

1949
NEW ZEALAND

The United Nations Educational, Scientific, and Cultural Organization

REPORT OF THE NEW ZEALAND DELEGATION
TO THE THIRD SESSION OF THE GENERAL
CONFERENCE, HELD AT BEIRUT, LEBANON, FROM
17 NOVEMBER TO 11 DECEMBER, 1948

Presented to Both Houses of the General Assembly by Leave

THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC, AND CULTURAL ORGANIZATION

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The Right Hon. Peter Fraser, P.C., C.H.,
Prime Minister and Minister of External Affairs,
Wellington, New Zealand.

SIR,—

We have the honour to submit the report of the New Zealand delegation to the third session of the General Conference of the United Nations Educational, Scientific, and Cultural Organization, held at Beirut, in Lebanon, from 17 November to 11 December, 1948.

We wish to acknowledge gratefully the honour given us in our appointment as delegates to this Conference.

R. G. RIDLING,
Chairman of Delegation.

D. CAIRNS,
Delegate.

M. H. HOLCROFT,
Delegate.

H. N. PARTON,
Delegate.

INTRODUCTION

New Zealand was represented by four delegates—

R. G. Ridling, Principal of the Wellington Technical College
(Chairman of the Delegation).

D. Cairns, Secretary and Executive Officer of the New Zealand
National Commission for UNESCO.

M. H. Holcroft, Journalist and Writer.

H. N. Parton, Associate Professor of Chemistry at Canterbury
University College.

Mrs. E. Beswick, a member of the staff of the High Commissioner's Office in London, accompanied the delegation as Secretary. Her services were much appreciated, and fully justified the views of the National Commission that the work of a delegation can be made more effective if secretarial assistance is provided at a General Conference.

ORGANIZATION OF THE CONFERENCE

The work of the Conference was divided between plenary meetings, Commissions, Sub-Commissions, and Committees. Controlling the administration of the Conference were the following organs :—

General Committee (Chairman : M. Hamid Bey Frangie, Lebanon)

This was the steering Committee of the Conference, composed of the President, Vice-Presidents and Chairmen of Commissions and Committees. New Zealand was not represented.

The plan for the organization of the Conference showed that notice had been taken of the experience gained in Mexico in 1947. Both in the budget estimates and in the programme recommended by the Executive Board there was an admirable clarity of presentation. It was possible to compare, without difficulty, the resolutions passed at Mexico City and the changes or modifications recommended by the Executive Board for the 1949 programme.

Credentials Committee (Chairman : M. Camille Huysmans, Belgium)

New Zealand was represented by Mr. Holcroft. This select Committee of nine members was concerned mainly with formalities ; but at one of its three meetings it was obliged to discuss a question of unusual delicacy. An application was received from Prague for the recognition of a Czechoslovak delegation which would not be present at the Conference. The credentials were accepted after a report sent to the General Committee had been referred to a plenary meeting. Procedural questions arising out of this application were later discussed by the Procedure Committee (see page 23).

Nominations Committee (Chairman: Sir Sarvepalli Radhakrishnan, India)

The leaders of all delegations were members of this Committee. Its task was to submit nominations for the Conference Commissions and Sub-Commissions and seven seats on the Executive Board. Six nominees were put forward to fill the places made vacant by retirements on the latter in accordance with the Constitution and two nominations for extraordinary vacancies caused by the resignation of members. Five of the retiring members were re-elected. The principal nominations were as follows :—

President: M. Hamid Bey Frangie (Lebanon).

Vice-Presidents :

Mr. Diego Luis Molinari (Argentina).

Mr. Victor Dore (Canada).

Mr. King Chu (China).

Mr. Georges Bidault (France).

Count Stefano Jacini (Italy).

Mr. Huseyin Cahit Yalcin (Turkey).

Mr. George V. Allen (United States of America).

Executive Board (eight seats out of a total of eighteen) :

*H. E. Shafik Ghorbal Bey (Egypt)

*Professor Louis Verniers (Belgium)

Count Stefano Jacini (Italy)

*Sir Sarvepalli Radhakrishnan (India)

*Mr. Victor Dore (Canada)

*Professor Alexandre Photiades (Greece)

M. Roger Seydoux (France)

Dr. Guillermo Nannetti (Colombia)

} To replace six re-
tiring members.

} Extraordinary
vacancies.

All these nominees were elected by the Conference. M. Seydoux replaced Professor Auger (France), who resigned on his appointment as Head of the Natural Sciences Division of UNESCO. Dr. Nannetti replaced the member for Ecuador, who resigned during the Conference. Sir Sarvepalli Radhakrishnan was elected Chairman of the Executive Board for 1949. He succeeded Dr. E. Ronald Walker, of Australia.

Nominations submitted by the Executive Board for the post of Director-General were considered at private sessions.

Plenary Sessions : The final resolutions of all Commissions and Committees and a considerable number of special items were discussed in the plenary sessions. New Zealand was represented by Mr. R. G. Ridling.

* Sitting members re-elected.

Commissions and Sub-Commissions : There were three Commissions—Administration, External Relations, and Programme and Budget. Eight Sub-Commissions were formed to study the working plans submitted by the Secretariat, to adopt resolutions and prepare reports for consideration by the Programme and Budget Commission. The New Zealand delegation was represented on all three Commissions and on seven of the Sub-Commissions. Mr. Holcroft was elected Vice-Chairman of the Sub-Commission on Social Sciences.

Procedure Committee (Chairman : Mr. Jacob Nielsen, Denmark)

New Zealand was represented by Mr. Cairns. The work of the Committee is the subject of a separate section of this report (see page 23).

Joint Committee on Publicity and Publications

A special body known as the Committee of Fifteen (5 representatives from each of the three Commissions) was appointed by the General Committee to consider information services and publications policy. Mr. Holcroft was appointed to this Committee.

OPENING SESSION

The third session of the General Conference opened on 17 November in the presence of H. E. Cheikh Bechara El-Khoury, President of the Lebanese Republic. During the first plenary session an attempt was made by the Arab delegations to exclude certain non-governmental Jewish organizations from the privilege of sending observers to the Conference but the situation was handled diplomatically, and the motion was later withdrawn.

The report of the Director-General was presented for adoption. In the formal debate which followed there was much comment in general terms, and the prevailing mood seemed to be a tempered optimism. Criticism was concerned mainly with the following points :—

- (i) The high costs of administration.
- (ii) The effect of these costs on budgetary allocations for programme development.
- (iii) The slowness with which practical and measurable results are being achieved.
- (iv) The wide scope of the programmes.

The smaller States were more critical than the larger. In the address given by the leader of the New Zealand delegation (Mr. R. G. Ridling), emphasis was placed on the need for an economical Budget and for a greater degree of realism in programme activities.

Reference was made to the work of the different sections of UNESCO, and objections to some of the less practical features were later answered by the Director-General. The New Zealand delegation remained convinced, however, that the more promising activities of UNESCO were being weakened by the demands of less satisfactory projects. This attitude was maintained throughout the Conference.

ELECTION OF DIRECTOR-GENERAL

After two private meetings of the heads of delegations, and a discussion by the Executive Board, M. Jaime Torres Bodet was recommended to the full Conference as the successor to Dr. Julian Huxley. The election of the Director-General is by secret ballot; but many delegations publicly declared their intention of supporting the nomination, and it soon became clear that the voting would be a mere formality. The Mexican nominee was elected for the full term of office by thirty-eight votes to two, with one informal vote and one abstention.

M. Bodet has an impressive record as an administrator and is an outstanding figure in the political and cultural life of Latin America. His election caused general satisfaction at the Conference.

FUTURE CONFERENCES

In their opening addresses the United Kingdom and New Zealand delegations both referred to the heavy cost of annual General Conferences and to their retarding influence on the work of the Secretariat. After taking notice of various proposals and discussions, the Executive Board made recommendations which were finally accepted by the General Conference as follows:—

(a) The fourth session will be a short business session, although opportunity will be given for general discussion of one or two major themes of UNESCO interest to be selected by the Executive Board.

(b) This short fourth session will be held in the early autumn of 1949.

(c) The fifth session will be of full duration and scope and will be held in the spring of 1950, to fit in—from that year onwards—with the proposed United Nations Calendar of Meetings of Specialized Agencies.

The full Conference also accepted the invitation from the Italian Government to hold the fifth session in Florence.

PROGRAMME AND BUDGET COMMISSION

The Executive Board had suggested that the Conference should work on the basis provided by the programme resolutions of the second session. It also supplied recommendations which were to be studied alongside the earlier resolutions. In this way, it was hoped, the Conference would be able to decide what activities would be undertaken in 1949, within the limits set by budgetary allocations. Other activities included in the programme could be held over for consideration at future sessions of the General Conference. The procedure was satisfactory, in that programme and Budget were kept in a strict relationship. Although some delegations were anxious to initiate new projects, the general feeling seemed to be that UNESCO needed time in which to carry out the proposals made at previous conferences.

Sub-Commissions were established to consider the programme for reconstruction, communication, education, cultural questions, natural sciences, social sciences, and exchange of persons. Dr. Parton worked on reconstruction, cultural questions, and natural sciences; and Mr. Holcroft specialized in communication, education, social sciences, and exchange of persons. A select Budget Sub-Commission was also formed; New Zealand was not represented.

The working plans submitted by different sections of the Secretariat varied considerably. Some were lucid and concise; others were diffuse and pretentious. It was generally found that the plans varied in quality in accordance with the realism of the proposals. In Education and the Social Sciences, for instance, the documents were admirable; but for sections which seemed to be moving uncertainly towards future activities—as in Mass Communications and Philosophy and Humanistic Studies—the proposals were often framed obscurely and verbosely.

The Director-General asked for a total Budget of \$8,473,530 for 1949. His estimate was reduced by the Budget Sub-Commission to \$7,787,000, an increase of only \$97,363 on the allocation for 1948. The additional money was conceded by the Sub-Commission mainly because it had been made necessary by an increase in the cost of living in Paris. This decision was approved by the full Conference.

RECONSTRUCTION

The Reconstruction Sub-Commission was concerned first with direct relief, and approved a maximum of \$175,000 for emergency grants in 1949. It was reported during the discussion that about half the emergency grants proposed for 1949 were to be expended on

scientific equipment, 20 per cent. on educational equipment, and smaller proportions for literature, the preservation of works of art, &c. Resolutions were approved—

(a) For a policy of transferring UNESCO's energies from reconstruction in war-devastated areas to constructive developments in appropriate areas ; and

(b) Requesting Governments to give priority in building to educational institutions.

The New Zealand delegate opposed a resolution that States should raise funds for the rehabilitation of schools in war-devastated areas by the issue of a postage-stamp with a surcharge for UNESCO. He said that member States should decide their own methods of giving such assistance. The resolution was adopted after suitable modification to meet this point of view.

It is proposed to extend the Book Coupon Scheme to cover educational and scientific films. This scheme assumes the availability of a "hard" currency backing, by which the issuing agency (UNESCO in the experimental period of one year) may sell book coupons against "softer" currencies, and redeem the coupons in "hard" currency. Thirteen countries have now agreed to participate. The United States has no objection to the scheme. The first coupons were distributed at the Conference.

A recommendation to member States was adopted that, where exchange restrictions exist, the proportion of foreign exchange allocated for the purchase of foreign books of an educational, scientific, and cultural character be maintained at the present level and, if possible, increased.

UNESCO recommended that national delegates, if they are willing, should call on the Universities of their countries to accept, in various capacities, one or more refugee intellectuals who are unfitted to do physical work.

Urgent action, in co-operation with United Nations and other specialized agencies, is to be taken during 1949 to assist refugees in the Middle East.

COMMUNICATION

(i) *Free Flow of Information*

The Sub-Commission on Mass Communications held four meetings, and the discussions were always lively. One of the proposals made by the Executive Board was that the Director-General be instructed "to collect and analyse on a continuing basis, objective information on obstacles to the free flow of information" The New Zealand delegate questioned the need to obtain further knowledge

in this particular field. Member States were fully aware of the obstacles to cultural imports. He outlined the situation in New Zealand, where favourable treatment was given to educational materials imported by Universities and non-trading Government Departments. Reference was then made to the high Customs duties placed upon recordings sent by the National Broadcasting Service to the United Kingdom and Norway. "If," said the delegate, "these difficulties exist between old friends, the problem as a whole must be formidable." He suggested that it was useless to obtain further information unless action could be taken.

These opinions were strongly supported; but the programme resolution was adopted together with a United Kingdom proposal that, in future inquiries, special attention should be given to studies (which should be published) on newsprint and low-priced radio receiving-sets.

(ii) *Visual and Auditory Materials*

The draft agreement for facilitating the international circulation of visual and auditory materials of an educational, scientific, and cultural character was discussed at an informal meeting called by the United States delegation. Representatives of approximately twelve delegations, including New Zealand, stated objections made by their Governments to the convention in its present form. The main objection was that the nature of the materials was too loosely defined, although the United Kingdom also asserted that the imposition of import licences was a greater hindrance than the problem of excessive Customs duties.

A small drafting committee prepared several amendments which later were placed before a meeting of the Communications Sub-Commission. The only amendment of any real importance was an addition to Article IV, which read as follows:—

"The Governmental agency of the contracting State into which entry is sought shall be entitled to impose regulations upon the importer of those materials to ensure that they shall only be exhibited or used for non-profit-making purposes."

It was pointed out that the problem of defining the materials to be covered by the convention was too difficult, and that no agreement along those lines was likely to be reached by member States. The amendment was an attempt to overcome the difficulty by controlling the use of the materials after importation.

There was general agreement that the revised draft could be submitted to Governments of member States, and the convention was adopted.

(iii) *Projects Division*

When the Projects Division of Mass Communications came up for discussion the New Zealand delegate made a long and critical analysis of the working plan for 1949 and of the administrative conception on which it was based.

“The most fruitful field in mass communications,” he said, “must be, for some time to come, the collection and distribution of information about work that is being done throughout the world.” He gave several examples of useful work, and ended by suggesting that the entire conception of a “Production Committee” should be examined and revised.

Much support was given the New Zealand delegation. France and Belgium in particular expressed agreement. The Acting-Head of the Mass Communications Department then made a long statement in which he dealt mainly with the points raised by New Zealand. He said that the “ideas bureau” had been replaced by a small committee of experts whose task was to initiate production. In a survey of more recent activities he argued that the Projects Division now had much useful work in progress and that it was overcoming early difficulties of staff and organization.

. At the third meeting of the Sub-Commission, New Zealand accepted these assurances, but supported a proposal made by the United Kingdom that the emphasis should be moved from production *inside* the Division to production *outside*, especially through eminent writers who could be commissioned to provide features of high quality. The programme resolutions were finally adopted, although further attacks were made on the Projects Division by France and Belgium when the Sub-Commission report was placed before the full Programme and Budget Commission. The New Zealand delegation believes that the work of this department will need a careful scrutiny at the next General Conference. Evidence of sound and practical work will be required if the large budgetary allocation is to be justified.

EDUCATION

The Sub-Commission on Education had comparatively tranquil meetings. There was general agreement with the clearing-house activities described in the working plan as the department's central interest. Delegates followed one another in expressions of approval and it was clear that UNESCO's achievements in education had made a favourable impression. The only controversial issue was the number of seminars to be held in 1949. After a long discussion of various resolutions and amendments both in the Sub-Commission and in the full Programme Commission it was finally agreed that

UNESCO should sponsor in 1949 one seminar, preferably in the Far East, and lend assistance to a seminar in Latin America on measures to combat mass illiteracy.

The New Zealand delegation was in agreement with this decision. It believed that seminars were most valuable. If they were to be successful, however, they required careful preparation and comprehensive follow-up activities. It was essential that the findings of the seminars should be published, and material obtained in 1947 had not yet been made available to member States.

The department's programme for fundamental education was accepted without difficulty. Arrangements were made for regional study conferences "to be held at the request of a member State to consider a problem or problems of fundamental education put forward by that member State." Throughout this part of the programme there was a healthy insistence on the need for the initiative to be taken by countries which required assistance. Clearing-house activities, as visualized by the Secretariat, will be related strictly to immediate and practical requirements.

The proposal for an international conference of leaders and workers in adult education was adopted. An additional recommendation was that the conference should also be attended by leaders among workers in industry and agriculture. It was agreed that the invitation of the Danish authorities to hold the conference in Denmark should be accepted.

EXCHANGE OF PERSONS

It was noticeable at meetings of this Sub-Commission, as in the meetings on education, that delegates were in an approving mood. The Secretariat was able to show that good work had been done in 1948 and that plans for the future were soundly based. UNESCO's activities in this field have been constructive, and should have valuable results.

Much interest was shown in the handbook now being printed on international fellowships, scholarships, and related opportunities. It is based on information received in answer to a questionnaire sent out in May, 1948, to which answers were received from about twenty different countries. Approximately 700 different types of fellowships and 10,000 specific opportunities have been listed as available in 1948-49, and additional information has been supplied for 1949-50 and 1950-51.

Resolutions were passed to authorize the work of the department along lines which have already been followed successfully. A new proposal, brought forward by the United Kingdom, and accepted by the Programme and Budget Commission, was that a small

conference of representatives should be called in the coming year "to discuss the administrative problems which have arisen during the working of the fellowship scheme."

SOCIAL SCIENCES

The work of the Sub-Commission on Social Sciences was made easier by a working plan which was praised by many delegates for its conciseness and lucidity. One of the two meetings was devoted to a discussion of the inquiry into tensions affecting international understanding. It became evident that most delegations had passed from an early scepticism to an acceptance of this project. There was a general realization that the project would have to move slowly and that it would be unrealistic to look for short-term results. It was pointed out by the New Zealand delegate, however, that there would be incidental results of great value, especially in the promotion of research in the social sciences in countries where research hitherto has not been extensive. A further advantage will be the establishment of wider contacts between social scientists throughout the world.

When the discussion passed from general consideration to specific details, the difficulties of the project became more apparent. At the end of the meeting the delegates had not passed beyond the first of nine programme resolutions. It was obvious that some of the delegates were imperfectly acquainted with a project which has become highly technical in its approach to new methods in education and psychology. The New Zealand delegate therefore moved that, since the early discussion had shown complete agreement with the project, the resolutions should be accepted in entirety. This motion was adopted.

A second meeting of the Sub-Commission dealt with international organizations in the social sciences. Here, too, it was found that delegations approved the work undertaken by the department. An additional proposal was that a grant-in-aid should be made to the International Statistical Institute "if a satisfactory agreement is reached with that Institute." The Sub-Commission's report was adopted by the Programme and Budget Commission.

CULTURAL QUESTIONS

The Sub-Commission on Cultural Questions was under strong pressure to recommend the setting-up of a regional cultural centre in the Middle East instead of a cultural liaison office at UNESCO Headquarters for the Middle East. This was resisted, but there is little doubt that the demand will be repeated in the future, and similar requests have come from other sources—*e.g.*, the Far East,

South-eastern Asia, and Latin America. The New Zealand delegate supported the more limited scheme. He opposed an Indian resolution for an Institute of Cultural Co-operation for South and East Asian countries, on the grounds that the declared aims of the Institute involved duplication of UNESCO's work, and that of the National Commission in the area. After being referred to a special committee, the resolution was adopted. Certain delegates argued that it was better that an Institute should be established under UNESCO's guidance than without it. The New Zealand delegation is of the opinion that encouragement of cultural regionalism is to be regretted.

In general the scheme proposed under the heading of Cultural Questions, and the discussion of them, lacked the clarity and precision of those in the Natural Science Sub-Commission. This is unfortunate, since it is clear that the arts have much to contribute to UNESCO's work. The New Zealand delegation consistently urged that, as far as UNESCO is concerned, the Arts in Education should be included in the Education Section. This proposal was finally adopted by the Programme and Budget Commission.

CULTURAL QUESTIONS AND NATURAL SCIENCE

A joint Sub-Commission considered a proposal for establishing a foundation to prepare a scientific and cultural history of mankind. A board of directors, one or two of whose members would prepare the main draft, would be assisted by consultants and research fellows. It was hoped that finance would be provided by some of the well-known private foundations and large publishing firms, so that UNESCO's contribution would be small. The scheme was subjected to considerable criticism. The non-Western States were afraid that a proper balance might not be struck between the contributions of different cultures. The New Zealand delegate questioned the vague financial proposals, and asked for a critical examination of the project before a decision was taken. The Sub-Commission adopted a resolution asking for a further report at the next session of the General Conference. The full Commission later reversed this decision and adopted the original proposal. The New Zealand delegation considers that the plan in its present form is far from satisfactory.

NATURAL SCIENCES

The Sub-Commission on Natural Sciences was essentially a body of specialists, all delegations having at least one scientist member. The work of the Field Science Co-operation Offices in Latin America, the Middle East, East Asia, and South Asia was generally approved. A proposal from the United States that their activities should be extended was opposed by New Zealand, the United Kingdom, and

Australia. The delegates of these countries urged that the offices continue to concentrate on exchange of information, material, and personnel, a task which is already taxing them heavily because of the rapidly growing demand for liaison. This viewpoint prevailed, and was incorporated in the findings of the Sub-Commission.

A proposal was considered for a joint technical conference on the protection of nature, in collaboration with the International Union for the Protection of Nature (IUPN). The recommendation that this conference be held in July, 1949, at Lake Success, U.S.A., immediately after the United Nations Scientific Conference on the Conservation and Utilization of Natural Resources (UNSCCUN) was opposed by the United Kingdom, which asked for a European site for the UNESCO-IUPN conference. No final decision was taken. The New Zealand delegate criticized the questions proposed by UNESCO for inclusion in the UNSCCUN programme, which has primarily an economic purpose. He considered that such wide generalities as "the influence of natural resources on civilization" and "the influence of the form of civilization on the use of natural resources" would not be appropriate at UNSCCUN.

A resolution was approved requesting the Secretary-General of the United Nations to place the problem of soil conservation, as it affects food production and nutrition, on the agenda of the eighth session of the Economic and Social Council.

Reports were available on the use made of the grants-in-aid to international scientific organizations. The Sub-Commission considered the system one of the most valuable of UNESCO's activities, greatly furthering international scientific co-operation. It strongly opposed the reduction of some \$50,000 in the natural science budget, and expressed the opinion that a figure substantially higher than that of 1947 and 1948 (\$240,000) should be allocated, the increase to be obtained from savings it believed could be made in the administrative expenses of the organization.

A budget provision of \$8,000 was recommended for a committee of experts to consider the formation of an International Institute of the Arid Zone, comparable to the Institute of the Hylean Amazon recently set up through UNESCO's initiative and assistance. Some criticism was made of the latter Institute's "inadequate provision for research."

JOINT COMMITTEE ON PUBLICITY AND PUBLICATIONS INFORMATION SERVICES

An interesting feature of the Conference was the criticism made by the above Joint Committee (also referred to as the Committee of Fifteen) and directed against the so-called World Centre for the

Exchange of Information. According to the Director-General's report, it had been constituted as a general service unit for the entire Organization. "It supplies not only information in a restricted sense, but also maps and a statistical service, and organizes book collections for seminars, work camps, &c. 'Information' may consist of existing printed materials, or be supplied in the form of abstracts, of reports on special topics, or of lists of organizations in particular fields. In addition, the department is responsible for UNESCO's Library."

The New Zealand delegation admitted that a central library and documentation service was necessary, but it thought that the service was being developed on too large a scale, and that it implied much overlapping with the work of other departments, most of which have their own information services. It seemed hard to justify a staff of fifty-three (including twelve specialists) and a budget allocation of nearly \$400,000.

In answer to criticism from the United Kingdom delegation and others, the Head of the department explained that information was supplied only at the request of programme sections, and that in fact there was no duplication of services. Nevertheless, the Committee passed a resolution inviting the Director-General "to reconsider as soon as possible the organization and title of the Department of Exchange of Information and the work-plan suggested for 1949, with a view to possible reduction in the scope of its activities, especially those concerned with the provision of information services to the programme departments by specialists and those concerned with statistics. In order to avoid the danger of duplication, certain of these activities might, if necessary, be transferred to the appropriate departments."

The New Zealand delegate supported the resolution after trying unsuccessfully to obtain a stronger wording. He argued that it was not enough to avoid "the danger of" duplication, and that there should be a definite request for a reduction of personnel and budget allowance. It became evident, however, that notice had been taken of the discussion, for the Budget Sub-Commission reduced the department's allocation for 1949 by \$100,000.

When the resolution came before a plenary meeting, an amended version was proposed by the South African delegation which eliminated all reference to the suggested economy in personnel and finance. New Zealand opposed the amendment, and moved that the original and full text of the resolution be adopted. The proposal was supported by the United Kingdom and France. The New Zealand motion was treated as an amendment to the South African motion, and adopted by the Conference. This meant, in effect, that the

Conference confirmed the Budget Sub-Commission's decision to reduce the allocation for the Department of Exchange of Information by approximately \$100,000.

PUBLICATIONS

There was evidence that more interest was being taken by the member States in UNESCO's publishing activities. The Committee of Fifteen gave a great part of its time to discussion of this question. Mr. Holcroft, who represented New Zealand on the Committee, was also a member of a Committee on Publications appointed by the meeting of representatives of National Commissions. The report of the Committee on Publications was referred to the Committee of Fifteen by the Administrative Commission, and this document provided the basis for a general policy on publications which later went before the Budget Sub-Commission.

The New Zealand delegation was particularly anxious to bring about an improvement in the quality and distribution of *The Courier*. At meetings of the Committee on Publications and in private conversations, the delegate obtained facts about the conditions under which the journal was being produced. He then placed before the Committee his views on what was needed to make *The Courier* an international publication of value to UNESCO, and he framed a resolution which was incorporated in the Committee's report. The resolution was accepted by the meeting of representatives of National Commissions; but when it came before the Committee of Fifteen there was some opposition to it, on the grounds that it had budgetary implications.

The New Zealand delegate explained his attitude at some length, and was well supported. *The Courier* was an international newspaper, and although it was not yet what it could and should be, the foundations had been prepared. If the paper were to be made effective, however, two requirements were essential—an improvement in quality and a wider distribution. The delegate reminded the Committee that thousands of school-children were receiving their first impressions of UNESCO from the columns of *The Courier*. He suggested that the editorial staff should give more attention to prominent personalities who visit UNESCO House. There should be articles of general interest on cultural themes, not necessarily tied to resolutions and programme projects. These ideas were finally embodied in the report from the Joint Committee to the Conference.

In order to facilitate a wider distribution, the Director-General was instructed to negotiate with member States to develop plans for the reproduction of *The Courier* by National Commissions. It was

also asked that a small conference of newspaper editors and publishers be held with a view to increasing their understanding of UNESCO. On the suggestion of the New Zealand delegate, it was agreed that the question of interesting the press in UNESCO should be included in the agenda for a conference of editors and publishers authorized for the Mass Communications programme.

Much attention was also given to a general policy for publications. It was agreed that UNESCO should issue all its publications under the Organization's own imprint. The Committee requested the Director-General to investigate the possibility of issuing appropriate publications in languages and forms designed to interest large numbers of people to whom English and French are not known. Much importance was attached to a recommendation (approved by the Administrative Commission) that the Director-General be instructed to credit revenue from the sale of publications to a Publications Capital Revolving Fund. It was thought that this would stimulate sales, and ultimately reduce the cost of publications to the UNESCO budget.

Among the conclusions set out by a small drafting committee—of which the New Zealand delegate was a member—was the belief that the publications programme should be considered as a whole. "At present the authorization for individual publications comes up through the Programme Sub-Commissions," said the committee's report, "and at no point is there a presentation to the Conference of the entire publishing programme." A list of proposed publications, compiled by the Secretariat for the Committee of Fifteen, contained approximately fifty titles and a contemplated expenditure of \$270,000 for printing costs alone. The committee recommended that the Director-General be requested "to prepare for the next session of the General Conference a list of publications issued to date, a statement of publications issued in 1949 with an accounting of their cost, the size and language of the editions and an analysis of their distribution, and a list of those publications proposed for 1950, with an estimate of their cost and proposed distribution."

OFFICIAL AND EXTERNAL RELATIONS COMMISSION

The Official and External Relations Commission held six meetings, and four more were held jointly with the Programme Commission. The former Commission was under the chairmanship of the leader of the United Kingdom delegation, Mr. D. R. Hardman, M.P., who also shared the chairmanship of the joint meetings with Professor P. Carneiro (Brazil). Dr. H. N. Parton represented New Zealand.

REPORTS BY MEMBER STATES

Article VIII of the Constitution of UNESCO provides that each member State shall report on its laws, regulations, and statistics relating to educational, scientific, and cultural life. It is now resolved—

(i) That the yearly reports that member States have to submit to the General Conference should include—

(a) Information on those laws and regulations which concern UNESCO, promulgated during the year in the territory of the member State ;

(b) A statement on the measures taken by the member State in pursuance of the recommendations and international conventions adopted by the General Conference :

(c) A statement on the measures taken by the member States to create, promote, or assist a National Commission or co-operating bodies :

(d) Action taken by the member State, its National Commission, or its co-operating bodies in the carrying-out of the programme adopted by the General Conference, and a report on the activities of these bodies where they exist.

(ii) In preparing annual reports, member States should take into account, and comply with as far as possible, suggestions relating to form and content made to them by the Director-General.

NATIONAL COMMISSIONS

Great importance is attached by the General Conference to the role of the National Commissions and co-operating bodies. It is clearly desirable, for the full development of co-operation between the Secretariat and the national organizations, that there should be interchange of personnel. This is now provided for. The National Commissions are asked to give special attention to enlisting the support of young people for the programme of UNESCO. Details of the report from the National Commissions meeting to the External Relations Commission are given in a separate section of this report (see page 24).

RELATION WITH GERMANY AND JAPAN

This is now a much less controversial matter than it was at the second session of the General Conference. Plans for 1949 include the distribution of UNESCO publications to interested groups in Germany and Japan ; the study and definition, from UNESCO's point of view, of the criteria for the preparation and publication

of text-books ; a survey of the problems involved in exchange of persons ; the encouragement of research in the social sciences relating to the distinctive character of German and Japanese ways of life, ideals, and legal systems ; the selection of German and Japanese experts to attend technical meetings called by UNESCO, when their attendance is advantageous.

DIMINUTIVE STATES

The question of the admission of " diminutive States " arose from the application of the Principality of Monaco. The Conference recommended to the Executive Board " that each application for membership from such ' diminutive States ' should be considered on its own merit," and after discussion it was agreed that the Principality of Monaco be admitted to full membership.

RELATIONS WITH UNITED NATIONS

The General Assembly of the United Nations approved a convention on the privileges and immunities of the specialized agencies for submission to the agencies and to the member States for acceptance. The General Conference of UNESCO accepted the Convention, and the annex relating to UNESCO, subject to the following modification :—

" The Deputy Director-General of the organization, his spouse and minor children shall also enjoy the privileges and immunities, exemptions and facilities accorded to diplomatic envoys in accordance with international law, which Article VI, Section 21, of the Convention ensures to the executive head of each specialized agency."

It was not the policy of the New Zealand Government to make such an extension of privileges beyond the executive head, and the New Zealand delegate moved in the Commission to have this addition struck out. He was opposed by the delegates of the United Kingdom and France, who agreed that the position of Deputy Director-General of UNESCO is unique (so far) among the specialized agencies, and that the wide range of UNESCO's activities, as compared with other agencies, justifies the extension. Only the mover and seconder (United States of America) supported the New Zealand amendment, which was lost.

RELATIONS WITH INTERNATIONAL ORGANIZATIONS

The General Conference approved the policy of making payments to international non-governmental and semi-governmental organizations in its fields of interest. Payments take the form of—

(a) Contracts for the execution of surveys, investigations, reports, &c.

(b) Subsidies or grants-in-aid, which are normally only made to supplement the income of the organization from other sources, and which may be used to pay for transportation and publication expenses for conferences and congresses.

Under the latter heading, a grant of \$20,000 was made to the Seventh Pan-Pacific Science Congress in New Zealand in February, 1949.

Agreements with the International Council of Museums, the International Council of Scientific Unions, and the World Federation of United Nations Associations were extended for twelve months. A resolution was adopted instructing the Executive Board to make triennially a critical examination and review of the employment of grants-in-aid and payments under contract, and of the results obtained through them.

The Director-General was instructed to consider the possibility of publishing a handbook of international non-governmental organizations. He was further instructed to examine the proposal for an international council or union of organizations working for peace and international understanding.

ADMINISTRATIVE COMMISSION

The work of the Administrative Commission was of the utmost importance. It was now possible to survey the organization and administration of the Secretariat after two full years of operation. New Zealand was represented by Mr. D. Cairns.

FINANCIAL MATTERS

The auditor's report showed the accounts of the Organization to be in a most satisfactory state. This was in direct contrast to the unsatisfactory report presented at the Mexico City Conference of 1947.

The Administrative Commission discussed in detail a resolution by the United States of America recommending that no member State in normal times should pay more than $33\frac{1}{3}$ per cent. of the UNESCO Budget. This resolution was approved in principle by the Conference. As a first step in implementing the decision the United States contribution for 1949 was reduced by 2.85 per cent.

and this proportion divided amongst the other member States. The increase in New Zealand's contribution for 1949 will be approximately 0.02 per cent. (total provisional 1949 contribution, 0.60 per cent.) of the Budget, which was finally approved at \$7,787,000. The currencies in which payment of contributions to the Budget and Revolving Fund may be made remains virtually as at present.

The Conference agreed to an additional 'call-up' in 1949 of \$1,000,000 for the Revolving Fund. The 1947 Budget surplus will yield \$800,000 and will be credited to member States in proportion to their contributions to that Budget. The balance will be available from payments by new member States and a further small contribution from the others. An advance of \$150,000 from the Revolving Fund was approved for the Staff Housing and Welfare Fund. The much simpler and more appropriate form adopted for the presentation of the 1949 Budget was also approved. The Executive Board was instructed to have an expert panel on Finance and Administration examine the proposed Budget for 1950 and make a report thereon.

ADMINISTRATION AND STAFF MATTERS

The Commission had a long discussion on the salary and allowance system, and at the request of the New Zealand delegate a special Sub-Committee (on which New Zealand was represented) was set up to study the question. It was considered by the New Zealand delegation that allowance should not be such as to cover costs properly chargeable to staff members' base salaries, taking into account that salaries are free of taxation, and it was recommended that the dislocation allowance should be discontinued as soon as possible. The Sub-Committee considered that the whole question of allowances should be related to the length of contracts. This latter feature is one of the most unsatisfactory at present in the staff organization. A series of findings was approved by the Administrative Commission and the General Conference and transmitted to the Director-General. These are to be the basis of the discussions which are being held by UNESCO in 1949 in conjunction with the United Nations and other specialized agencies on the salary and allowance systems.

UNESCO will participate in the joint Staff Pension Scheme proposed by the United Nations, provided no substantial changes are made before the scheme comes into operation.

The Staff Medical Benefits Scheme was approved with only minor amendments. The principal change was a New Zealand amendment to insert a new rule relating to the exchange fluctuations and payments specified in the scheme.

Staff regulations of UNESCO were amended by the Administrative Commission in a number of important ways. The Director-General was permitted greater flexibility in the appointment of staff, and the decision to appoint officers to permanent posts in UNESCO after an initial probationary period can be regarded as one of the most important made by the Commission.

Special consideration was given to the organization of the Secretariat. The New Zealand delegation strongly supported a resolution by the United Kingdom requesting the Director-General to delegate greater authority to the heads of programme departments and to effect economies, both financially and in personnel.

PROCEDURE COMMITTEE

New Zealand was represented by Mr. D. Cairns. The principal work of the Procedure Committee was as follows :—

The revision of the rules of procedure as amended by the Editorial Committee set up by the second General Conference ; discussion of amendments to the Constitution ; introduction of new rules on the presentation of credentials of delegations ; consideration of Spanish as a working language for UNESCO ; interpretation of the Constitution regarding the eligibility of a member of the Executive Board for re-election when he is not a member of a delegation.

The rules of procedure presented by the Editorial Committee were adopted by the Conference with only minor amendments, except as referred to below.

In view of the difficulties encountered by many member States in presenting credentials complying with the Constitutional requirements (under which credentials must be signed by the head of the State or the Minister of Foreign Affairs), the Procedure Committee gave detailed consideration to a proposed amendment to the rules of procedure moved by the United Kingdom delegation. This amendment would have provided wider powers of signature. However, it was not possible to reach an agreement, and the question has been referred to the Director-General with a view to presenting a satisfactory solution to the fourth General Conference.

A long discussion was initiated by a motion from the Latin American States for the adoption of Spanish as a full “working” language of UNESCO. The principal and most forceful argument presented to the Conference was that fourteen States attending the Conference could not take full part in the discussions. A unanimous resolution was finally passed accepting Spanish as a “working” language of the General Conference and Commissions only where

simultaneous translation was available. No authorization was granted for the publication of documents in Spanish other than those at present translated.

The Committee was presented with a difficult Constitutional problem when the eligibility of one member of the Executive Board for re-election came under question. On first election, members of the Executive Board must be members of a delegation. In this instance the Board member eligible for re-election was not a member of a delegation. The Committee decided by a one-vote majority that members of the Executive Board are eligible for re-election even if they are not members of a delegation attending a General Conference.

The Procedure Committee amended the rules of procedure to determine in more definite terms the constitution of a delegation and to ensure that no delegation could enjoy its rights and privileges if, after nomination, it refused to attend the General Conference. It also recommended the establishment of a special tribunal to consider matters of interpretation of the Constitution not considered sufficiently important to refer to the International Court of Justice (see Constitution, Article XIV, para. 2).

Amendments to the Constitution of UNESCO proposed by Ecuador, the Director-General, and New Zealand were considered by the Procedure Committee and later by the General Conference. The amendment submitted by Ecuador concerning the admission of States to UNESCO (without vote) after suspension or expulsion by UNO was rejected.

The Director-General submitted an amendment to the Constitution (Article IV_E) concerning invitations to observers from non-governmental and semi-governmental organizations approved by the Executive Board for consultative status. This amendment was adopted after rewording.

The New Zealand amendment designed to eliminate from the Constitution (Article IV_D 9) the clause which obliged the General Conference to change its place of meeting each year was adopted unanimously.

NATIONAL COMMISSIONS' MEETING

A meeting of representatives of National Commissions was held on 15 and 16 November, immediately prior to the opening of the General Conference. Thirty-two of UNESCO'S forty-four member States have established National Commissions and twenty-eight were represented at the meeting.

Dr. Milton Eisenhower (Chairman, United States National Commission) was elected Chairman. New Zealand was represented by Messrs. M. H. Holcroft and D. Cairns.

Reports were given by the members present of the activities of their National Commissions and on problems encountered during 1948. The New Zealand delegates reported the appointment of the permanent National Commission and the development of the fellowships scheme whereby five scholars were expected to commence work in 1949 in New Zealand.

Criticisms of the UNESCO programme made by the delegation were strongly supported by all speakers who followed. Principally these were concerned with the lack of practical work available to keep Commissions and co-operating bodies interested. Criticisms were made that too many questionnaires were sent to member States and that insufficient information was given on the application of the material gathered.

The meeting was of value for the exchange of information on the operation of the UNESCO programme through National Commissions in various member States and for the discussion of difficulties of operation with the Secretariat of UNESCO. The exchange of views should result in 1949 in a more effective prosecution of the programme. The importance of National Commissions in the work of UNESCO was widely recognized and emphasized.

DECLARATION OF HUMAN RIGHTS

The text of the International Declaration of Human Rights was received by the Conference shortly after it had been passed by the General Assembly of the United Nations meeting in Paris. This declaration, for the first time in history, proclaims with world-wide scope those principles of freedom and of the dignity of the human personality for which the peoples of the world have made such heavy sacrifices. The UNESCO Conference adopted the declaration with enthusiasm and agreed to give it the widest possible application in the programme.

CONCLUSIONS

The Organization as a whole is firmly established, but the work of individual sections is uneven in quality and value. The Secretariat is efficient, although the New Zealand delegation is convinced that the staff is too large and the administration too costly. Most of the weaknesses can be traced back to the over-ambitious programmes authorized by the General Conference at earlier sessions. Some departments of UNESCO are working within the framework of unrealistic resolutions. Other sections appear to have been formed prematurely.

The Director-General referred in his report to the criticism that UNESCO is trying to do too much in too many different directions. "If the Organization is to fulfil its functions adequately," he said, "it must adopt the principle of undertaking some activities in each main subdivision of the various major fields of its competence." The weakness of this attitude, according to the New Zealand point of view, is that it implies activities which are not essential, or which range too indefinitely into the future. If departments must justify their existence simply because they are thought to be within what has come to be known as UNESCO's "field of interest," they will be constantly in danger of looking for projects which cannot satisfy urgent and practical needs. This dispersion of energy and resources means that the slender programme of allocations must be spread too widely and thinly. More money is needed for fundamental education, for instance, while money that could be used for it is being diverted to rather nebulous projects.

The retention of unessential interests makes it harder for the work of UNESCO to be presented convincingly to the general public. Criticism will always be directed against the weak places, and there is already a tendency for critics to speak as if these weaknesses permeated the entire Organization. This is far from being the truth. UNESCO is doing a great deal of work of the utmost value, and it would be tragic if concrete achievements were overlooked or depreciated because undue attention was given to the less satisfactory features of the programme.

The central difficulty is undoubtedly to be found in the nature of international co-operation. Many different racial and national viewpoints are constantly being reconciled. The programme of UNESCO represents a compromise between the ideas of people whose thinking is determined by contrasted ways of life. In the circumstances, it cannot be surprising if the general policy should lack the incisiveness which can be given to a policy derived from cultures which—as in the Anglo-Saxon groups—have broad similarities. The surprising fact, indeed, is that so much constructive work is already being done by an infant Organization. And this illustrates the growth of an international spirit which is the outstanding achievement of UNESCO. The General Conference brings together many hundreds of people from all parts of the world. They learn to meet one another and to do their work in an atmosphere of trust and good will. The friendships formed at these Conferences, and the wider knowledge taken from them, must become genuine contributions to international understanding.

ACKNOWLEDGMENTS

The New Zealand delegation was deeply impressed by the kindness and hospitality of the Lebanese people. No effort was spared by the Government to promote the smooth working of the Conference and the comfort of delegates. The Conference was in session six days a week, and the long working-hours meant that the smaller delegations could have little leisure. It was a great privilege, however, to attend an international Conference in an environment where antiquity and the modern world can be studied together.

We are grateful to the President and Government of Lebanon for their unfailing kindness. The delegation also wishes to acknowledge the generous assistance received from members of the Secretariat.

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