of an atomic age clearly in the forefronts of the delegates' minds, the Constitution puts first 'the conservation and protection of the world's inheritance of books, works of art and monuments of history and science'. Under the heading of co-operation the Constitution includes the 'international exchange of persons active in the fields of education, science and culture' together with the exchange of 'publications, objects of artistic and scientific interest and other materials of information'. The third head merely underlines something that has already been said, the obligation of Unesco to promote universal access to 'printed and published materials'; but this time the Constitution specifically instructs the organization to carry out its responsibilities in this field 'by *initiating* methods of international co-operation' (my italics).

This completes the directives given to Unesco by its Constitution, except for one thing. The delegates to the preparatory conference realized that many of the reforms asked for or implied in the Constitution go far beyond the existing legislation in many—indeed in some respects in all the—member-states. They were afraid also that in some quarters there might be a fear that Unesco would try to standardize culture. Hence a clause was added prohibiting the organization from 'intervening in matters which are essentially within their [the members'] domestic jurisdiction', in order to preserve the 'independence, integrity and fruitful diversity of the cultures and educational systems' of the

member-states. The first part of this reservation may seem to some like giving a lion a set of teeth and then clapping a muzzle on him, but agreement could not have been obtained without some such clause.

Such was the idea and the plan. We must now turn to a survey of what Unesco has done since the still very recent first general conference of November 1946. But before doing so I should like to say a few words only (for in this book I have limited myself to description and have excluded philosophy apart from a few lines in my final chapter) about a criticism made by T. S. Eliot, Herbert Read, and others. These critics maintain that culture includes education and science; this is undoubtedly true, but in naming a great organization which depends on popular support, it would be injudicious to begin by confusing people. The name of Unesco is objectively and broadly descriptive: it must not be taken to have philosophical implications. When there is a house to be built for a homeless wanderer it is perhaps advisable to build the house first and to talk about his eternal resting-place at a later stage.

CHAPTER II

EDUCATION

ONE of the most striking defects of our 'civilization' is its inequality in educational levels—if inequality is the right word to use of a humanity which is half illiterate. It is natural therefore that one of the first things to which Unesco turned its attention was the creation throughout the world of a fundamental minimum of educational level. It was seen that this once attained—a task itself frightening in its size and difficulty—there would immediately follow the even more difficult task of maintaining and gradually raising the minimum level. Such an undertaking involved the prior establishment of the social, political, economic and hygienic conditions which are indispensable for the planting and growth of even the slenderest educational sapling.

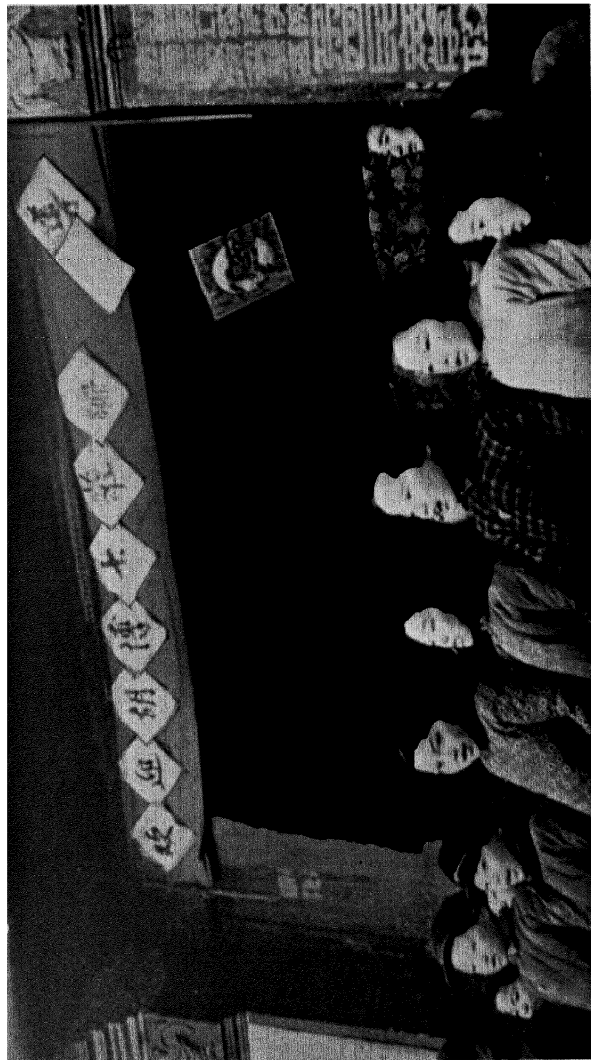
It was clearly entirely out of the question for Unesco to attack on a broad front a problem of such dimensions and infinite complexity. In any case, it was necessary to begin by clarifying and defining the objectives. A small conference of experts was therefore called in 1947 to determine the minimum fundamental education 'to enable man to live a fuller and happier life in adjustment with a changing environment, to achieve control of his physical and social environment which will help

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to realize this aim and to promote peace through mutual understanding and a general raising of human welfare within a world economy'. The conference held that fundamental education should be especially and immediately concerned with less advanced communities, or under-privileged groups in industrialized countries, where poverty, disease and ignorance constitute a barrier to human progress and international understanding.

Great efforts, sometimes strikingly successful, had been made by individual governments to combat illiteracy and to confer on their citizens the perhaps mixed blessings of elementary education. These efforts had sometimes been made for political reasons: to further the needs of national unification, for example. Sometimes the development of manufactures had called for more and better qualified workers. An occasional anti-illiteracy campaign had even been waged on moral grounds. (Odd, by the way, that illiteracy is inescapably hedged about with military metaphors). Never before, however, had an international attack been made on the problem, made moreover with the express object of furthering 'human progress and international understanding'.

Experimental pilot-projects were planned at once. It was not intended to send educational shock-troops round the globe to impose education by force. Nor was it even remotely practicable for Unesco to concern itself immediately with several hundred million illiterates. The idea was rather to send a few experts to help the peoples themselves to take action within the frameworks of their own cultures, needs and possibilities. Thus in Haiti it



The children of Kao Chung welcome the Unesco representative

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was proposed to concentrate on the teaching of French as a language auxiliary to the native Creole, using the most advanced visual and aural methods. In Tanganyika the impending transformation of an entire countryside by a vast economic development (the much and undeservedly ridiculed groundnuts scheme) seemed to present an exceptional opportunity for a fundamental education closely associated with elementary technical education in simplified English.

Unfortunately the Tanganyika project, as well as a parallel one in Nyasaland, had eventually to be abandoned, the technical and administrative difficulties having proved insurmountable for the time being. The fate of the Haiti experiment was fortunately different, though heartbreaking difficulties had to be mastered. In accordance with the general policy of Unesco, the selection of the site was left to the Haiti government, and they chose the Marbial valley. A field-worker was sent out by Unesco to make a preliminary survey. His report was not encouraging. It was found that there was no access by road to the valley during the rainy season, there was not enough drinking water, there was nowhere to live. Worst of all the soil had been so impoverished by erosion that it could not be made to yield enough food even for the existing population. It was clear, in short, that fairly long-term sanitary and agricultural preparations would have to be made, in collaboration with the appropriate United Nations agencies, before the projected educational experiment could be started.

At this stage the government of Haiti invited the

United Nations to undertake a comprehensive economic, agricultural and health survey of the country as a whole, and this is now under way. In the meanwhile conditions in the Marbial valley have been improved by the provision of a practicable road and of water and electricity. Much preliminary paper work has been done. Thus, Creole spelling and grammar had to be systematized so that textbooks and other educational material could be prepared. Personnel difficulties had to be overcome. Complicated negotiations had to be carried on for the division of responsibilities between the government of Haiti, Unesco, other United Nations agencies, and so on—to say nothing of the solution of financial problems.

It would be impossible to say that the Haiti pilot-project has as yet thrown much light on the problems of fundamental education as such: but it has certainly brought into focus the preliminary and administrative difficulties. For the first time a fundamental education pilot-project on an international scale has confronted and defined the problem on the spot. It has been shown that Unesco, with its limited means and still more limited freedom of action, cannot undertake such a task as this without careful and prolonged preparation, and then only in collaboration with other organizations. From the Haiti project Unesco has learned a technique—and that after all is the purpose of a pilot-project. This project is also a pregnant warning to those who expect big things from Unesco, and expect them quickly and cheaply.

The lesson of Haiti makes it somewhat less regret-

EDUCATION

table that a further pilot-project which had been planned for China was disrupted by the civil war in that country. After various abortive efforts the Unesco representative finally established himself at Pehpei, in Szechuan province, and has devoted himself to the preparation of audio-visual material — film strips, photographs, posters, charts, models — on the theme of The Healthy Village, with special emphasis on vaccination and the campaign against trachoma.

While this practical field-work was going on, research, theory and propaganda were not overlooked. A suggestive but rather uneven symposium entitled *Fundamental education: common ground for all peoples*¹ was published in English, French, Spanish, Portuguese, Arabic, and other editions. A permanent exhibition on fundamental education is on display in Unesco House, and travelling exhibitions have been sent to Brazil and elsewhere. Two periodicals are being issued in English, French and Spanish editions: the *Quarterly bulletin of fundamental education* and the monthly *Abstracts and bibliography*. These two well-conceived publications make generally available the information systematically assembled and analysed by Unesco in this field.

The special difficulties created by language have already been hinted at: it is, more particularly, the multiplicity of the world's languages, many of them without written records, that presents one of the chief obstacles to Unesco's efforts. These languages certainly should

¹ Fuller details of publications by and about Unesco will be found in the bibliography at the end of each chapter of the present book.

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not be abolished — any more than the cultures of which they form integral parts — but the mutual understanding and regard of peoples is hardly possible unless they can freely communicate. The only solution seems to be the universal teaching of widely known auxiliary languages. In July 1947 an international group of experts met to discuss this ticklish problem, but they did not do much more than recommend further study. Further study is needed, to be sure, but whether Unesco can undertake it alone is another matter, considering the political difficulties involved in this important question.

Even apart from the immense field of fundamental education, the needs of the world in other types of education are so vast that Unesco is under no illusion as to its ability to render any large-scale help unless its resources are greatly increased. The organization has in fact been obliged in this field to limit itself to advisory and informational activities, acting as a clearing-house and centre for the exchange of information. This work is given a liberal interpretation. Thus when asked to do so Unesco sends technical experts to advise on educational projects of various kinds. For instance, several educators have been sent to Latin American countries to help in some of the pioneering work being undertaken there. Again, a mission was sent to Colombia to participate in a noteworthy experiment at Viani, a model village in which an effort has been made to develop rural arts and crafts in order to raise the social and economic level of a community which cannot extract an adequate subsistence

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from the soil. Similarly, the Peruvian government asked Unesco to send a consultant to discuss with them a project of a similar kind in the Cuzco-Ampuno area.

A little different are the consultative missions, which seem to constitute a direct and effective method for providing Unesco's help in specific educational problems. They have the advantage that they enable Unesco to study a situation and advise on it before work is initiated. On the request of governments qualified educators are sent into the field to investigate and report, their documentation and conclusions being then made fully available not only to the requesting government but to all. Thus a report has been prepared on primary and secondary education, including the training of teaching staff, in the Philippines; another on the best methods for launching a mass anti-illiteracy campaign in Thailand, in conformity with the general principles of fundamental education; another on the establishment of primary and secondary education in Afghanistan, with a view to the development of technical education.

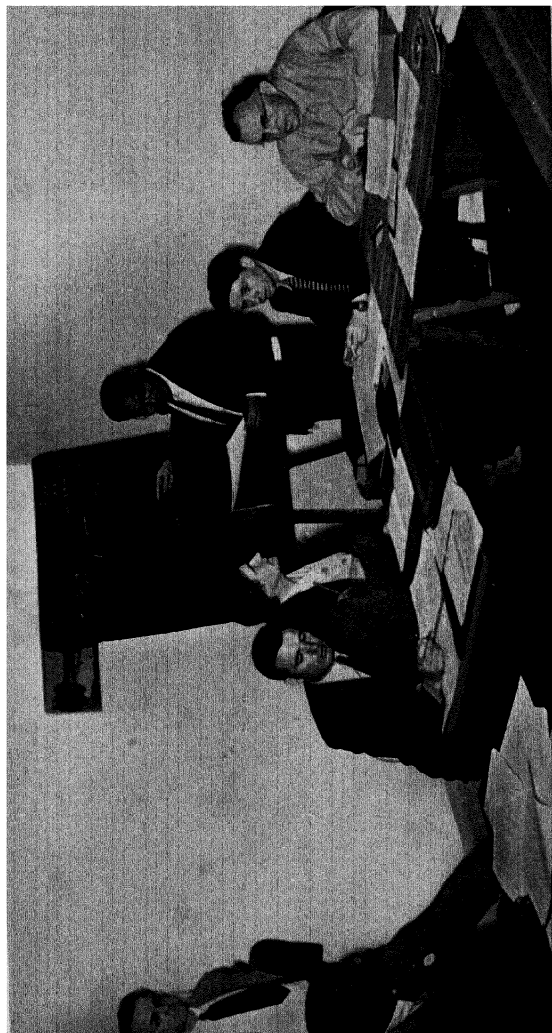
All this work has been done in the face of the not inconsiderable difficulties, which must be experienced to be fully realized, of getting together at a given place and a given time a working party of persons at once properly qualified and of an appropriate international complexion, a group so constituted as to be able to do an adequate job without offending local and international susceptibilities.

From this point of view one of the most difficult but also one of the most stimulating and rewarding educational activities of Unesco has been the holding of

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international seminars. The first took place at Sèvres in the summer of 1947: it was no mean achievement so soon after the war to gather seventy-nine teachers from thirty-one countries to study methods for improving the teaching of international relations, with special reference to the United Nations and its specialized agencies. The seminar also considered the influence of social and cultural environment upon individual growth and adjustment during adolescence. In 1948 three further educational seminars were organized: one at Ashridge, Hertfordshire, England, on the education and training of teachers; another on teaching about the United Nations and its specialized agencies, held at Garden City, Long Island, U.S.A.; and the third on the education of children from three to thirteen years of age, held at Podebrady, Czechoslovakia.

The make-up of these seminars by nationalities is typical of Unesco conferences. I give it here in some detail and there will be no need to revert to this point. The English conference was directed by an American, with staff from Australia, Belgium, Ecuador, France, India and the United Kingdom; the participants represented twenty-two countries. The seminar at Garden City was directed by a Chinese, assisted by staff from Canada, France, and the United States; the participants came from twenty-five countries. The Czech seminar was directed by a Norwegian, assisted by staff from China, Czechoslovakia, Switzerland, the United Kingdom, and the United States; seventeen countries were represented.



Ashridge Seminar

Delegates from seven countries discuss problems of social understanding

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In 1949 a seminar on mass-illiteracy was held at Quitandinha, Brazil, and one in Mysore, India, on rural adult education. For the present year seminars have been planned in Belgium to discuss the improvement of school textbooks, especially in history, and another in Canada to consider the teaching of geography with a view to the promotion of international understanding.

A good many people are sceptical, I think not without reason, about the widely advertised cultural benefits of foreign travel, and it can hardly be doubted that these have been much exaggerated. A traveller like anyone else can only benefit from a new experience to the extent to which he himself brings something to it: and this is precisely the outstanding value of these seminars. They provide unique opportunities for intimate and informal encounters, in an atmosphere of goodwill, between minds well-stocked in matters of common interest. It is difficult to believe that these seminars can be anything but radiating centres of international fellowship and comprehension.

A preparatory conference of representatives of universities was held at Utrecht in August 1948; it was organized in collaboration with the Netherlands government. Discussions were held and afterwards published on the changing role of the universities, academic standards, financing and providing basic services for higher education, university education, and international co-operation among universities. At the conference a permanent International universities bureau was created. Unesco also undertook, through the International association of university professors and

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lecturers, a study of the international equivalence of academic degrees.

Unesco's work for adult education has consisted in the main in preparations for the important international conference on this subject which was held at Elsinore, Denmark, in June 1949. This conference was remarkable in more ways than one. Among the countries participating were a number which were not members of Unesco, to say nothing of twenty-one international organizations. It was also the first major Unesco conference attended by German representatives. It was the first Unesco conference to receive adequate public attention: the B.B.C. alone broadcast twenty-one programmes on the conference, the proceedings were filmed, and over 500 articles were published on the conference in the Danish press alone. The proceedings of the conference have been published and an international directory of adult education is to follow. An international seminar on the methods and techniques of adult education has been organized for June-July 1950 at Kreutzstein, Austria; and another a little later at Malmö, Sweden, on the role of libraries in adult education.

I have already said that a seminar has been devoted to education for international understanding, and much more has been done in this crucial field. International essay contests were held for school-children on the subject of 'Together we build a new world'. Special popular pamphlets entitled *Let's visit Unesco house* and *You and Unesco* were published. A valuable select bibliography on *Education for international under-*

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standing and the United Nations was compiled and published. Unesco has also undertaken a publicity campaign on behalf of the United Nations declaration of human rights, and has produced pamphlets and posters on this subject.

Finally, in order to create a favourable atmosphere for increased teaching of the principles and practice of the United Nations and its specialized agencies, seminars were held in Paris and Cardiff for French and British educators. A series of excellent booklets for teachers has been published on international understanding, the teaching of geography, and on universal history.

Owing to personnel difficulties little has been done by Unesco among youth organizations, apart from the publication of a pamphlet on *International relations clubs: their formation and functions*. Preliminary work has been done on the status of the child, especially in connexion with children who have become victims of war. A report on this subject is to be issued, at the same time as one on a conference of children's villages held at Trogen in July 1948. In addition a little guide is being prepared which will set out in simple and practical terms the information needed by those who want to adopt children, and by teachers and social workers concerned with child victims of war.

Unesco has taken an active part in the various conferences which have been held in recent years to consider the grave — if perhaps somewhat exaggerated — post-war problem of delinquent children. This whole subject is gradually being consolidated by the passage of time with that of children who have suffered

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from war, whether by being displaced, orphaned, or mutilated. Unesco is consequently studying the possibility of finding permanent and long-range solutions to these peculiarly difficult and pathetic problems.

Notwithstanding its active participation in all activities concerned with the furtherance of education at all levels, the role of Unesco, as has already been said, must remain primarily that of a centre of documentation and inspiration. One of its first tasks in this sense was the compilation of a register of educators throughout the world, so as to enable the organization to get together the best possible personnel for its seminars, conferences and missions. Naturally such a register has much value for other purposes also.

In close collaboration with the United Nations a questionnaire has been prepared on the quantitative and statistical aspects of the educational systems and standards of all countries. Full and up-to-date information of this kind is clearly indispensable to form a sound basis for all educational work on an international level.

In the field of education Unesco has been fortunate in the existence of the International bureau of education. Many inquiries and requests with which Unesco cannot deal owing to its limited freedom of action are referred to the Bureau. This also undertakes preliminary inquiries and studies. Among other things the Bureau is studying the educational standards and conditions of employment of teachers, so as to provide Unesco with the information needed for its work on a teachers' charter. The Bureau is also making inquiries into the position of mathematics and science in school curricula,

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as a contribution to Unesco's project concerning the role of science in society.

A specialized effort made by Unesco is towards the creation of an international script for the blind, the absence of which is the chief hindrance to communication between the blind of different countries.

It is clear that Unesco has done some good work in the field of education, but it would be illusory to suppose that it has done very much more than scratch the surface. The member-states will have to realize that if they want this type of work done and amplified, they must provide the means. In particular, the narrow budgetary and programme procedures insisted upon by the annual conferences of Unesco are the cause of much wasted effort. Every seminar, every mission produces new contacts and new demands, which should be followed up if the utmost benefit is to be gained from the work done and the money spent.

As the Director-General said in his report to the 1949 conference (p. 40), 'Part of the solution may lie . . . in a more rigid restriction of the programme. But it does not by any means follow that a deeper cultivation of a narrower field would necessarily be more economical of money and man-power than a superficial treatment of a wide area. For example, a really intensive campaign on fundamental education alone . . . could well absorb a bigger staff than is now available for the whole Education Department. The more intensive and realistic our work in education, the more shall we discover needs that the world cannot afford to ignore.'

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CHAPTER III

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NONE of the disciplines is better organized on the international level than science. It was only to be expected therefore that Unesco should be able to get to work more rapidly and effectively in this field than in some others. Unesco's role in science, moreover, was precisely defined; as was again to be expected in the nature of things. The unity of science was proclaimed as the essential aim of Unesco in this field. The dangers of diversity, localization and isolation were clearly recognized—as indeed they long had been—which makes it all the more surprising that so many men of science of apparent intellectual integrity have been willing to bend the knee in the temple of communism. There can be and are such things as reactionary and progressive art: a work of art is primarily the expression of a personality. But there is not and cannot be such things as a Soviet biology or a Nordic geography or a bourgeois physics. A science is the result of as complete as necessary a collection of data interpreted as intelligently as possible in the light of the information available at any given moment. There can thus be only biology and physics, accurate or inaccurate, good or bad. Any attempt to influence the collection and interpretation of data by considerations external to the

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framework of science itself is not merely unscientific: it is anti-scientific. This cardinal fact has always been clearly recognized by Unesco, together with the guiding principle that the sciences should be the servants of man's progress in the understanding and control of his environment, that they should provide a basis for the development of human welfare, and that 'they will themselves make the most rapid progress when they are most fully unified, both geographically all over the world and among themselves through co-ordination and inter-penetration of their different branches'.

While Unesco has considered itself a centre of documentation and exchange of information in the field of education, it has preferred to use the term 'liaison centre' in that of science. The importance of this function is rather strikingly illustrated by some of the suggestions, questions and requests addressed to Unesco in a typical period of a few months: for the creation of new international scientific unions, for the establishment of new scientific journals, for the production of specialized indexes of mathematical tables, for the standardization of scientific terminology, for the use of auxiliary international scientific languages, for multilingual technical dictionaries, for centralized abstracting and indexing services, for the rationalization of the publication of scientific papers, for new cartographic methods, for information on microfilm, punched card and technical aids to learning, and so on.

Clearly the resources of Unesco are far too limited to enable it to cope adequately with so wide a range of activity. Nevertheless expedients have been devised

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which have made it possible to do something about a great many matters for which Unesco's help has been sought.

One of the most important of such devices has been the establishment of field science co-operation offices. The object of these is to maintain contact between the scientifically backward regions of the world and the great centres of scientific achievement. The offices so far established are in Montevideo (intended to serve Latin America); Cairo (middle east), with a branch at Istanbul; Nanking, now moved to Shanghai and Manila (east Asia); Delhi (south Asia). They seem successfully to have promoted the spirit of international collaboration by a gradually increasing supply and exchange of information, materials and personnel for the benefit of the less developed regions which they serve.

From these centres their personnel have been sent on missions to the Argentine, Bolivia, Brazil, Chili, Cuba, Ecuador, Mexico, Peru, Venezuela; to Iraq, Lebanon, Persia, Syria, Turkey; to Hong-Kong, Indochina, the Philippines, Thailand; to Burma, Ceylon, southern India, Indonesia, Malaya. In most of these places, as well as at their local headquarters, lectures, broadcasts, interviews have carried the Unesco idea of scientific co-operation and unity throughout the world. This local personnel also makes it possible for Unesco to be represented most effectively and economically at appropriate conferences, such as the Regional committee for the eastern Mediterranean, at Cairo; the World technical conference, at Cairo; the inaugural meeting

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at Bangkok of the International rice commission; the inaugural meeting of the Fisheries council for the Indian and Pacific oceans, held at Singapore; the regional conference of the Latin American members of the International labour organization, at Montevideo; and others.

It would be impracticable to enumerate all the specific tasks undertaken by the field science co-operation offices. Here are a few, which will serve to give some idea of the services which Unesco has already rendered in this field. The south Asia office has been asked by the government of India to survey the scientific institutions of the Indian states and to study the possibility of developing the Andaman islands. In Ecuador the Latin American office has been asked to co-operate in the organization of scientific and technical research. The east Asia office undertook the distribution to Chinese universities and institutions of two million dollars' worth of engineering equipment, inherited from U.N.R.R.A. This list could be greatly extended by the inclusion of more strictly technical matters, such as the bringing together of Indian and Indonesian scientists with the result that the problem of eradicating the water hyacinths which blocked Indonesian inland waterways was solved, means being found at the same time whereby the weed can be used for compost for fertilizers.

How dramatically and poetically these local centres demonstrate the Unesco thesis of the world-wide unity of science! 'At Chiatung,' wrote a distinguished member of the Unesco secretariat, 'one discussed nuclear physics in the family temple within sight of the mountains of Tibet; in the caves of Kuangsi one found large

power stations with engineers dying to talk to a technologist from the outside world; and among the aboriginal tribesfolk of Tali, one helped a planktonologist to launch his boat on the lake of Erh-Hai, beneath the Tower of the Five Glories.'

Nor must it be forgotten that work done in scientifically backward countries can quite often be of value even to the most happily placed workers: the traffic is by no means all one way. And of course the difficulty of obtaining information is even greater in that direction. This difficulty has been happily resolved, for one region at least, by the publication of successive issues of a *List of scientific works published in the middle east* — though it must be admitted that this publication is somewhat defective in its presentation. Recently a similar list for Latin America has been produced.

All this work is by no means negligible, but it is only indicative of what could be done with greater resources and freedom of action.

An example is provided by the Hylean Amazon¹ project, the object of which is to promote the study of a vast and rich, but almost wholly undeveloped region of seven million square kilometres in South America. The 1947 conference of Unesco stipulated that the organization's activity in this field should be strictly limited to promotion and encouragement. It refused to budget for future years, but provided limited funds for preparatory work to stimulate the formation of

¹ This name, from which Lord Simon derived so much more or less innocent amusement in the House of Lords debate on Unesco (*Official report*, 26 January, 1949), simply means 'wooded Amazon'.

an Hylean Amazon institute. In August 1947 a preliminary meeting was held at Belem do Para, at which various international organizations were represented, as well as the nine countries parts of whose territories form the Hylean Amazon area: Brazil, Bolivia, Colombia, Ecuador, British Guiana, French Guiana, Peru, Surinam, Venezuela. This meeting agreed that an institute should be created and that the necessary steps should be taken. This was done, and at a further meeting held at Iquitos in May 1948 a convention establishing the International institute of the Hylean Amazon was agreed, together with a budget. The convention was to come into force as soon as ratified by five of the founding nations. In the meanwhile an interim commission was set up with headquarters at Manaus, Brazil. Unesco provided the funds for the preliminary work, for the preparation of the Iquitos conference, and for carrying out the first anthropological and other surveys, as well as administrative and fiscal surveys to guide the formulation of the programme and organization of the Institute. In addition the interim commission was authorized to accept equipment and material from various countries.

Yet, notwithstanding the unquestionable and unquestioned value of the project, the sound and cautious preparatory work put into it, the financial aid provided by Unesco, and the agreement of all the interested nations, the Institute has not yet come into existence, the necessary number of formal ratifications not having been received. Indeed, had it not been for a loan from the Brazilian government the whole scheme might have

collapsed. This whole experience illustrates the kinds of difficulties Unesco comes up against as soon as it tries to promote really effective action involving realistic inter-governmental action on an even partly political plane.

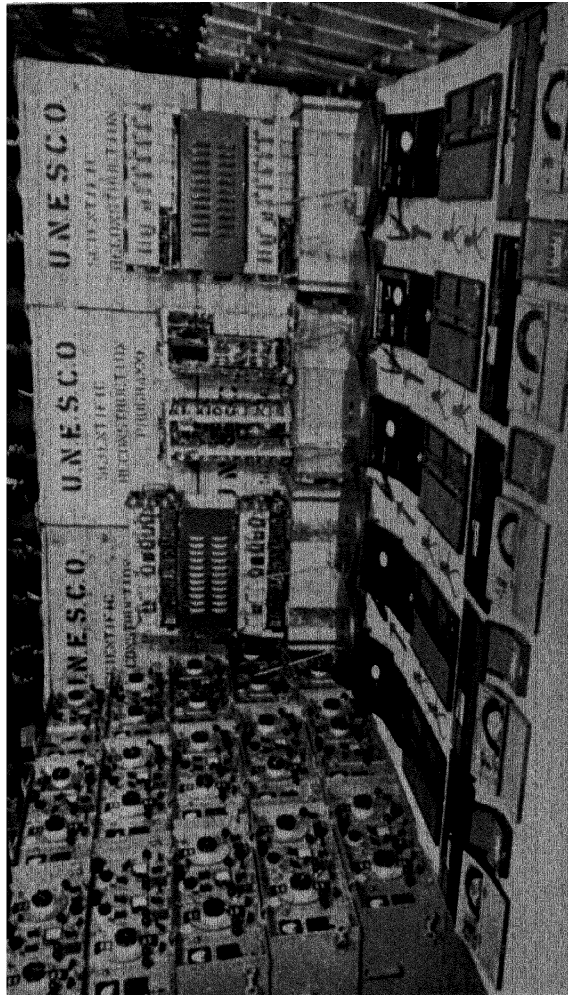
This is by no means the only international scientific institute which Unesco has tried to get established. With objects not dissimilar to those which underlie the Hylean project the possibility has been considered of establishing an international institute of the arid zone. An intensive survey of the world's deserts is at present in progress, and a symposium is to be held in 1951 in Israel to discuss the 'conquest of the desert'. Modern scientific work of many types resting more and more on increasingly complex calculations, and the facilities for such work being extremely limited and expensive, the possibility of forming an international computation centre is being studied. Unesco is collaborating with the United Nations in the creation of international laboratories. The effects of high altitude on life and certain physical phenomena observable only at high altitudes are of considerable importance: Unesco is making efforts to secure the intensification and co-ordination of such work, and a Commission on high altitude research stations has been set up as the result of a conference held in August 1948. An international centre of scientific research is to be created in western Europe.

All this work, as well indeed as most of Unesco's work in the field of science, has been done in close collaboration with the existing and newly created inter-

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national scientific unions. As I have already said science has been fortunate in the high degree of its international organization. Yet many of the international bodies, especially after the war, were working under great difficulties, with insufficient funds and some even to all intents and purposes without staff. It was therefore an obvious step for Unesco's funds available for scientific purposes to be contributed in substantial part in the form of grants to bodies already existing to do appropriate types of work. I do not propose to burden these pages with masses of budgetary details, but in this connexion it is rather interesting to set out a list of the international scientific organizations helped by Unesco, together with the amounts granted in 1948.

International union of pure and applied physics	\$17,300
International astronomical union	21,880
International scientific radio union	9,000
International union of crystallography	8,000
International geographical union	2,000
International union of chemistry	11,325
International union of geodesy and geophysics	34,270
International union of biological sciences	22,945
International zoological station, Naples	10,000
International congress of zoology	3,000
International commission on zoological nomenclature	10,600
International congress of genetics	4,000
International congress of entomology	3,000



Equipment for scientific reconstruction

S C I E N C E

International association of micro- biologists	25,900
International high altitude station, Jungfrauoch	4,000
International union of theoretical and applied mechanics	7,200
International union of the history of science	8,900
	\$203,320

These international unions are federated in the International council of scientific unions, which received an additional grant of \$29,854, making a total of \$233,174. The broad objects on which these sums were spent were as follows:

Transportation expenses for meetings, symposia, commissions, congresses, etc.	\$82,684
Travel grants	11,000
Publications	49,530
Permanent international services, laboratories, stockrooms	78,900
Administrative overheads	11,060
	\$233,174

More concretely, the Unesco grants contributed to the realization of about 120 projects, to the meetings of 450 men of science at 50 international conferences, to the production of about 40 publications, and to the work of some 30 international laboratories and the like.

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In this way Unesco, without itself undertaking any direct scientific research, has promoted the free and peaceful pooling and co-operative use of the known data of knowledge which, if properly used, contribute to the welfare of mankind. Nor should it be supposed that this help is of diminishing importance. For instance, even today in most countries men of science—in common with all scholars—have difficulty in obtaining foreign currency to enable them to attend international conferences, let alone spend longer periods in that indispensable refreshment and stimulation which can only be obtained from the leisurely meeting of minds. The rapidly increasing costs of all form of communication, including publication, present problems in international collaboration which tend to increase rather than diminish.

To give a single concrete example: an international scientific congress of the Pacific was held in New Zealand in February 1949. Unesco made it possible for five European and three Asiatic scientists to participate in its work. None of these would otherwise have been able to attend—and of what use are international conferences attended only by local people? Unfortunately the list of international conferences which have had to be abandoned because of currency difficulties—for instance, the international bibliographical conference which was to have been held in the United States in the autumn of 1950—is a lengthening one. I have underlined this point because it is important not to imagine that Unesco's work in this direction is designed to meet a temporary emergency: the emergency in a period

whether of shooting war or of cold war is unfortunately a permanent one.

Unesco's activities have developed with comparable success in the field of the applied sciences. Jointly with the World health organization Unesco held a conference in Brussels in April 1949, at which a Council for the co-ordination of international congresses of medical sciences was set up. A quarterly bulletin is to be published to achieve this aim. Similarly Unesco is co-operating closely with the Food and agriculture organization in scientific matters. The two organizations have jointly supported the library of the former International institute of agriculture in Rome. A survey has been made of the existing national and international societies in the field of technology. More particularly efforts are being made to create a permanent international organism to co-ordinate international engineering congresses.

I have already alluded to one of the greatest difficulties now confronting the worker in all fields of learning and research: that of publication and diffusion. The problem is perhaps most serious and most urgent in the natural sciences, owing to the immense volume of scientific work, and consequently it is in this field that Unesco has concentrated its efforts.

Each year there are published about two million scientific papers in 50,000 periodical publications. Having once been published (whether in fact they all deserved to be published is another story) they have to be, or rather they all should be, catalogued, classified and analysed in such a way as to make each paper

available to anyone anywhere who is potentially interested in it. This raises all sorts of questions. Are our present methods of publication adequate? Can new methods of production be devised to break the vicious circle of increasing costs and its attendant evils? Should all these papers be listed by country of origin or by subject or by both? Should they be abstracted, and if so in what detail and in what groupings and in what languages? Can entirely new methods of analysing published matter be devised, as by punched card techniques? Can the vast bulk of this material be made more manageable by the use of microfilm, microprint or microcard?

All these matters have been studied by various conferences and meetings of experts convened by Unesco. Unfortunately the problems involved are too big, too complex and involve too many vested interests to admit of easy solution. Few practical results have emerged as yet, but the ground is being cleared and surveyed, as in a directory of current periodical abstracts and bibliographies (*Index bibliographicus*) which is in preparation.

Differences of language form one of the barriers to international communication even in science, with its own highly developed international language, and international organizations in various fields are being encouraged to prepare multilingual dictionaries.

A good deal of work has been done in connexion with scientific apparatus and equipment. A series of inventories of equipment required for the teaching of science at primary, secondary, and advanced levels has been published. These well thought out and admirably

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presented volumes have been or are to be published in French, English, Spanish, Arabic, Chinese, and other languages. An interesting idea was the publication of an illustrated booklet containing many valuable hints on the improvisation of simple apparatus. In the main out of war surplus material a number of workshop units was assembled for presentation to those countries most desperately in need of them. These units include hand-tools for metal and wood work, precision gauges, drilling and milling machinery, punches, saws, welding outfits, indicators and micrometers, machine-tools, and so on, as well as a limited quantity of such rare materials as aluminium, copper, perspex, and light metal sheeting. The programme of purchases of scientific material is continuing to meet specific needs, and by June 1950 had reached a total of nearly \$600,000.

In connexion with a conference held in Unesco House to bring together the leaders of science clubs an exhibition on the work of such clubs was organized. Other steps have also been taken to foster the spirit of international co-operation between young people interested in science and to promote the general diffusion and popularization of science. For instance, articles and essays have been commissioned and widely distributed on such subjects as the popularization of science through cheap books and films. Monographs have been published on the popularization of science through books for children and on the theory and practice of popular science.

Special attention has been paid to the stimulation of discussion about the world's food problems. In

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consultation with the Food and agriculture organization and other United Nations agencies twenty articles and essays on 'Food and people' were commissioned from writers in eleven countries. Some of these pamphlets have been published in large editions, in the United States by Science Service, and so on. Unesco has also issued film and radio material in this field, as well as a book for children and an illustrated reader for use in the rural areas of Latin America.

In the field of the protection of nature Unesco works in close accord with the International union for the protection of nature. An international technical conference on the protection of nature was convened in August 1949. It discussed, among other things, means of giving the public a better understanding of man's relationship to his environment, legislative measures for the maintenance of nature's equilibrium, and the possible consequences on the balance of nature of planned enterprise and of the wide use of anti-parasitic products. All these matters had been prepared by three previous regional conferences: one at Denver, which dealt with the western hemisphere, one at Fontainebleau for Europe and Africa, and one in New Zealand for the Pacific and Asiatic areas.

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CHAPTER IV

THE SOCIAL SCIENCES AND HUMANITIES

FOR a variety of reasons into which we fortunately need not enter in this place, the social sciences and humanities have in the past been much less adequately organized internationally than the natural sciences. Unesco's task in these fields was consequently far more difficult, and a long period of study and preparation was necessary before really effective work could be begun.

In the social sciences particularly Unesco has spent most of its energies in efforts to secure the establishment of international organizations for the social sciences in general, and for economics in particular, as well as parallel organizations for political science and comparative law. Considerable difficulties were encountered. If such organizations had not previously been formed it is no doubt because sociologists do not find it easy to get together and to speak a common language. The events of the last twenty years could not but enlarge such breaches as were already there, and the difficulties have broken several of those who have tried in Unesco to resolve them. To this day no permanent head of the appropriate department has been appointed.

However, some progress is now being made, with the help of an *International bulletin of social sciences* and a substantial *Survey of political science*.

Among the most important tasks entrusted to Unesco are undoubtedly the inquiries into international tensions and international understanding, studied as psychosociological problems. What are the factors which increase or diminish feelings of hostility and intolerance between peoples? This is the basic question which these studies are trying to answer. The main lines of research which have been followed are worth considering in a little detail.

One is the attempt to determine the features which characterize the cultures, the ideals, the legal systems of the various nations. Most people are ready with facile answers to such a question: but the volatile Italian, the stolid Swede, perfide Albion, uncle Sam, are stage figures, conventional cartoonists' material, crude notions sometimes far from and even opposed to the truth. Only by painting true pictures of the nations can mutual sympathy and respect be evoked where deserved. In pursuance of this aim an agreement has been entered into with the International conference of higher studies for the preparation of four model monographs on France, Norway, Poland, and Switzerland—all European countries unfortunately. These monographs, some of which have been completed, will take their place in a series of sixteen works on national ways of life, in which further volumes on Canada, Hungary, India, and Brazil are already in preparation. All these volumes are being compiled on a uniform plan and

there will be a general index to the whole series — an excellent idea.

Such studies are valuable not only in themselves but in their stimulating effect. A striking example of this seminal influence is provided by the government of India, which, through its universities, has established working parties in economics, political science, history, anthropology, sociology, and psychology, in order to throw light on the tensions existing in India. The government of India has asked Unesco to provide the services of an independent expert to help in these investigations — surely a remarkable example of inspired common-sense on the part of a sovereign state, and also, incidentally, of the prestige Unesco has acquired in so short a time even in so delicate a subject.

A significant and ingeniously conceived pendant to this analysis of ways of life is an inquiry into the notions peoples have of themselves and of other nations. A number of public opinion institutions have been engaged to conduct these inquiries, which, if properly analysed and interpreted, should yield much significant information.

Minor studies in this field are being conducted into children's ideas of their own and other countries, and into the typical representation of foreign countries in the press, films, and radio.

A further element in this investigation of tensions is the study of the methods which have been used in education, politics, philosophy and psychology, to modify and influence people's views about themselves and their neighbours. Related to this is the examination of the

processes and forces of a psychological character which enter into play in human conflicts. Memoranda on these investigations have been prepared by such organizations as the Tavistock institute of human relations, in the United Kingdom, the École internationale of Geneva, and the Society for the psychological study of social issues, in the United States. Preliminary consideration of these memoranda has helped to direct further work in the directions likely to prove most fruitful.

Attention has also been given to the role of international youth camps in the struggle against false nationalistic sentiments.

Finally, in this connexion, studies have been made of the influences to which the individual is subjected during the course of his life, influences which might tend to predispose him towards sympathy for international understanding or, on the other hand, towards aggressive nationalism. A small group of interesting composition discussed this question: it was composed of a Brazilian sociologist, a French sociologist, a Hungarian sociologist, a Norwegian philosopher, a British psycho-analyst, and three Americans: a psychiatrist, a psychologist, and a sociologist. When these eight people compared notes it was discovered that four of them had been in prison, two exiled, and two tortured by the Nazis! The discussions of this group were conducted with an exhilarating frankness and vivacity; they have given rise to some interesting publications.

Preliminary arrangements have been made for an inquiry into the origins and methods of fascism. Within the general framework of the study of modern methods

for changing mental attitudes, a special inquiry has been conducted into the prejudices which may be found to exist among teachers. A model history textbook is being prepared in France to underline more particularly cultural borrowings between peoples. In the United States an extensive book is being prepared on investigations into the techniques used for changing attitudes.

Outstanding among the causes which provoke states of tension are movements of populations. Preliminary documentation is therefore being assembled to prepare for a study of the phenomena of emigration and immigration, with special reference to the problems of cultural assimilation. It was hoped to call in this connexion an international demographic conference, but this has had to be abandoned. The United Kingdom has undertaken, with Unesco help, an inquiry into the differences between the attitudes of British and German children. A conference of specialists held at Royau-mont in September 1949 studied national symbols and their bearing on affective relations between nations. Unesco has submitted to the Economic and social council of the United Nations a plan of action in connexion with the protection of minorities and the combating of discriminatory measures. The organization presented a special report on racial discrimination in its bearing on international understanding.

In connexion with the vital problem of racial relationships, Unesco is undertaking a pilot project in Brazil. The object is to determine how economic, political, cultural and psychological factors help or hinder

harmonious relations between racial groups within a community.

The techniques of international conferences were discussed at a meeting of experts held in New York at the beginning of 1949. A plan of work was agreed and two working parties have been formed to study the matter in the field.

As efforts to promote international understanding and collaboration become increasingly successful, that success itself creates new problems. Different nations have different principles of government, which inevitably affect their legal and administrative relations with each other and in particular with international organizations. Unesco has undertaken a study of the problems of this order raised by the participation of member-states in international organizations generally, but more particularly in the United Nations and the specialized agencies. A series of reports on the functioning of national administrations in relation to international ones will form the basis of international discussion.

A minor activity of special interest is the attempt to compile a catalogue of unpublished theses in the field of the social sciences—an effort which might well be extended to other subjects.

Unesco's activity in connexion with the study of international tensions and the promotion of international understanding has been described in a little detail, though far from exhaustively. I have done so because it is the subject which is perhaps the most critically important of all those with which Unesco is concerned, and also because this field illustrates admirably the

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difficulty and complexity of such work on the international level, and the endless ramifications which present themselves as soon as attention is focused on the causes of human mass-phenomena.

Under the heading more particularly of the political sciences an international conference was held in September 1948 to consider the possibility of improving the methods used in the study of political phenomena. The studies and inquiries then launched have led to the publication of a collective *Survey of political science*. This book of over a thousand pages, published in English and French editions, contains fifty contributions from forty-eight experts belonging to twenty-one countries. The essays deal with the objects and methodology of political science, with its theory, and with studies of such specific subjects as political institutions, parties, public opinion, teaching, research and the like.

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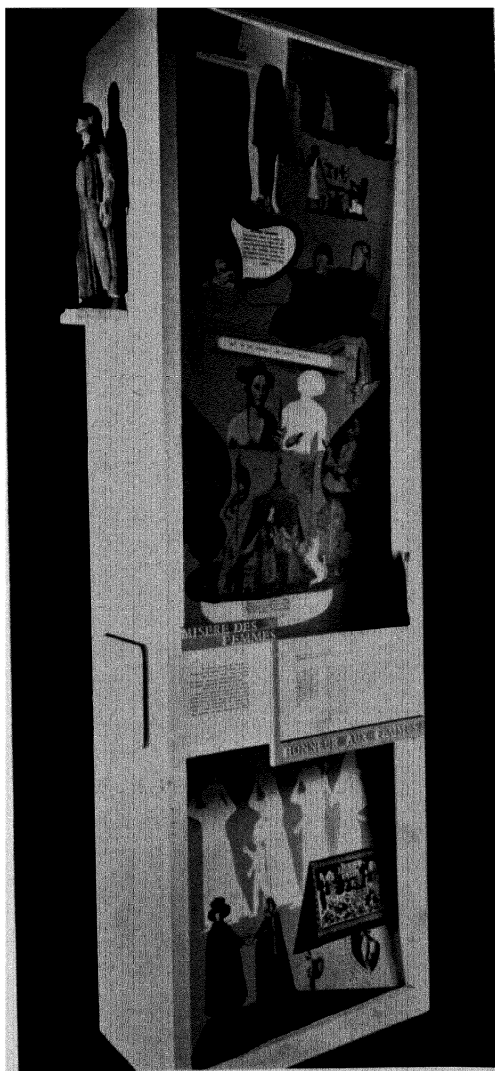
Unesco's first general conference laid down that the organization's initial step in the field of philosophy and the humanities should be a survey of the international aspects of these subjects and their relations with the objects of Unesco. More precisely the organization was later given the following directive by the Executive board: 'Preliminary efforts will be made to lay the foundation of a large-scale inquiry into the borrowings, actual or potential, from one civilization to another, and into how its [Unesco's] activity in the humanistic studies can contribute to the maintenance of peace and

the place of historical study in teaching.' Not very lucid or even grammatical! but the general intention is clear.

The inquiry was conducted by questionnaire and expert conference, with the result that a general tendency was found for all the elements of a culture to group themselves around a philosophical and historical kernel.

Much of the preliminary work of Unesco in these fields, as in others, consisted in the strengthening of the existing international organizations. That is, efforts were made to ensure that these organizations were adequately representative and democratically run. New bodies have been promoted where necessary. Efforts were also made to create a federation of the relevant international organizations. Two new bodies soon emerged, the International federation of philosophical societies and the International federation of classical studies, and 1949 saw the birth of the collective International council for philosophy and humanistic studies.

Among the tasks undertaken by Unesco, in collaboration with the appropriate organisms, are the co-ordination of bibliographical and abstracting services in the social sciences, the promotion of international conferences and the encouragement of various lines of research. For the double purpose of encouraging contact between thinkers from different countries and of seeking to attain the definition of certain philosophic concepts, discussions took place at Amsterdam in 1948 of the philosophical foundations of humanism, the bases of liberty, and the philosophical bases of the various



The status of women

This is a panel from Unesco's exhibition to celebrate
the universal declaration of human rights

conceptions of democracy. Six major philosophical reviews, in Belgium, France, Italy, Sweden, Switzerland, and the United States, published special numbers on these symposia.

An inquiry was conducted into the philosophical bases of the rights of man. The replies to a questionnaire were considered by an expert committee, which transmitted a report to the Commission on the rights of man of the United Nations. After a philosophical and historical study of the rights of man, this report enumerates briefly what are regarded as the most fundamental and general rights of contemporary man. In so doing it accords an important place to spiritual, cultural and educational rights, alongside the more obvious political, social and economic ones. An important conclusion which emerges from the report, perhaps the most important thing in it, is the existence of a considerable area of complete agreement as to the fundamental rights of man even among thinkers of the most varied and even opposed kinds. Lest this fact lull us into a false feeling of optimism it is perhaps worth reminding the reader that in the nature of things Unesco could not obtain the views of official totalitarian 'thinkers'. A substantial symposium on this subject has been published, together with a series of booklets, of which *The right to education in the world today*, *The rights of the authors*, and *Freedom of sciences* have so far appeared.

Following on the inquiry into the philosophical bases of human rights, Unesco has undertaken a study of the principal meanings which the conceptions of liberty,

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democracy, law, and equality have taken on in the history of political philosophy and of the philosophy of law. Consideration is being given at the same time to the practical influence of these conceptions and to the role they play in contemporary ideological conflicts. So far only the notion of democracy has been tackled, for lack of funds and personnel. A carefully organized discussion took place in Mexico in January 1950 on the perils of intellectual freedom.

Broadly speaking, Unesco's work in the field of philosophy has been mainly normative and aimed at clearer definitions and the re-valuation of values.

The results of such inquiries can never be startling or even concrete, as they can be for instance in the domain of the sciences. Ideas cannot be seen and measured, but it is ideas nevertheless which eventually move the mountains. Symbols strike the imagination more easily just because they are outward and visible, but after all they only represent the inward grace which is the true reality. Let the reader therefore not too hastily condemn all this talking round and about, for if a basis of agreement on these fundamental questions can really be attained the ultimate value to mankind will be greater than that of all the other efforts of all the United Nations agencies put together. In the meanwhile, to be sure, man must be fed and preserved from destruction!

I have left to the last in this particular field some account of one of the most interesting and potentially valuable activities of Unesco: the compilation and publication of a scientific and cultural history of man-

kind. This project offers one more object-lesson of the sometimes incomprehensible difficulties of international intercourse on the intellectual level. Concrete proposals for such a history go back to the wartime deliberations in London of the Conference of allied ministers of education. From the beginning the idea was welcomed and approved and resisted. It was not until the present year that the project, which would appear to have everything to recommend it and nothing against it, was finally got under way, in response to the following cautiously worded resolution of the fourth Unesco conference: 'The Director-general is instructed, in consultation with appropriate scientific associations and international non-governmental organizations, to continue preparations for the publication of books which will provide, for general and specialist readers, an understanding of the scientific and cultural aspects of the history of mankind, of the interdependence of peoples and cultures and of their contributions, including that of labour organizations, to the common heritage.'

As the plan stands at present it is proposed to produce a main work in a series of substantial volumes, a one-volume condensation for the use of teachers and the general public, and two series of model textbooks designed respectively for primary and secondary schools. The basic book will contain, first, a general survey of mankind from the points of view of anthropology, ethnology, language, and psychology. This will be followed by an account of the contribution of successive ages of mankind to the growth of civilization, from the palaeolithic age onwards to the rise of the oriental

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empires and the great religions, the emergence of reason and knowledge as guides to action, the development of mechanization, and finally the birth of international consciousness. Next will come a detailed study of the mutual indebtedness of cultures through travel and transportation, and its immense speeding-up by the successive inventions of writing, printing, films, radio and television. These culture-contacts will be illustrated by detailed studies of the various sciences and technologies, and of course, of the arts. Special studies will be devoted in this context to the role played by magic and sorcery in the development of science, and to the growth of social and political institutions and of the historical sciences and philosophical systems. Next will follow surveys of the characteristics of the chief historical cultures and civilizations. Finally, and most difficult of all, will come, by way of synthesis, a discussion of the two underlying themes, the progress of mankind and the interdependence of peoples. The possibility of establishing a world civilization will be examined, in answer to the question, 'What are the elements from all the civilizations which ought to be combined in a world civilization?'

This great work, if it is allowed to develop and mature without undue interference, is capable of providing an immense stimulus to the movement of ideas which led to the creation of Unesco. Let us hope that the internal commission now in charge of it will continue to receive support from successive Unesco conferences.

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I now turn to the field in which international co-operation is perhaps most difficult of all to attain: the arts and letters. To get writers and artists together in any one country is difficult enough: on the international plane the task is one to make a strong man blench. It has in fact made a succession of officials in Unesco throw in their hands: in no other field has there been so great a turnover of staff. Nor could it be pretended that Unesco has achieved very startling results in this direction.

Yet, in the efforts to produce minimal levels of culture throughout the world the role of the arts and letters can hardly be exaggerated. At the same time, Unesco has always clearly underlined the fact that the creation of minima is very far from implying a levelling-down or standardization of cultures. On the contrary, in all Unesco's work there has been stressed the importance of the diversity of the world's cultures as an outstandingly important factor in creating an atmosphere in which artistic creation and enjoyment is possible. Far from seeking to impose or standardize forms of culture or of artistic expression, Unesco is seeking to produce the conditions which will enable each culture to develop within itself those art-forms which arise spontaneously when there is complete freedom to work and create. At the same time Unesco seeks to provide opportunities for international contact and intercourse so that each culture may not run the risk of becoming sterile by remaining enclosed within its own horizons, with the dangerous inbreeding which inevitably results, and which even has dangerous political implications. This

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is made very clear by the use which totalitarian regimes make of their artists and the absolute control they impose on them.

In order to give the peoples of the world the greatest possible mutual feeling for each other's cultural and artistic heritages, these heritages must be made available to each other to the greatest possible extent. Archaeological sites, museums, libraries must be made accessible to all; the great treasures of painting and sculpture must be formed, so far as prudent and possible, into travelling exhibitions; where this is not possible the best possible reproductions must be made available at the lowest possible prices; theatrical, musical, ballet companies must travel widely and give their performances at low prices. Unesco has made efforts in all these directions.

An interesting inquiry made by the organization was one into the status of artists and the arts, with special reference to the freedom of the artist. This survey has developed very slowly because of the lack of appropriate organizations from which the necessary information could be obtained, but the work has now been completed and should yield useful information.

A study has been made of the role of the arts in education at all levels, from the kindergarten to the university, in normal schools and in adult education. It is hoped that the material yielded by this survey may help to improve methods of art education and to raise the quality of the technical means and materials used, and to favour international exchanges in this field.

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In the field of the theatre it was felt that international contacts and organization were sufficiently developed to justify the formation of an international theatre institute. All the laborious and complicated preparatory work was successfully carried through and the institute is now in existence, the constituent conference having been held in Prague in the summer of 1948. The Institute now numbers nineteen member-states. It publishes an illustrated journal and is at present devoting much of its attention to the problems of theatre architecture.

In the field of music rather similar action was taken, by the bringing together of the existing international organizations in the fields of musicology, contemporary music, popular music, and so on. The International music council has now been established. Unesco has been able to give some help to young composers by way of bursaries and small subventions.

A committee of experts was called in July 1948 to consider various problems connected with recorded music. These experts recommended the creation of a centre in Unesco which should undertake as its first task the compilation of an international catalogue of recorded music. Unesco accordingly collected information from commercial producers of records and from the increasingly numerous 'libraries' of records, and has already assembled an extensive documentation. A central index of recorded music is in progress. A select catalogue, devoted to the compositions of Chopin, was extracted from this index and published in 1949. A repertory of classical Indian music has also been

produced. The next instalments to be issued will be devoted to Beethoven and to folk-music.

Composers from ten countries were invited to produce chamber music in honour of the centenary of Chopin's death, and the resulting compositions were broadcast from Paris in October 1949. As is almost inevitable on such occasions the celebration was less notable aesthetically than as an interesting gesture of international goodwill.

An ingenious combination of Unesco purposes, unified through music, was the series of twelve fifteen-minute broadcasts produced by the organization. The series, entitled 'The Voice of five continents', consisted of simple dialogues on subjects of interest to Unesco, the whole tied together by folk and classical music from many different countries. The theme of the whole was: the peoples of the world can communicate through music.

In the so-called graphic and plastic arts, Unesco has pursued with tenacity, in the face of difficulties and scepticism, the aim of widening artistic appreciation by making works of art more generally and more easily known. More particularly efforts have been made to increase the importance of the arts in the curricula of schools and of institutions for adult education. Among Unesco's activities towards this end may be mentioned the quarterly bulletin *Art and education*. A good many governments have already intimated their wish to participate in a programme of exchange of information in this field.

However, it can hardly be doubted that the best way

to help people to know and to appreciate works of art is to enable these to be seen. Hence Unesco continues at every opportunity to press on those concerned the desirability of the exchange of works of art and the increase and improvement of travelling exhibitions. Within its very limited possibilities in this field Unesco has itself done some interesting work, as will be remembered by those who recently saw in London the Unesco exhibition of paintings and sculpture done by largely untaught Egyptian children. This exhibition was a useful shock to conventional aesthetes and is said to have proved a stimulus to working artists.

Still, there are unfortunately very definite limits to what can be done in the way of confronting a wide public with actual works of art, apart from the fact that there are large classes of works of art which can only be seen on the spot: architecture, monumental sculpture, very large and fragile paintings, frescoes, and so on. It is for this reason that reproductions, however much they must always remain fundamentally inadequate, acquire such great importance. Techniques of colour reproduction, in particular, have greatly improved in recent years, and Unesco's efforts have been directed towards encouraging the production of the best possible colour reproductions at the lowest prices. An important contribution to this has been the publication of an illustrated and professionally highly competent catalogue of colour reproductions of paintings.

Unesco has taken even more direct steps in this field by giving help and encouragement to publishers to produce albums of reproductions. One such album,

by no means perfect but within its limits admirable, has been produced of details from the incomparable frescoes of Masaccio in the Brancacci chapel at Florence. It is hoped to collaborate in further publications of the same kind. It is important to choose very carefully the subjects of such portfolios, in order to concentrate on works of art difficult of access, and to avoid all appearance of luxurious production. An adequate number of free copies should also be made available to schools and clubs who cannot afford to buy portfolios of this kind, which can never be made absolutely cheap. If all these precautions are taken the publication of such portfolios of first-rate reproductions will undoubtedly be performing a valuable service, specific and concrete enough to please even the most sceptical.

Fourteen sets of the fifty best obtainable colour reproductions of contemporary paintings have been put together. One set is on permanent exhibition in Unesco House, while the remaining collections are continuously on tour in a large number of countries. An excellent idea, which should be expanded.

Unesco has also prepared an inventory of institutions possessing photographic archives of works of art. A detailed catalogue of these archives would be a large and costly undertaking, but would be an immense boon to all concerned with teaching and studying the arts. The possibilities of popularizing the appreciation of the arts through films has not been overlooked. A detailed survey has been made of the numerous and complex difficulties and restrictions of various kinds, particularly tariffs and customs regulations, which hamper the

movement of works of art. Meetings have been held with competent authorities to discuss such basically important subjects as freedom of criticism. It is hoped to establish in this field also an international federation of the existing international organizations, and an international review of the arts is in preparation.

An international conference of art critics met in Unesco House in June-July 1949 to discuss art and society, modern art, and the formation of an international federation of art critics and historians. A group of experts met in October 1949 to suggest practical steps to secure the preservation and development of indigenous arts.

Perhaps in the long run most important of all, an inquiry has been made into 'how the artist lives'. Nobody cares, but unless something is done the artist threatens to become a superseded mutation.



In the field of letters Unesco's work has been perhaps least effective, partly because of personnel difficulties, but chiefly because fear of the printed word as a potential carrier of ideological propaganda has strongly inhibited the attitude of some member-states to Unesco's work in this field. A centre for the exchange of various types of articles likely to promote international understanding was set up in Unesco. A number of countries and a large number of journals expressed their agreement, and about thirty articles a month are now being exchanged between these reviews.

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A great deal of time has been spent, following a unanimous resolution of the General Assembly of the United Nations, in drawing up lists of the world's great works of literature and in organizing the translation of these works into other languages. Perhaps because the request that this work be undertaken originally came from the delegate of the Lebanon, a commission was set up in that country for the translation into Arabic of literary masterpieces in other languages, and for the translation of Arab classics into French, English and Spanish. So far only one of the works of Ghazali, the eleventh-century philosopher, has been translated from Arabic into the European languages, as well as one of Avicenna's works into French only. In the other direction the works first undertaken are the *Divina com-media*, Aristotle's *Politics*, *Don Quixote*, *A Winter's tale*, Bacon's essays, the *Discours de la méthode* of Descartes, and Manzoni's *Colonna infame*. It is impossible to restrain a slight feeling of scepticism about such a project as this: it is almost the only one of Unesco's tasks which has an old-fashioned air of unreality about it.¹

A parallel scheme has been prepared for the translation into English and French of the most important literary productions of Latin America. The manuscript of an anthology, in English and French, of Mexican poetry is ready, and provisional lists have been drawn up of further works, and it is hoped that a satisfactory

¹ It is only fair to mention that this personal view is by no means universal. Indeed, this particular project has been specially acclaimed by many, perhaps because of its non-political and 'safe' nature.

budget may be devised, for it should be noted that the publication of the works produced under these schemes of translation is not undertaken by Unesco but by publishers in the usual way.

The International institute of intellectual co-operation published a periodical *Index translationum*, in which were recorded the translations published in various languages from books originally published in others. This is often considered a valuable contribution to international bibliography, and Unesco is continuing the series, beginning with a volume setting out 8,750 translations published in twenty-six countries in 1948.

Unesco has contributed a volume of tributes to the centenary of Goethe, in which a number of the world's great and less great literary figures expressed their more or less accurate homage to the author of *Faust*. A similar volume has been prepared on Balzac.

As the PEN club may be regarded as the most representative international organization in the field of letters, Unesco is endeavouring to co-operate with it in several ways. The club has been asked to organize a round table on the freedom of the artist, and is being helped to publish a bulletin of information on the most important new books published in various countries.

* * *

In the field of museums Unesco found already in existence an active and well-organized International council of museums, and has been able to develop its programme in close collaboration with this organiza-

tion. Unesco's work has been primarily one of co-ordination and stimulation, chiefly through the publication of *Museum*, a well-edited and admirably presented technical review. Special numbers of *Museum* have been devoted to such subjects as the educational role of museums, and the museums of Sweden.

The exchange of personnel between museums in different countries has been encouraged and is said to be functioning with striking success. An international conference of museums was held in 1948. The attendance of 370 delegates from 29 countries shows that the study of museums is no narrow and specialized interest, and indeed there is no doubt that much good can be done by efforts to draw people into museums and to keep their interest once they are in.

In regard to historical monuments and archaeological sites not much progress has yet been made. It is easy to say that many nations have inherited a common interest in, for instance, the site of an ancient civilization from which they are descended. But such sites are geographical as well as spiritual entities: they are located within the borders of sovereign states, which are not particularly disposed to throw them open to all comers. And how can one blame them when it is remembered that until very recently indeed archaeology was not easily distinguishable from pillage: the world's museums provide ample evidence of that. The creation of an international council of historical monuments has been envisaged, and if realized it may be able to devise a solution to this most delicate problem.

Among the advisory work done by Unesco in this

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field has been collaboration in the establishment of an agricultural museum in India and a science museum at Montevideo.

* * *

Libraries, the permanent custodians and disseminators of man's recorded wisdom, have naturally received much attention. It is difficult to exaggerate the importance of the library in the preservation and diffusion of culture, an importance in no way diminished by such techniques of communication as films, radio and television. The chief preoccupations of Unesco in this field have been the improvement of bibliographical services, the promotion of the freer flow and exchange of publications, the reconstitution of libraries which have suffered from war, and the promotion of the public library idea.

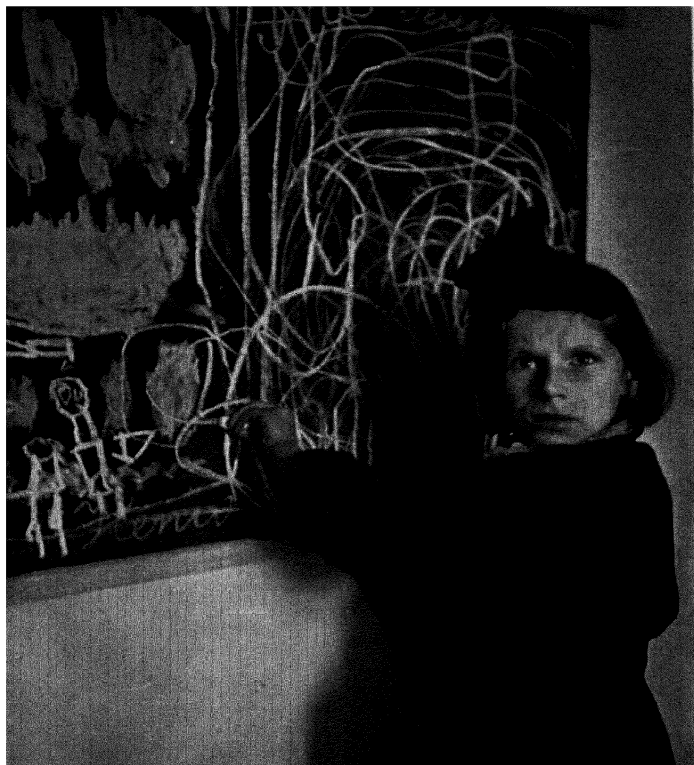
The first general conference of Unesco singled out the development of inter-library lending as an outstanding activity of the organization in the library field. This led to a careful preliminary study of the problems involved in compiling a collective catalogue of the libraries of Europe, similar to those already existing in the United States, the United Kingdom, and elsewhere. Such catalogues have proved incalculably valuable tools of the inter-library lending of otherwise unavailable books, periodicals, etc. A detailed cataloguing code suitable for international use was compiled, and work was begun experimentally in Czechoslovakia, Denmark, France and Switzerland. The results of this experiment were highly significant, but the project was abandoned as being too big and expensive for Unesco.

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I consider this undertaking of such great importance that I have made a solitary exception in its favour, for elsewhere I make no reference to abandoned projects. If a really first-class project is big and expensive it seems to me to be precisely the function of such organizations as Unesco to undertake it: if they will not, who can? Surely this consideration should be taken into account by the member-states?

Jointly with the Library of Congress of the United States Unesco has undertaken a world survey of bibliographical resources. This is a fundamental study aiming at the systematic co-ordination and development of bibliographical work on a world-wide basis, to provide one of the controlling methods underlying literate activity. In less portentous language, the study is aimed at enabling every inquirer, eventually, to have rapidly available detailed knowledge of everything in print (in the widest sense) that concerns him. Preliminary reports have already been produced.

In July 1948 a group of experts met to study various problems connected with the exchange of publications. They recommended that national centres of exchange, which already exist in some countries, should be developed more widely, and that these centres should provide documentation on a national basis concerning the techniques of exchanges between educational, scientific and cultural organizations, including transport facilities, postal services and privileges, customs facilities, and so on. It was recommended that member-states should enter into bilateral agreements. This is a little puzzling. One would have thought that the extra



The mind of Tereska

A small girl at a special school in Warsaw made this figure on
being asked to draw her house and family

effort and patience required to arrive at an international convention would have been well worth while. It is interesting to note that among the countries in which such national centres have already been established are Japan and the western zones of Germany.

As a direct contribution to the rehabilitation of war-devastated libraries Unesco organized the collection and distribution of considerable numbers of periodicals and books; thus, within the first few months of 1948 nearly 2,000 sets (averaging 25 volumes each) were distributed. A survey was made on the spot of the public library needs of Austria, Czechoslovakia and Poland.

Currency problems have presented the chief post-war obstacle to the free circulation of books. A scholar in a weak currency country has often been unable to obtain a book he needs if it happened to be published in a strong currency country, governments having sometimes peculiar notions about the most desirable priorities in these matters. To meet this difficulty Unesco has devised and put into practice the book-coupon scheme. These book-coupons in effect constitute a new international currency. A reader, say in India, requiring a book published in the United States, has only to order it in the usual way from a bookseller. The latter will apply to the body appointed by Unesco in his country for the purpose, buy dollar coupons with his own currency at the official rate of exchange, send the coupons to the American publisher, and obtain the book in the usual way. The publisher in the United States can cash his coupons at the full face value. Simple and most effective. The scheme has been so successful that it is

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being extended to the purchase of certain classes of scientific apparatus, and to other appropriate tools of science, education and culture.

The *Unesco bulletin for libraries*, of which 8,000 copies are regularly circulated in English and French, serves as an intermediary between the libraries of the world. Through it they keep in touch with each other, state their needs, offer their surplus books and duplicates, arrange exchanges, and so on. A multilingual dictionary of library terms is in preparation. We have already noted that a directory of current periodical bibliographies and abstracts is to be published, and also that the international conference arranged for the autumn of 1950 has unfortunately had to be abandoned because of currency difficulties. However, several international library seminars have been held. Manuals of public library techniques are in preparation, and a leaflet stating the governing principles of public library services has been drafted.

Among the more specific tasks undertaken by Unesco in this field has been the help given to certain former German libraries in Italy, which has made it possible to keep in existence institutions of considerable importance for archaeology and art history.

Much of Unesco's activity in connexion with libraries bibliography and documentation has been undertaken in close co-operation with the International federation of library associations and with the International federation of documentation. Unesco has also promoted the formation of the International council on archives, which is now doing valuable work as an independent

organization. A closer co-ordination of these three international bodies is certainly desirable and will no doubt be attained in time.

Unesco's own library presents some features of interest. It has been organized on the basic assumption that modern methods of communication and reproduction make it unnecessary to create in Paris another great universal library. The Unesco library therefore consists almost wholly of primary works of reference and of current periodicals. Guides to the library and informational resources of France are being compiled to help the Unesco library in its work.

* * *

Much attention has also been paid to the very delicate and complex problems of copyright, a subject which seems to engender much heat. An elaborate questionnaire was sent out, the replies to which, together with independent studies, enabled a great mass of information to be assembled. To give some idea of the extent even of a comparatively small subject when tackled systematically on an international plane, it is worth noting that Unesco's documentation in the one field of copyright is recorded on 15,000 index cards. A well conceived *Copyright bulletin* regularly surveys and keeps up-to-date information on the subject, preparatory to the new international legislation which will certainly have to be effected. When one considers on the one hand the fundamental importance of the published word and therefore of securing at once the interests of

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the peoples at large and of the author in particular, and on the other hand the almost trifling commercial dimensions of the problem, comparatively speaking, it is difficult to understand the obstacles which governments have always put, and some still put, in the way of reasonable international conventions on this subject. It seems to be another example of governmental inhibitions when confronted with problems concerning the printed word.

* * *

The difficulties of effective international work in the cultural field are clearly a good deal greater than in the natural sciences. Science is naturally centripetal, but the artist, for instance, is only sporadically and almost unwillingly so. Special measures ought perhaps to be considered to facilitate work in this domain. Regional cultural institutes might be created, for instance. It might be easier and wiser to prepare certain projects on a regional basis before proceeding to world-wide efforts. The cultural liaison service for the middle east may be a good beginning. So may the Unesco regional office established in Cuba.

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CHAPTER V

RECONSTRUCTION, MASS-INFORMATION, EXCHANGE OF PERSONS

UNESCO having been conceived during the war and born immediately after it, it was inevitable that reconstruction of the damage done by war to the world's educational, scientific and cultural resources should have been strongly stressed. However, the new organization could not arise full-grown overnight, and by the time it was ready for action a number of official and voluntary organizations had already begun their work — chief among them, of course, U.N.R.R.A., the United Nations relief and rehabilitation administration. Unesco's task therefore became primarily one of co-operation with the existing bodies in order to secure, extend and improve their efforts in the fields which are the organization's special preoccupation.

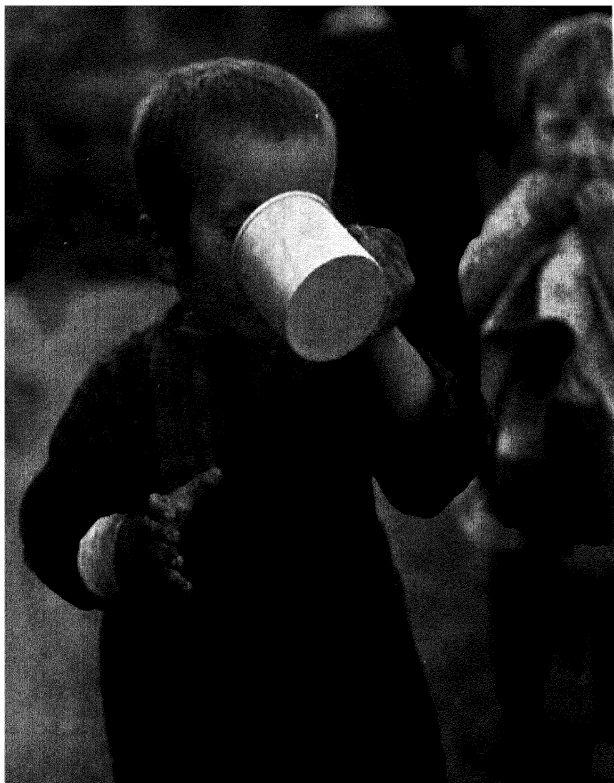
The first step was to obtain reliable information concerning the losses and the needs of the war-devastated countries. Missions were sent out for this purpose and within a year fairly detailed inventories were obtained concerning the rehabilitation needs of sixteen countries, so far at any rate as their educational systems were concerned, as well as their press, radio and film facilities.

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The Temporary international council for educational reconstruction was created so that the immense educational needs could be tackled without unbalancing and overloading Unesco itself. A widespread publicity campaign was undertaken on behalf of T.I.C.E.R., funds were collected, meetings were held, both nationally and internationally, international work camps were organized, and much work of a more detailed character was undertaken. In this way, and through more than two hundred other organizations of one kind or another, goods, services and funds to a total value of over a hundred million dollars have been collected and distributed.

The help rendered in this way was not conceived in any narrow spirit. It includes assistance not only in the strictest sense of reconstruction, but also in such things as the provision of books and periodicals, bursaries and other financial help to teachers and students, the giving of technical advice and assistance, and so on. It would be quite impossible to go into details concerning activities so world-wide and covering so wide a range of interest, but one or two may be worth mentioning. Thus the government of Australia organized a campaign among schoolchildren which led them to compose scrapbooks for the children of devastated countries, and to send them kindergarten equipment. American children organized on a wide scale the collection and dispatch of vast quantities of pencils and similar indispensable equipment.

Within the last year or two Unesco, in collaboration with the International refugee organization, has



First things first
A Czech refugee child

extended its work in this field to Germany, Austria, Italy, and Japan, and to the Spanish government in exile.

Again choosing one example out of many, a specially interesting activity has been that in connexion with children without homes, or in exile, particularly the refugee children in the middle east and those who had fallen victims to civil war in Greece. A total of nearly \$100,000 has been collected for these children, for whom Unesco has set up about forty schools in the Lebanon, Palestine, Syria, and Transjordan. In these schools more than 21,000 children are being taught reading, writing and arithmetic, as well as the elements of geography and history, together with agriculture and other crafts. The funds furnished by Unesco are used exclusively for educational equipment and the payment of the teachers, who had to be recruited from among the older refugees themselves.

In July 1948 a conference of directors of children's communities was held for the purpose of forming an international federation and of considering the administration of children's villages.

Unesco has not been above taking hints from unlikely quarters, and has interested itself in the formation of youth work camps, in which international understanding has been promoted by enabling young people from many countries to work side by side at useful tasks, repairing schools and hospitals, building railways and roads, helping with farm work and social work. A first conference of the societies interested in these voluntary work camps was held in April 1948 in order to

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co-ordinate their activities. At a second conference, held in March of the following year, no fewer than twenty-seven national and international organizations were represented. The conference concluded that the work camps served the cause of peace in a very effectual way and recommended the establishment of a central camp in which all could participate. Unesco has taken an active and stimulating part in this work. Among many other things the organization published 40,000 copies of a booklet on *Work Camps for peace*, and also issued a manual for the organizers of such camps. Unesco was also called upon to intervene in a somewhat unexpected difficulty caused by trade union objections, unexpected but understandable when it is realized that young people are busily at work in 200 work camps, obviously a situation which could easily be abused. An interesting detail has been Unesco's provision of libraries to these work camps.

At a higher level Unesco has tried to satisfy the most urgent needs for books, teaching material, and scientific and technical equipment, including film projectors, wireless receivers, microfilms and microfilm readers, musical instruments, artists' materials, and equipment for the restoration of museum exhibits. The first distributions were made to China, Poland, Greece, Czechoslovakia, the Philippines, Italy, and Austria, in that quantitative order. The range of countries has of course been greatly extended since then, but China and Poland have always received the largest shares.

Among the innumerable contributions received by Unesco were many earmarked for special purposes. For

instance the Canadian council for reconstruction gave Unesco a sum of \$15,000, which was transmitted to the Institut Pasteur. An example of enlightened national cultural propaganda was provided by the government of France, which gave Unesco for distribution in devastated countries 5,000 copies of the works of La Fontaine, Mérimée, Rousseau, Stendhal, and Vigny—not perhaps an ideal list, but an admirable idea. The publishers of the *Encyclopaedia Britannica* presented 300 sets for distribution to war-damaged countries. Fifty thousand tons of paper were made available to China, France and the Netherlands.

Studies have also been made of the possibility of arranging a special passport or visa for students and scholars to enable them to overcome some at least of the customs and currency difficulties which make life so difficult (it is practically impossible to carry microfilm, for instance, across certain frontiers, and even to send them by post involves one in customs difficulties). These efforts have had a good deal of success.

Apart from the extensive material help which Unesco has been able to give, the organization has provided a great deal of information, obtained for the most part by special missions sent into the field. Much of this information is embodied in the two volumes of the *Book of needs*, ten thousand copies of which were distributed throughout the world, and in a monthly bulletin, now entitled *Impetus*, issued in English, French and Spanish editions. A remarkable exhibition of photographs concerning more particularly the sufferings of children was organized in Unesco House and

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afterwards circulated in a number of countries in Europe, the Americas and Australia. Five documentary pamphlets have been produced in large editions on *Children war victims*, *War devastated science laboratories*, *War devastated art galleries*, *War devastated museums* and *War devastated libraries*. A documentary film has been made on the rehabilitation of universities, and a series of broadcasts on these subjects has been recorded in English, French, Spanish, Polish, and classical Arabic. These have been widely broadcast through the radio services of the United Nations, France, and the United Kingdom.

It will be appreciated that many of the activities described on previous pages could just as well have been mentioned in this place. This is particularly so in regard to the reconstruction aspects of Unesco's work in the fields of educational institutions, libraries, museums, and centres of scientific work.

* * *

As has already been noted, one of the most vital reconstruction needs of the war-devastated countries was in the field of what is rather disagreeably called mass-communication, that is to say, press, radio and film. The field-work to which reference has already been made was devoted in considerable part to these matters. An extremely voluminous (and it must be added technically rather poor) questionnaire was prepared and taken by field-workers to ten European countries and to China and the Philippines, and later to a number of

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Latin American countries and to several in the far east and in Europe. Three further surveys will cover all of the remaining countries of the world, except the U.S.S.R. and certain other eastern European countries. These surveys have enabled a vast body of detailed information to be collected and analysed. The results are being embodied in a series of volumes which are forming the basis of all subsequent work in these fields, both by Unesco and by many other interested organizations. In particular, a valuable statistical book entitled *World communications* should be noted.

Special attention has been paid to a subject of quite peculiar importance for the printed word in all its forms, that is, paper. A detailed memorandum was prepared on the situation emphasizing the increasing need for and diminishing supplies of paper, and the striking inequalities in the possession and supply of the raw materials. A preparatory conference on international wood pulp problems was held at Montreal in the spring of 1949. This conference benevolently concluded that it was necessary to increase production in order to provide more paper for the needs of education and mass-information.

At the same time as the organization was seeking for solutions of the economic problems connected with the technical needs of information services, Unesco turned its attention to the obstacles which hinder the international circulation of the relevant materials. A report was first prepared, analysing the existing situation, in connexion with the April 1948 conference of the United

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Nations on freedom of information and the press. This study deals with information as defined for the conference, that is, news in general, including broadcast news bulletins and film news shorts. It is in four parts, dealing respectively with free access to sources of information, the publication of news of foreign origin or concerning foreign countries, the transmission from one country to another of unpublished news, and the diffusion to other countries of news already published at the source. Each part considers these questions from the political, economic, financial, technical, and professional points of view.

This important study is not intended for publication, but, together with the reports of the Commission for technical needs, and much other documentation, will be used in the preparation of a number of monographs on special subjects. Booklets have already been completed on the professional education of journalists, on methods for improving radio, and the use of mobile cinema projectors and radio receivers in fundamental education. Further reports are to follow on educational broadcasting, on the consumption and distribution of newsprint, and on the results of an inquiry into the possibilities of mass-production of wireless receivers for the benefit of economically backward countries.

Unesco has closely co-operated with the Economic and social council in studying the problems connected with freedom of information, in connexion with the work of the United Nations on the freedom of the press. Here again the shortage of newsprint in many parts of the world has loomed large, since conclusions about

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improving news services must remain somewhat academic if no paper is available on which to print the news.

All this preparatory and informational work by Unesco formed the basis of the discussions in these fields of the United Nations conference on freedom of information and the press, held in Geneva in March and April 1948. Some details on this important conference will serve once again to illustrate the difficulties of international collaboration in anything touching national sovereignty, however remotely. The conference discussed a resolution reading:

‘That the tax on the sale of radio receiving sets, valves and spare parts should be reduced to the maximum extent; that the possession of radio receiving sets is necessary to assure a really free flow of information, and is in no way a luxury; that the annual, or monthly, charge payable by the possessors of such sets should be allocated exclusively to meet the operating costs of national radio organizations; and that receiving sets installed in the schools of all countries should be exempt from all taxes and charges.’

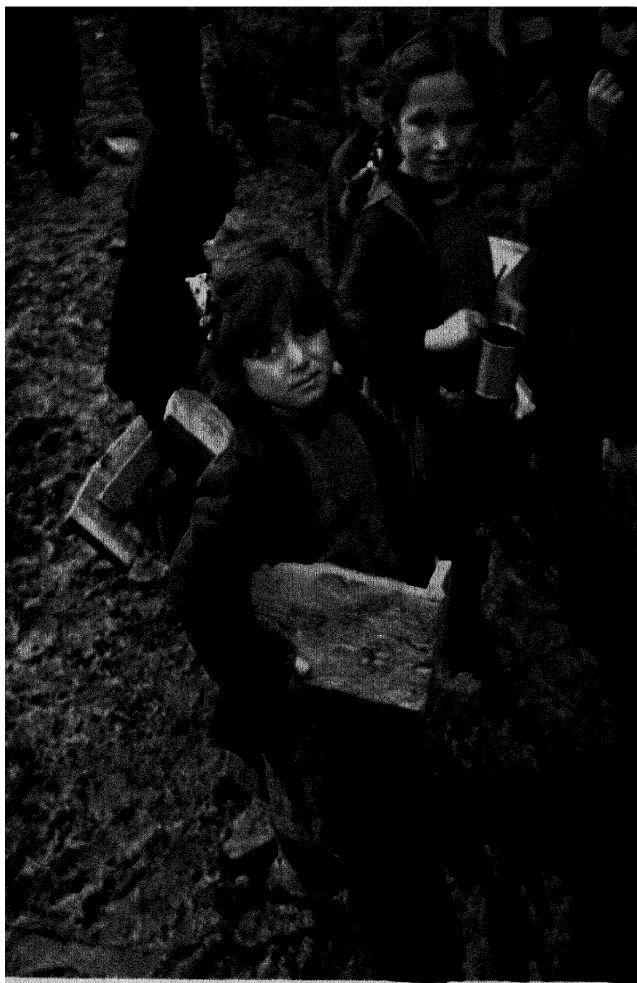
It is clear that this resolution is based on a definite philosophy: that all peoples should be able to hear whatever they want to hear whenever they want to hear it. It would seem that this view is not yet accepted by a good many countries, for though the resolution was carried when it came to a vote, it was so only by a vote of eleven for and five against, no fewer than nineteen countries abstaining from voting.

Among the other resolutions concerning the work of

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Unesco was one endorsing the organization's work in the field of technical reconstruction (carried thirty-two votes to nil, with five abstentions); another one, in very general terms, agreeing that something should be done about newsprint (carried thirty — nil, with six abstentions); and another approving, in cautious terms, the establishment of an International institute of press and information (carried twenty-nine to seven, with one abstention).

Here are some of the steps taken by Unesco towards the elimination of the obstacles which impede the free circulation of educational, scientific and cultural material. First of all, an accord has been drafted with a view to facilitating the international circulation of such material. A plan has been submitted to the member-states, and is being considered by them, for the abolition of customs duties and quotas, and for currency exchange facilities, in regard to books, periodicals and newspapers. A memorandum addressed to the member-states in February 1949 proposed a series of ten measures to encourage the importation of educational and cultural material by the application of preferential measures in their favour. A memorandum was submitted to a conference of the nations which form parties to the general agreement on trade and tariffs, asking them to include educational, scientific and cultural materials among the objects forming the basis of their discussions. The conference passed a resolution stating that the several governments would do their utmost in future negotiations to achieve Unesco's aims in this field. And of course Unesco is unceasingly feeding all the appropriate



A minor casualty
A small town in Greece

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organizations and meetings connected with the United Nations with memoranda and representations tending towards the same end.

Nor have these activities been of a vague or even generalized propaganda nature. Precise documentation, elaborate statistics, detailed surveys have been prepared. For instance, in connexion with Unesco's efforts to promote the free circulation of the tools necessary for education and research in the natural sciences, the organization has prepared a detailed list of the kinds of scientific, technical and audio-visual material which in its opinion should be freed from customs and similar restrictions. Further lists are in preparation.

On the same plane of effort Unesco has energetically seconded the efforts of its fellow specialized agency of the United Nations, the Universal postal union, with a view to obtaining authorization for subscriptions to newspapers to be paid in the national currency of the subscriber; at the same time a request has been made for a 50 per cent reduction in postal rates for printed matter.

In order not to extend my account of this particular field of activity to disproportionate lengths it will suffice to say that similar efforts, for similar ends, have been made in regard to the allocation and use of radio wavelengths, and their use in the campaign against illiteracy; that steps, on the whole very successful, have been taken to increase the exchange of educational, scientific and cultural radio programmes; that recommendations have been made for the construction of radio sets suitable for tropical countries; and that such efforts as are within its

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competence have been made by Unesco to encourage free speech in broadcasting.

A special unit was created in Unesco to stimulate the production and distribution of articles and film and radio scripts in the organization's fields of interest. The idea was to use Unesco's standing and prestige to obtain from the most brilliant writers scripts which Unesco would then make universally available. An elaborate long-term programme was prepared, and, since such work cannot be done in an intellectual vacuum, the following principles guided the unit in its work: that the Unesco ideal cannot permanently contribute to international peace and to the well-being of humanity unless children and young people, as well as adults, are inspired with it; that the Unesco ideal cannot become a constructive force unless it is widely spread among the masses of people, making them into the ultimate foundation of a peaceful and progressive international society; and that the ideal of Unesco must consequently be carried to those who at present are out of reach of the press, the radio and the cinema.

In the light of these principles the projects programme was based on four major themes: peace and human progress depend on the free flow of ideas and information, are produced and maintained by international co-operation, require that each generation exert its best efforts in educating the next generation, are challenges to the goodwill, courage and energy of every human being.

The first specific project produced by this 'ideas group' was for the publication of a Unesco calendar of

world affairs. This calendar would recall for each day the anniversary of some personality or event of importance in the field of education, science and culture, and of international relations and human progress. Such a calendar, well produced, in many languages, and very widely distributed, would certainly be useful—but still it is impossible not to feel that it was rather a small mouse for so great a mountain to have produced.¹ It is only fair to point out, however, that this is not because no bigger mice were in stock. On the contrary, the 'ideas boys', as they are irreverently called, did produce some very striking ideas. It will probably not be too indiscreet to mention that among them was a highly imaginative scheme for a great international fair of education, science and culture. This would have been a really impressive achievement, more directly useful to Unesco's work than a hundred conferences at government level. There was only one difficulty; such a fair would cost a lot of money—and who would foot the bill? It is the same story yet once again: Unesco cannot do a world job on a small-town budget.

Apart from special projects Unesco continues to supply journalists, film and radio studios with documentation and with complete scripts. To help with this work a small recording studio has been established in Unesco house. Among routine productions may be mentioned a weekly *Unesco world review* which is produced in English, French and Spanish scripts and

¹ Unfortunately the calendar has shared the fate of so many of the more imaginative projects of Unesco. The anniversaries are now recorded in each issue of the *Courier* and of *Unesco features*.

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is being broadcast in forty countries. Much material is sent out in recorded form. During the last complete year about four hundred such recordings have been made in sixteen languages. Among such special recordings may be mentioned a thirty-minutes programme to mark Einstein's seventieth birthday. Unesco's work in this field has deservedly earned many compliments.

Unesco is now preparing for active participation in school broadcasting, and a consultative committee which recently met in this connexion has drafted general statements on the fundamentals of broadcasting of this type. Documentation has been assembled on educational broadcasting in twelve countries. This material will be published with the report of the committee.

The Unesco mobile recording plant has been sent to various places to record events of special interest to Unesco. For instance, material was collected for a special series of broadcasts on the voluntary work camps, and in connexion with the extensive campaign which Unesco has been asked to conduct on the theme of 'Man and food', on which a series of twenty-four broadcasts was given. In addition special pamphlets were produced on this subject, documentation was prepared for discussion groups, and over a hundred articles were published in newspapers and periodicals, with special attention to the press of Latin America, Africa, the middle east, and Asia. Special programmes were also devised for national use in co-operation with the broadcasting systems of Brazil, Canada, the Philippines, the United Kingdom, the United States, and Uruguay. Lists of suitable films have been compiled, the help

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of librarians and missionaries has been enlisted, the United Nations associations in many countries have been brought in. In short, this campaign to make man conscious of the world's food problems is perhaps the most intense and widespread campaign ever staged in peace time on a non-political and non-religious subject.

In regard to the press, Unesco has established a fortnightly service entitled *Unesco features*. This is a bulletin sent to three thousand editors throughout the world. It is, on a modest scale, a sort of international news service in the fields of education, science and culture. It contains, apart from news items of the usual sort, specially written articles which can be used as they stand. With occasional exceptions these articles maintain a high level of accuracy, objectivity, and readability.

In addition special articles are prepared with the collaboration of distinguished writers and experts. The copyright of published material is occasionally bought to ensure the widest possible diffusion for material of outstanding importance.

Among Unesco's special efforts of this kind may be mentioned a 'photo story' concerning the distressed children of Europe, which appeared in magazines with a total circulation of more than eight million copies. The real hunger for well and impartially presented news material of the Unesco type is well illustrated by such figures, and by the fact that the *Unesco world review* has been used in print in thirteen countries, the Einstein text by sixty-four newspapers. The anniversary series is

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being continued by pamphlets on Chopin, Confucius, Goethe, Nabuco, and Pushkin, all of whose anniversaries were celebrated in 1949.

In regard more particularly to the cinema, Unesco prepared for the conferences on the conservation and utilization of natural resources an international list of 1,500 films on relevant subjects. An illustrated catalogue of art films has also been published.

Unesco has enlisted the aid of a number of cinematographic societies in the production of appropriate films. Thus Unesco made it possible for a Swiss organization to produce a film on four reels on the re-education of children in the devastated areas of Europe. Presented within the framework of a story the film, photographed partly at Naples and partly in the Pestalozzi children's village in Switzerland, has been so devised that it can be presented with sound-tracks in various languages. The profits from the film are to be devoted to the re-education of Europe's distressed children. Similarly an American company is shooting for Unesco a film intended to present the story of the rehabilitation of schools and libraries in war-devastated countries. Scenes have also been photographed in work camps. All this material will be at the disposal of any country or organization which wants to use it for purposes in accordance with Unesco's aims.

One of the most successful of Unesco's undertakings in the field of popularizing its ideals has been the creation in Paris (Musée Galliéra, September 1949) of an exhibition to make more widely known the background and meaning of the United Nations universal declaration of

the rights of man. The exhibition used all the most advanced methods of catching and keeping the attention of the man in the street, by the intelligent use of film projection, display panels, and the like. The first part of the exhibition was intended to illustrate the chief developments in the twentieth century in the fields of education, science and culture, and the further developments which may be foreseen in the second half of the century. A series of displays presenting the gradual emancipation of mankind was also presented. They show man steadily conquering nature by the use of tools, the slow emergence of moral laws, and so on. This was followed by another series illustrating recent violations of the moral code of humanity, the war which resulted from them, and finally the establishment of the United Nations in order to prevent future wars. Another room displayed some of the historic documents embodying the gradual emergence of the reign of law and the freedom of the individual. A final room was devoted to the representation in graphic form of the rights of man, and at the same time of his duties. The basic materials of this striking exhibition have been formed into travelling exhibitions.

To serve purely and simply the publicity purposes of Unesco the organization publishes in English, French and Spanish a monthly newspaper type publication, the *Courier*, which aims at vivid and popular presentation of Unesco's work. Popular pamphlets are also produced, and of course many inquiries are answered.

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I have made some allusion in various contexts to Unesco's promotion of the idea of freer circulation across national frontiers. In this domain the organization, apart from general promotional work, has also a very specific programme. It pursues the following aims: to collect, analyse and publish full details of all programmes, both national and international, which provide help by way of bursaries and otherwise for students and scholars to work in countries other than their own; to encourage in all countries the establishment and expansion of such programmes; and the administration by the organization itself of bursaries provided by others, or out of Unesco's funds, in the fields of special interest to the organization.

In execution of the first of these aims Unesco is publishing a series of informative volumes under the title of *Study abroad: international handbook of fellowships, scholarships and educational exchange*. The first volume of this useful work contains particulars of over 18,000 awards available for 1948-1949, based on reports from 37 countries. Ten thousand copies of this book were sold or given to 5,000 individuals and organizations. In the second volume, devoted to facilities available in the years 1949-1951, information is given about 20,000 study and research bursaries in 40 countries, about no fewer than 3,000 exchange posts available on the teaching level, 2,000 bursaries available for purposes of adult education, and information concerning facilities available for the exchange of young people to a total of 95,000. It is hardly necessary to underline the potential value of these guides or the laborious and unceasing

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efforts involved in compiling them and keeping them up to date. In response to many requests Unesco has also compiled information on the more limited field of facilities available for short periods of study abroad, usually in summer schools. A supplementary guide to some opportunities for study abroad in the summer of 1949 was published, and will become a regular feature. The 1950 issue sets out 470 international courses in 37 countries.

Unesco has also taken steps to record and perpetuate the benefits gained from these exchanges. So far as its own fellows are concerned a series of documents is being published under the title of *Unesco fellowship as seen through reports of Unesco fellows*, and a report has been prepared on the fellowships in the Unesco programme. These fellowships present an interesting cross-section of the organization's interests. Thus, during the first half of 1949 the organization was concerned in the administration of 110 fellowships. Twenty-three of these were financed by Unesco itself and were allocated to Afghanistan, Austria, China, Colombia, Czechoslovakia, Ecuador, Egypt, Greece, Haiti, Hungary, India, Iran, Iraq, Italy, Lebanon, Mexico, Peru, the Philippines, Poland, Syria, and Thailand. They were granted for work connected with scientific and technical reconstruction, fundamental education, subjects recommended by Unesco's educational missions, tensions affecting international understanding, cultural liaison in the middle east, and mass-communications.

The rest of the fellowships administered by Unesco were donated by various governmental and other

agencies, many of them earmarked for specific purposes. Thus four Belgian fellowships were allocated to China, India, Italy and Norway, for science and technology, education, museums and libraries. Two International music fund fellowships were offered to Poland. Two Canadian fellowships were given to Ethiopia. Two fellowships given by the American chemical society have been opened to competition by research chemists in Persia and Thailand. The British film producers' association gave ten film fellowships for competition in eight countries. Rotary international gave two fellowships to Greece and Poland for research on the psychological care of handicapped children. The government of India has awarded seventy scholarships to students of Asiatic and African origin.

In its exchange of persons programme Unesco, as always, maintains close contact with all the interested organizations, from the United Nations down. An example of the interest aroused by the organization's work in this field and a tribute to it is a resolution adopted by the Economic and social council, asking Unesco to grant 'a limited number of fellowships to mature educators for the study of practical problems of teaching about the United Nations, including study at the headquarters of the United Nations and of Unesco and in educational institutions in the field'.

All in all, Unesco's exchange of persons programme provides a direct and stimulating contribution to international understanding through education, science and culture.

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CHAPTER VI

CRITICISMS AND CONCLUSIONS

HAVING briefly surveyed Unesco's activities and future plans, I now wish to make a few observations of a general nature, together with some suggestions and criticisms.

I have made not a few references to Unesco's lack of funds, to its personnel difficulties, and to its limited freedom of action. Let me now enlarge a little on these points. Unesco's total annual income, which must serve it for all purposes, is the equivalent of about eight million dollars a year. This represents about one twentieth of the amounts spent by the member-states of Unesco on national cultural propaganda. It involves a charge of one third of a cent per annum per head of the world population. The income of Unesco is provided by the member-states roughly in proportion to their national incomes. The United States pays nearly 38 per cent. and the United Kingdom over 13 per cent.; the other members pay from 0.05 per cent. (Haiti, Honduras, Liberia) to 7 per cent. (China, France). The moneys granted to Unesco are voted year by year on the basis of detailed estimates made, project by project, sometimes as much as eighteen months in advance. The amounts voted represent limits which cannot be exceeded and they are tied to the particular projects. The

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secretariat thus operates from year to year within a rigid framework, with very little possibility of variation or of benefiting from experience. There is not much chance of adjusting expenditure between various items within a project, still less between one project and another, none at all between broad subjects.

The supreme authority of Unesco is the annual conference, in which all members have equal voting rights. I am far from wishing to challenge this egalitarian principle, but it must be said quite frankly that it will have to be reconsidered in all high-level international assemblies if certain nations and groups of nations continue to show a certain lack of responsibility in casting their votes. It may be trite to do so, but it must be said again that the enjoyment of democracy carries with it obligations as well as rights. Some of the difficulties of the United Nations have repeated themselves in Unesco, notwithstanding the absence of the U.S.S.R. and most of its satellites.

The annual conference delegates some of its powers to an Executive board, strictly reserving to itself, however, control over all that really matters, that is, the programme and budget of the organization. Yet the Executive board, which has a limited membership, administers and interprets the decisions of the annual conference between the meetings of the latter and thus has a good deal more power than was originally contemplated.

So strict is the control of the annual conference over Unesco's activities, so exacting and untiring is it in its demands for paper-work, that an appallingly high

proportion of the secretariat's time and nervous energy goes into this kind of intellectual overhead. It is worth considering whether the conference's deliberations might not more effectively be held every other year instead of annually. This would save the organization a substantial amount of money as well as many thousands of man-hours. I would also suggest that the annual conference should vote its funds on a wider basis, giving the Director-general and the secretariat greater scope for initiative and prompt action.

Much more important than these technical matters, however, is the annual conference's attitude to the actual content of Unesco's work. Delegates who make enthusiastic public speeches about the organization often display, in conference, a distressing intellectual narrowness and inertia — to say nothing of financial niggardliness. This ambivalent behaviour exasperates and discourages the secretariat — to the extent of causing the new Director-general to tender his resignation after only eighteen months in office. It is to be hoped that the member-states will at last take the hint.

A word here about the national commissions of Unesco. From the beginning the member-states made it clear that they were not going to encourage Unesco to undertake work on its own. They wanted the organization to limit itself to promotion and stimulation, using existing international organizations to do the actual work, and creating new organizations where these did not already exist. I believe myself that this principle, though basically sound, has been a good deal overworked. Nobody wants Unesco to swallow all

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existing international organizations in the fields of education, science and culture: so hearty a meal would undoubtedly cause the organism to die of a surfeit. On the other hand, when there is work to be done and no organization is available to do it, it is surely being somewhat doctrinaire to refuse to allow Unesco to take action, thus putting off the work for year after year, spending much time, energy and money in creating new bodies which may eventually be able to carry out the task, probably at greater cost. The history of the International institute for intellectual co-operation provides a valuable object lesson here: begun under brilliant auspices, it finally failed because of the small proportion of direct, practical work it accomplished in relation to eloquent talk, and because the work done was too limited and specialized to strike the imagination.

Be this as it may, the policy laid down by the member-states has led to a great increase in the importance of the national commissions for Unesco which were envisaged by the Constitution, the first paragraph of article VII of which reads: 'Each Member State shall make such arrangements as suit its particular conditions for the purpose of associating its principal bodies interested in educational, scientific and cultural matters with the work of the Organization, preferably by the formation of a National Commission broadly representative of the Government and such bodies.'¹

The increased importance of the national commissions is due to a further cause. It has already been seen that

¹ About fifteen member-states maintain permanent delegates and offices in Unesco House.

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the member-states are anxious to avoid interference in what they regard as their sovereign rights. Hence Unesco is prohibited, broadly speaking, from making formal contacts with national organizations. Such contacts have to be made through the national commissions in each country. This would be very well if the national commissions did their part. Unfortunately this has not been so. In many countries (the United States and the United Kingdom are the most honourable exceptions) the national commissions have little or no independence, being merely 'fronts' for one or other ministry.

A number of countries still have no national commissions at all; indeed, until recently most of them had not. Of the national commissions that do exist, very few indeed are equipped to carry out their responsibilities to Unesco, which include, it should be noted, making the organization known in their several countries, since Unesco cannot carry out propaganda on a national basis. In short, the failure of many national commissions adequately to carry out their obligations is an important element in the great time-lag which often occurs in the execution of Unesco's projects. If Unesco needs certain information from Ruritania and the Ruritanian national commission fails to answer the organization's letter of inquiry, a difficult situation is clearly created. Besides, the Ruritanian delegate will probably rise to his feet at the next conference to complain of the unpardonable delay in carrying out the conference's instructions — if only there were more Ruritani-ans on the staff such things would not occur.



Unesco distributes text books to a school
in Normandy

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Let me quote the Director-general's subacid words on this subject, in his annual report for 1949: ' . . . in Beirut, the General Conference unanimously adopted, by acclamation, [a] resolution . . . dealing with the dissemination of the Universal Declaration of Human Rights. I have twice communicated with Member States, informing them of the Secretariat's plans in this matter, and asking them to tell us what steps they had taken to give effect to that resolution. Apart from a number of acknowledgments or notifications that the communication has been forwarded to the appropriate quarter, I have so far received only eleven replies. Encouraging as they are, I cannot help regretting the silence in so many other cases.'



In order to emphasize the unitary and integrated nature of Unesco's task I have in the foregoing pages avoided any reference to the internal organization of Unesco's work. The important thing is for the engine to work: what kind of wheels, and how many, make it go is a matter of interest only to specialists. For similar reasons I have systematically avoided referring to any Unesco official by name (except the Director-general). It is obvious that in every organization there are and have been good servants and bad ones. Had I introduced officials by name it would have been impossible to avoid personal implications which are quite out of place in a book such as this. Moreover, the turnover of staff in Unesco has been so great and in some fields so

rapid that the allocation of praise or blame for particular projects would be very difficult. (Among the sixteen or seventeen top officials of Unesco there is only one who held the corresponding office when Unesco House was opened towards the end of 1946.)

However, a few lines on the internal organization of Unesco can hardly be avoided. The principal official of the organization is the Director-general (assisted by a deputy), who carries out the instructions of the annual conference and the Executive board. In this office Dr Julian Huxley was succeeded, after a term of two years, by Mr Jaime Torres Bodet, who had previously been Minister of education and of foreign affairs of Mexico, and who was appointed for six years. The status and powers of the Director-general have varied a good deal. Broadly speaking, the tendency seems to have been to diminish the independence of the office and to expect in the Director-general and his staff mainly the administratively efficient carrying out of the annual conference's decisions.

The organization of Unesco at the secretariat level has changed so often and so much—it could hardly be otherwise in a new international body of this character—that it is not possible, I venture to repeat, to say much about it without entering into administrative details and technicalities, which, though of vital importance for the future of the organization, can be of little interest to the general reader. Let it suffice therefore to say that Unesco is at present (June 1950) administratively divided into five programme departments: Cultural activities, Education, Mass communications

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(which includes public information), Natural sciences, Social sciences; five programme services: Documents and publications, Exchange of persons, Official and external relations, Reconstruction, Statistics; and four administrative bureaux: Administrative management and budget, Comptroller, Conference planning and general services, Personnel.

This structure is a great improvement on anything that has gone before, at least on the surface, and Mr Torres Bodet deserves considerable credit for this. But there is still room for reform in function, as distinct from structure. There is a good deal of overlapping between the various units and insufficient co-ordination. Considerable economies could be effected by centralizing certain activities carried on by all the programme units. The whole of these units of Unesco comprise a total staff of about 800 persons, of whom about 300 are at professional level.

* * *

There are two matters partly of an internal nature, but at the same time of vital programme importance, on which I feel that a few words must be said. First, personnel. I have referred more than once to Unesco's difficulties in this connexion and to the rapid turnover. Some of the reasons for this are worth examining. Unesco is an international organization, not only in the sense that its membership is inter-governmental, but also because it works in many parts of the world. It is therefore desirable, even indispensable, that the

secretariat itself be of an adequately international complexion. At the same time, when a complex and technical job has to be done, professional competence must clearly be the first consideration. If two equally competent candidates are available for a given post, one belonging to a well represented nationality and the other to one which is badly represented, it is certainly unfair to the former to be rejected in favour of the latter simply on the ground of his nationality: it is unfair to the individual, but the particular unfairness must yield to wider considerations, and it is right for the candidate from a badly represented nationality to be chosen. But there have been not infrequent cases in Unesco in which distinctly less competent candidates have been appointed simply because they belonged to 'good' nationalities (an adjective which in the United Nations organizations has come to mean 'under-represented'). There have also been a good many cases in which posts have not been filled at all, sometimes causing the postponement and even cancellation of projects, because not even remotely suitable incumbents could be found of 'good' nationality. Action of this sort has been taken as the result of continuous pressure from the annual conference and the executive board. I hope it is not unreasonable to suggest that such policies are not likely to produce an efficient and happy secretariat.

Uncertainty of tenure is another grave obstacle to the recruitment, or rather to the retention, of the best type of candidate. One reason for this situation is naturally the rigid year to year control of the member-states over

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Unesco's projects; the possibility that work may be stopped at any moment makes it difficult to offer long contracts to highly specialized officials. Even so, the fact that barely 20 per cent. of the Unesco staff have contracts for a year or more is decidedly unsatisfactory.

* * *

I now turn to the only other of these technical points which I feel must be publicly ventilated: I refer to Unesco's publications. Unesco's work must be permanently recorded in publications if it is not to remain sterile. Yet it has never been possible to convince the authorities of the vital importance of devising and implementing an adequate policy to ensure that all Unesco's work be put on permanent record in appropriate publications, that the content of these publications be at the highest possible level, that they be distributed as widely and effectively as possible, and that they be presented in the best possible technical form.¹ While Unesco has produced a number of admirable works, which have been mentioned in the foregoing pages, as a whole the organization's publications are of most unequal merit as to content and presentation. Much stricter editorial supervision is an urgent need, while on the technical side it is difficult to understand the publication of works without dates, with wrong dates,

¹ The most recent annual report of the Director-general (that for 1949) does not even include a list of Unesco's publications. This volume, by the way, though the most important annual general publication of Unesco, contains a very large number of misprints.

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and even with a wrong address — to mention only comparatively trivial defects. As for distribution and availability, the English-speaking reader, though in a most favourable position in this respect, has only to ask himself of how many of the publications mentioned in these pages he has even heard. All this is the more regrettable since a well conceived publications policy could be a relief to Unesco's budget, rather than a burden. I will let it go at that.

* * *

In considering this record of Unesco's activities the reader will certainly have asked himself whether it might not have been better for the organization to concentrate its efforts more intensively in fewer fields. A good many member-states, not least the United Kingdom, believe that it should have done so, and clearly the idea is attractive. Nevertheless I believe it to be mistaken. Unesco is the United Nations educational, scientific and cultural organization. Neither in its name nor in its terms of reference is there any justification for a selective interest in the world's problems in these fields. How would such a selection be made? Certainly not on a geographical basis: were Unesco to show any sign of concentrating its efforts in a particular part of the world, delegates from the other regions would be the first to complain, and justly. Unesco must in this respect make its greatest efforts where there is the greatest need: any other criterion would be improper in an international inter-governmental organization.

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Could Unesco specialize in certain subjects? Could it, for instance, select a few projects in each of the fields of science, education and culture and concentrate on those? I think not. Unesco, as we have seen, operates in the main through other international organizations. What justification would there be for responding to a request for help from one of these and refusing another simply because Unesco had decided to operate in one field and not the other? How long would Unesco retain the indispensable co-operation and goodwill of the world's organizations and individual workers if it acted thus? Moreover, major projects on the international level involve the co-operation of several or even all of Unesco's subject units. One need only remember the Marbial valley, the Hylean Amazon, reconstruction, exchange of persons. No, Unesco could not limit itself in this way any more than a great university could suddenly decide not to teach a certain range of subjects in order to simplify its administrative problems. The only test must be need. As the Director-general said in his first report, 'We have learnt during our first year that Unesco has neither any single major concrete task, nor any single main field of activity. It is of necessity multiform and various, and must operate in a large number of different fields and through a large number of specialized channels and particular projects . . . [which] must be co-ordinated and unified.'

If Unesco continues on its present lines, interesting itself in all activities tending to promote international understanding through education, science and culture, but concentrating its chief efforts where there is most

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need, the organization has brilliant opportunities for service before it.



In conclusion, a very few words only on the controversial subject of Unesco's philosophy. We have seen that the preamble to the organization's constitution contains eloquent statements concerning the aims of the member-states. When these statements are analysed, however, they are seen to rest on doctrines which are taken for granted. Is this enough for an organization like Unesco, which is trying to make its influence felt in all the fields of education, science and culture? The first Director-general thought not, saying that 'in order to carry out its work, an organization such as Unesco needs not only a set of general aims and objects for itself, but also a working philosophy, a working hypothesis concerning human existence and *its* aims and objects, which will dictate, or at least indicate, a definite line of approach to its problems'.¹

Such a philosophy must obviously keep aloof from doctrinaire sets of principles. It must not base itself on one of the religions, nor on any one of the politico-economic systems, nor on one of the philosophical schools. Does this mean that all inter-governmental organizations are doomed to an emasculated existence? Julian Huxley thought not, and suggested that the solution might be found in an evolutionary scientific

¹ Julian Huxley, *Unesco: its purpose and its philosophy* (Unesco 1946), p. 6.

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humanism, or, as he expressed it later, in a conscious striving for a world civilization.

This process of reasoning seems simple and almost inevitable, but it turned out to be politically naïve. The first conference of Unesco reacted quite violently, insisted that Dr Huxley's paper be clearly endorsed as a personal statement, and many of the member-states never thereafter had complete confidence in their Director-general. The discussions on this subject make interesting reading. There was general agreement that Unesco must have a philosophy, but there was equally general agreement that this philosophy must not have a particular formulation. This is not quite so absurd as it sounds, for when there is agreement on a course of action, but not on its deeper motivation, a philosophy is present after all, even if it is no more than a negative reaction *against* something. That is why co-operation is so much easier in wartime than in conditions of peace: for in war there is a generalized agreement *against* the enemy rather than *for* any positive principle. The Unesco conference arrived, indeed, at a modified pragmatism — and, as I have said on an earlier page, this is probably a judicious short-term policy. But it must be recognized as such. When the first impulse *against* the destruction caused by the war, *against* unco-ordinated international efforts, has exhausted itself, a positive philosophical source of energy will become indispensable if Unesco is not to relapse into a diffused benevolence. At that moment scientific humanism may come into its own.

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UNESCO has already produced several thousand documents and publications, which have given rise to nearly as great a volume of comment. Clearly there can be no question of listing more than a small fraction of this great output. For further references the reader should consult *Unesco literature: a bibliography* (Unesco 1948), a new edition of which is overdue; Helen Dudenbostel Jones, *United Nations educational, scientific and cultural organization (Unesco): a selected list of references* (Library of Congress, Washington 1948), which is largely limited to the American literature; and Unesco's periodical *Complete list of documents issued during the month* and *Subject list of Unesco documents*.

All titles set out below and in the lists appended to the chapters above are issued by Unesco unless another source is indicated. Only publications in English are included, but most of Unesco's publications and documents are issued also in French, and a good many in other languages, especially in Spanish. Working papers in great numbers, sometimes as many as fifty or a hundred, are prepared for every conference held under Unesco auspices, but all such documents are of a provisional nature and have been excluded.

Each year the Director-general publishes a detailed report of the year's work of Unesco (although the most recent covers the period from October 1949 to March 1950), a programme for the following year, and a detailed budget for that programme—all for submission to the annual conference. The proceedings of each of these conferences are published in full in several volumes, containing respectively the discussions, the resolutions, the reports of the member-states, etc., and an index.

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APPENDIX

CONSTITUTION OF THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

(The Constitution entered into force on 4 November, 1946)

THE Governments of the States parties to this Constitution on behalf of their peoples declare,
that since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed;
that ignorance of each other's ways and lives has been a common cause, throughout the history of mankind, of that suspicion and mistrust between the peoples of the world through which their differences have all too often broken into war;

that the great and terrible war which has now ended was a war made possible by the denial of the democratic principles of the dignity, equality and mutual respect of men, and by the propagation, in their place, through ignorance and prejudice, of the doctrine of the inequality of men and races;
that the wide diffusion of culture, and the education of humanity for justice and liberty and peace are indispensable to the dignity of man and constitute a sacred duty which all the nations must fulfil in a spirit of mutual assistance and concern;

that a peace based exclusively upon the political and economic arrangements of governments would not be a peace which could secure the unanimous, lasting and sincere support of the peoples of the world, and that the peace must therefore be founded, if it is not to fail, upon the intellectual and moral solidarity of mankind.

For these reasons, the States parties to this Constitution,

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believing in full and equal opportunities for education for all, in the unrestricted pursuit of objective truth, and in the free exchange of ideas and knowledge, are agreed and determined to develop and to increase the means of communication between their peoples and to employ these means for the purposes of mutual understanding and a truer and more perfect knowledge of each other's lives;

In consequence whereof they do hereby create the United Nations Educational, Scientific and Cultural Organization for the purpose of advancing, through the educational and scientific and cultural relations of the peoples of the world, the objectives of international peace and of the common welfare of mankind for which the United Nations Organization was established and which its Charter proclaims.

ARTICLE I

Purposes and Functions

1. The purpose of the Organization is to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion, by the Charter of the United Nations.

2. To realize this purpose the Organization will:

(a) collaborate in the work of advancing the mutual knowledge and understanding of peoples, through all means of mass communication and to that end recommend such international agreements as may be necessary to promote the free flow of ideas by word and image;

(b) give fresh impulse to popular education and to the spread of culture; by collaborating with Members, at their request, in the development of educational activities;

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by instituting collaboration among the nations to advance the ideal of equality of educational opportunity without regard to race, sex or any distinctions, economic or social; by suggesting educational methods best suited to prepare the children of the world for the responsibilities of freedom;

(c) maintain, increase and diffuse knowledge; by assuring the conservation and protection of the world's inheritance of books, works of art and monuments of history and science, and recommending to the nations concerned the necessary international conventions;

by encouraging co-operation among the nations in all branches of intellectual activity, including the international exchange of persons active in the fields of education, science and culture and the exchange of publications, objects of artistic and scientific interest and other materials of information;

by initiating methods of international co-operation calculated to give the people of all countries access to the printed and published materials produced by any of them.

3. With a view to preserving the independence, integrity and fruitful diversity of the cultures and educational systems of the States Members of this Organization, the Organization is prohibited from intervening in matters which are essentially within their domestic jurisdiction.

ARTICLE II

Membership

1. Membership of the United Nations Organization shall carry with it the right to membership of the United Nations Educational, Scientific and Cultural Organization.

2. Subject to the conditions of the agreement between this Organization and the United Nations Organization, approved pursuant to Article X of this Constitution, States not

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members of the United Nations Organization may be admitted to membership of the Organization, upon recommendation of the Executive Board, by a two-thirds majority vote of the General Conference.

3. Members of the Organization which are suspended from the exercise of the rights and privileges of membership of the United Nations Organization shall, upon the request of the latter, be suspended from the rights and privileges of this Organization.

4. Members of the Organization which are expelled from the United Nations Organization shall automatically cease to be members of this Organization.

ARTICLE III

Organs

The Organization shall include a General Conference, an Executive Board and a Secretariat.

ARTICLE IV

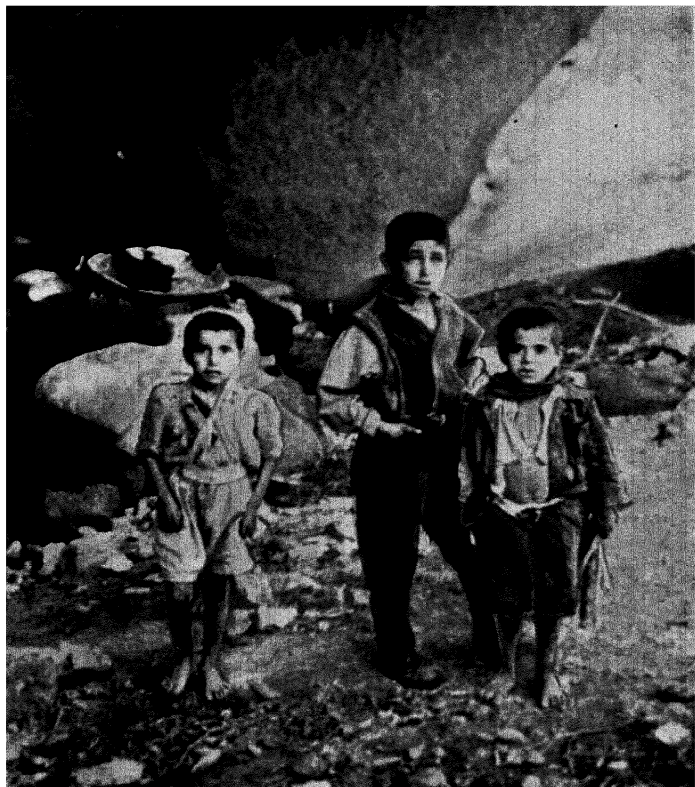
The General Conference

A.—Composition.

1. The General Conference shall consist of the representatives of the States Members of the Organization. The Government of each Member State shall appoint not more than five delegates, who shall be selected after consultation with the National Commission, if established, or with educational, scientific and cultural bodies.

B.—Functions.

2. The General Conference shall determine the policies



Arab refugee children

This photograph was taken, during the course of Unesco's aid to refugees, outside the cave in which these children lived

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and the main lines of work of the Organization. It shall take decisions on programmes drawn up by the Executive Board.

3. The General Conference shall, when it deems it desirable, summon international conferences on education, the sciences and humanities and the dissemination of knowledge.

4. The General Conference shall, in adopting proposals for submission to the Member States, distinguish between recommendations and international conventions submitted for their approval. In the former case a majority vote shall suffice; in the latter case a two-thirds majority shall be required. Each of the Member States shall submit recommendations or conventions to its competent authorities within a period of one year from the close of the session of the General Conference at which they were adopted.

5. The General Conference shall advise the United Nations Organization on the educational, scientific and cultural aspects of matters of concern to the latter, in accordance with the terms and procedure agreed upon between the appropriate authorities of the two Organizations.

6. The General Conference shall receive and consider the Reports submitted periodically by Member States as provided by Article VIII.

7. The General Conference shall elect the members of the Executive Board and, on the recommendation of the Board, shall appoint the Director-General.

C.—*Voting.*

8. Each Member State shall have one vote in the General Conference. Decisions shall be made by a simple majority except in cases in which a two-thirds majority is required by the provisions of this Constitution. A majority shall be a majority of the Members present and voting.

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D.—*Procedure.*

9. The General Conference shall meet annually in ordinary session; it may meet in extraordinary session on the call of the Executive Board. At each session the location of its next session shall be designated by the General Conference and shall vary from year to year.¹

10. The General Conference shall, at each session, elect a President and other officers and adopt rules of procedure.²

11. The General Conference shall set up special and technical committees and such other subordinate bodies as may be necessary for its purposes.

12. The General Conference shall cause arrangements to be made for public access to meetings, subject to such regulations as it shall prescribe.

E.—*Observers.*

13. The General Conference, on the recommendation of the Executive Board and by a two-thirds majority, may, subject to its rules of procedure, invite as observers at specified sessions of the Conference or of its commissions representatives of international organizations, such as those referred to in Article XI, paragraph 4.³

¹ By a recent amendment the words 'and shall vary from year to year' have been struck out.

² Now amended to read, 'The General Conference shall adopt its own rules of procedure. It shall at each session elect a President and other officers.'

³ An additional clause has since been added, reading, '14. When consultative arrangements have been approved by the Executive Board for such international non-governmental or semi-governmental organizations in the manner provided in Article XI (4), these organizations shall be invited to send observers to sessions of the General Conference and its Commissions.'

APPENDIX

ARTICLE V

Executive Board

A.—Composition.

1. The Executive Board shall consist of eighteen members elected by the General Conference from among the delegates appointed by the Member States, together with the President of the Conference who shall sit *ex officio* in an advisory capacity.

2. In electing the members of the Executive Board the General Conference shall endeavour to include persons competent in the arts, the humanities, the sciences, education and the diffusion of ideas, and qualified by their experience and capacity to fulfil the administrative and executive duties of the Board. It shall also have regard to the diversity of cultures and a balanced geographical distribution. Not more than one national of any Member State shall serve on the Board at any one time, the President of the Conference excepted.

3. The elected members of the Executive Board shall serve for a term of three years, and shall be immediately eligible for a second term, but shall not serve consecutively for more than two terms. At the first election eighteen members shall be elected of whom one-third shall retire at the end of the first year and one-third at the end of the second year, the order of retirement being determined immediately after the election by the drawing of lots. Thereafter six members shall be elected each year.

4. In the event of the death or resignation of one of its members, the Executive Board shall appoint, from among the delegates of the Member State concerned, a substitute, who shall serve until the next session of the General Conference which shall elect a member for the remainder of the term.

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B.—*Functions.*

5. The Executive Board, acting under the authority of the General Conference, shall be responsible for the execution of the programme adopted by the Conference and shall prepare its agenda and programme of work.

6. The Executive Board shall recommend to the General Conference the admission of new Members to the Organization.

7. Subject to decisions of the General Conference, the Executive Board shall adopt its own rules of procedure. It shall elect its officers from among its members.

8. The Executive Board shall meet in regular session at least twice a year and may meet in special session if convoked by the Chairman on his own initiative or upon the request of six members of the Board.

9. The Chairman of the Executive Board shall present to the General Conference, with or without comment, the annual report of the Director-General on the activities of the Organization, which shall have been previously submitted to the Board.

10. The Executive Board shall make all necessary arrangements to consult the representatives of international organizations or qualified persons concerned with questions within its competence.

11. The members of the Executive Board shall exercise the powers delegated to them by the General Conference on behalf of the Conference as a whole and not as representatives of their respective Governments.

ARTICLE VI

Secretariat

1. The Secretariat shall consist of a Director-General and such staff as may be required.

APPENDIX

2. The Director-General shall be nominated by the Executive Board and appointed by the General Conference for a period of six years, under such conditions as the Conference may approve, and shall be eligible for reappointment. He shall be the chief administrative officer of the Organization.

3. The Director-General, or a deputy designated by him, shall participate, without the right to vote, in all meetings of the General Conference, of the Executive Board, and of the committees of the Organization. He shall formulate proposals for appropriate action by the Conference and the Board.

4. The Director-General shall appoint the staff of the Secretariat in accordance with staff regulations to be approved by the General Conference. Subject to the paramount consideration of securing the highest standards of integrity, efficiency, and technical competence, appointment to the staff shall be on as wide a geographical basis as possible.

5. The responsibilities of the Director-General and of the staff shall be exclusively international in character. In the discharge of their duties they shall not seek or receive instructions from any Government or from any authority external to the Organization. They shall refrain from any action which might prejudice their position as international officials. Each State Member of the Organization undertakes to respect the international character of the responsibilities of the Director-General and the staff, and not to seek to influence them in the discharge of their duties.

6. Nothing in this Article shall preclude the Organization from entering into special arrangements within the United Nations Organization for common services and staff and for the interchange of personnel.

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ARTICLE VII

National Co-operating Bodies

1. Each Member State shall make such arrangements as suit its particular conditions for the purpose of associating its principal bodies interested in educational, scientific and cultural matters with the work of the Organization, preferably by the formation of a National Commission broadly representative of the Government and such bodies.

2. National Commissions or national co-operating bodies, where they exist, shall act in an advisory capacity to their respective delegations to the General Conference and to their Governments in matters relating to the Organization and shall function as agencies of liaison in all matters of interest to it.

3. The Organization may, on the request of a Member State, delegate, either temporarily or permanently, a member of its Secretariat to serve on the National Commission of that State, in order to assist in the development of its work.

ARTICLE VIII

Reports by Member States

Each Member State shall report periodically to the Organization, in a manner to be determined by the General Conference, on its laws, regulations and statistics relating to educational, scientific and cultural life and institutions, and on the action taken upon the recommendations and conventions referred to in Article IV, paragraph 4.

ARTICLE IX

Budget

1. The budget shall be administered by the Organization.

APPENDIX

2. The General Conference shall approve and give final effect to the budget and to the apportionment of financial responsibility among the States Members of the Organization subject to such arrangement with the United Nations as may be provided in the agreement to be entered into pursuant to Article X.

3. The Director-General, with the approval of the Executive Board, may receive gifts, bequests and subventions directly from Governments, public and private institutions, associations and private persons.

ARTICLE X

Relations with the United Nations Organization

This Organization shall be brought into relation with the United Nations Organization as soon as practicable, as one of the specialized agencies referred to in Article 57 of the Charter of the United Nations. This relationship shall be effected through an agreement with the United Nations Organization under Article 63 of the Charter, which agreement shall be subject to the approval of the General Conference of this Organization. The agreement shall provide for effective co-operation between the two Organizations in the pursuit of their common purposes, and at the same time shall recognize the autonomy of this Organization, within the fields of its competence as defined in this Constitution. Such agreement may, among other matters, provide for the approval and financing of the budget of the Organization by the General Assembly of the United Nations.

ARTICLE XI

Relations with other specialized international Organizations and agencies

1. This Organization may co-operate with other specialized inter-governmental organizations and agencies whose

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interests and activities are related to its purposes. To this end the Director-General, acting under the general authority of the Executive Board, may establish effective working relationships with such organizations and agencies and establish such joint committees as may be necessary to assure effective co-operation. Any formal arrangements entered into with such organizations or agencies shall be subject to the approval of the Executive Board.

2. Whenever the General Conference of this Organization and the competent authorities of any other specialized inter-governmental organizations or agencies whose purposes and functions lie within the competence of this Organization, deem it desirable to effect a transfer of their resources and activities to this Organization, the Director-General, subject to the approval of the Conference, may enter into mutually acceptable arrangements for this purpose.

3. This Organization may make appropriate arrangements with other inter-governmental organizations for reciprocal representation at meetings.

4. The United Nations Educational, Scientific and Cultural Organization may make suitable arrangements for consultation and co-operation with non-governmental international organizations concerned with matters within its competence, and may invite them to undertake specific tasks. Such co-operation may also include appropriate participation by representatives of such organizations on advisory committees set up by the General Conference.

ARTICLE XII

Legal status of the Organization

The provisions of Article 104 and 105 of the Charter of the United Nations Organization concerning the legal status of that Organization, its privileges and immunities shall apply in the same way to this Organization.

APPENDIX

ARTICLE XIII

Amendments

1. Proposals for amendments to this Constitution shall become effective upon receiving the approval of the General Conference by a two-thirds majority; provided, however, that those amendments which involve fundamental alterations in the aims of the Organization or new obligations for the Member States shall require subsequent acceptance on the part of two-thirds of the Member States before they come into force. The draft texts of proposed amendments shall be communicated by the Director-General to the Member States at least six months in advance of their consideration by the General Conference.

2. The General Conference shall have power to adopt by a two-thirds majority rules of procedure for carrying out the provisions of this Article.

ARTICLE XIV

Interpretation

1. The English and French texts of this Constitution shall be regarded as equally authoritative.

2. Any question or dispute concerning the interpretation of this Constitution shall be referred for determination to the International Court of Justice or to an arbitral tribunal, as the General Conference may determine under its rules of procedure.

ARTICLE XV

Entry into force

1. This Constitution shall be subject to acceptance. The instruments of acceptance shall be deposited with the Government of the United Kingdom.

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2. This Constitution shall remain open for signature in the archives of the Government of the United Kingdom. Signature may take place either before or after the deposit of the instrument of acceptance. No acceptance shall be valid unless preceded or followed by signature.

3. This Constitution shall come into force when it has been accepted by twenty of its signatories. Subsequent acceptances shall take effect immediately.

4. The Government of the United Kingdom will inform all members of the United Nations of the receipt of all instruments of acceptance and of the date on which the Constitution comes into force in accordance with the preceding paragraph.

In faith whereof, the undersigned, duly authorized to that effect, have signed this Constitution in the English and French languages, both texts being equally authentic.

Done in London the sixteenth day of November, 1945, in a single copy, in the English and French languages, of which certified copies will be communicated by the Government of the United Kingdom to the Governments of all the Members of the United Nations.

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