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REPORT

of the Canadian Delegation
to the 11th Session of the
UNESCO General Conference

PARIS

November 14, 1960 – December 15, 1960

**DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA, CANADA**

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INTRODUCTION

The eleventh session of the General Conference of the United Nations Educational, Scientific and Cultural Organization, (Unesco) held at the headquarters of the organization in Paris from November 14 to December 15, 1960 marked, according to many, the coming of age of this Specialized Agency of the United Nations. In the opinion of the Canadian delegation, this appraisal, if it over-simplifies the case, does not overstate it. This session came after what the Director-General of the organization, Dr. Vittorino Veronese, described as "14 years of patient training". During that period, Unesco scored many important achievements which, in practical terms, bore the stamp of maturity. At this session, the organization used the language of self-confidence, — that of an effective agency of the United Nations with a dynamic approach to the increasing responsibilities entrusted to it. The progress was evident in the jump of the organization's regular budget from \$26 million for 1959-1960 to \$31.5 for 1961 and 1962; in its planning of special projects totalling a further \$25 million to be carried out under the United Nations Expanded Programme of Technical Assistance and the Special Fund; in its need for increased personnel for which the construction of a fourth building was approved; and in its offer, perhaps premature, of services to the recently-born International Development Association and the Inter-American Development Bank. There was evident progress also in the structure of the programme of action which the Director-General, after consultation with the Executive Board and member states, submitted to the conference for review and approval; it revealed the high degree of both resilience and adaptability to new conditions which the organization has to face.

The entry into the organization of the recently independent African states increased the urgency of the tasks ahead. Unesco's membership of 81 at the opening of the tenth session in 1958 rose before the close of the 1960 session, to 98 with the admission of the Cameroun, the Central African Republic, Congo (Brazzaville), Dahomey, Guinea, Ivory Coast, Madagascar, Mali, Niger and Senegal which joined in the intersessional period; that of Upper Volta, Nigeria, Togo, Gabon and Somalia plus Kuwait — formerly an associate member — during the first week; and, finally, that of Congo (Leopoldville). Admitted to associate membership were Mauritius, Ruanda-Urundi and Tanganyika. As a fitting gesture to the sixteen new African members, the Presidency of the session was entrusted to the head of the delegation of Ethiopia, Mr. Akale-Work Abte-Wold.

In welcoming the new members, many of the older delegations referred to the 1960 meeting as the "Session of Africa". This was to be borne out in many ways throughout the session in which, after they had found their bearings, the new

members played an active and enthusiastic part. Their presence left a deep imprint on the proceedings as the conference assigned top priority to the educational needs of Tropical Africa.

In the circumstances, it was inevitable that, of the various components of Unesco's rich and somewhat complex programme of activities, education should absorb the greater part of the conference's energies. After all, this is a field in which the organization has, since the beginning, amassed a good deal of practical experience, particularly through its work in the field of Primary Education in Latin America, one of the Major Projects launched at the New Delhi session in 1956. Lately, at the request of the Economic and Social Council, the organization conducted surveys of the educational needs in Africa, Asia and the Middle East which pointed to the desirability of a regional approach. Likewise, the world conference on adult education held in Montreal last August developed in that specific field the master plan on which the organization will be able to launch regional programmes. The eleventh session was also called upon to consider a draft convention and a draft recommendation against discrimination in education. For these various reasons, educational matters came to occupy a privileged place in the debates. The session, among its last decisions, approved a joint United Kingdom-India resolution calling on the United Nations to give to the educational requirements of the world a priority equal to that given to its economic needs.

A substantial agenda in other fields also occupied the conference. In the rapidly evolving area of the natural sciences, the new tasks devolving on the organization under the United Nations Special Fund and the Expanded Programme of Technical Assistance posed again the difficult problem of striking a balance between assistance to research projects and technological development, and between what the organization should attempt to do itself and what it should do by way of encouraging international scientific organizations. In addition, an appraisal of the results achieved by the Major Project on scientific research on arid lands required a decision as to how long that project should be continued and whether the same formula should not be applied to an area of science which seemed ripe for a co-ordination of efforts on a world-wide basis, that of oceanography. The third field, that of the social sciences, is one in which, with modest funds, the organization has continued to play a creditable role with the co-operation of experts in many countries. The conference was asked to devote its attention to an improvement in the statistical methods essential to governments as much as to social scientists and to the changes brought about in traditional patterns of living by urbanization and in habits of work by automation.

In the field of cultural activities, Unesco performs the vital functions of helping nations gain a deeper understanding of each other's particular genius and culture, and thus better realize the specific contribution which they themselves can make to the world community. The multifarious aspects of this task constantly call for difficult decisions as to priorities; the question is: where should limited funds be invested in order to produce optimal results? A good many of the 190 draft resolutions submitted to the conference by member states over and above the selective programme proposed by the Director-General pressed for a substantial expansion of Unesco's role in this field. Many were stimulated by the impressive results already achieved through the Major Project on mutual appreciation of eastern and western cultural values which, of all the

cultural undertakings of the organization, is clearly the one with the widest popular appeal. And then the conference had to determine Unesco's precise involvement in the world-wide campaign launched in March 1960 to preserve the archaeological treasures of Nubia from being submerged as a result of the construction of the Aswan Dam. It was also asked to examine recommendations on means of facilitating access to museums and of preserving the beauty and character of the landscape.

In matters of mass communication, the specific task of the conference was to examine the public relations programme of the organization itself, and also to appraise its substantial record of achievement in bringing to countries poorly equipped in information media the experience of the more advanced ones, as well as the benefit of the latest discoveries. The special attention paid in this respect to the development of audio-visual means in education is characteristic of the manner in which the various fields of endeavour of the organization are inter-related.

Such is the case also for the other two forms of the organization's activity submitted to the scrutiny of the conference: its international exchange service which administers a substantial programme of fellowships and its relations with the National Commissions for Unesco which exist in almost all member states.

The number and complexity of programme decisions facing the conference led naturally to the consideration of the administrative structure of the organization. While in the past the Secretariat's establishment had been discussed with serious attention, at this session, in view of Unesco's increased responsibilities, the matter was reviewed with even greater care. In addition to more people at the centre, the Secretariat stated its need of more experts in the field. Urgent situations such as that which had developed in the Congo raised the question of whether some sort of a pool could be set up from which experts could be drawn on demand. In turn, the anticipated influx of new staff was bound to create in the near future a demand for more headquarters space; the Director-General had come to the conclusion that this was a problem of the utmost urgency and he did not hesitate, scarcely two years after completion of the three buildings which now form the headquarters, to seek an immediate decision on the construction of a fourth building. The stress which an increased programme thus placed on the administrative facilities of the organization appeared to call also for adjustments in programme planning, budgeting and conference procedures.

In a period of rapid expansion in membership, budget and tasks, and faced with a complex agenda which laid the accent on aid to Africa particularly in education, the session was characterized by the exceptionally high incidence of political issues which further crowded the agenda. It became apparent soon after the opening of the session that Soviet-bloc members were determined to enlarge the scope of the political debates usually restricted to the issues of Chinese representation, the credentials of the post-1956 Hungarian delegation, and Unesco's relations with Communist-front organizations and non-member states. Thus, they injected into the work of the conference, with varying success, discussions on colonialism, disarmament and pacific co-existence. This campaign was combined with a harsh attack on the administration and operations of the organization containing frequent implications of a pro-Western bias and with proposals for retrenchment and structural reforms. Also there were attempts by Cuba to instill into the debate its differences with the United States.

The foregoing paragraphs are intended to outline the main problems which contributed to make Unesco's eleventh session an important and eventful one. The balance of this report, after a brief description of the conference organization, records the main decisions that were taken concerning programme, administrative and political matters. The composition of the Canadian delegation is given in Annex I.

ORGANIZATION OF THE CONFERENCE

The General Conference, meeting in biennial session, has the responsibility for adopting a programme and budget for the next two-year period. It must also review and initiate the policies of the organization. Between sessions of the conference an Executive Board representing 24 member states supervises the execution of the programme. The conference works through commissions, committees, working parties and in plenary sessions.

Since the conference is made up of delegations from member states who speak and vote on behalf of their governments they must be clothed with the proper authority to do so, and this authority must be recognized by the conference. Before any business can be done, therefore, the Credentials Committee must examine the credentials of the delegations present to determine if they have the proper authority to participate. With the naming of the accredited delegations, the conference has power to act.

The Nominations Committee, which consists of the heads of all delegations, nominates for consideration by plenary session the officers of the conference. These include the President and Vice-Presidents of the conference and the Chairmen, Vice-Chairmen and Rapporteurs of the various subsidiary bodies. When these nominations have been accepted the General Committee comes into being. Consisting of the President and Vice-Presidents of the conference and the Chairmen of the Commissions and Committees, the function of the General Committee is to plan the timetable, co-ordinate the work of the session and consider the admission of new items to the agenda. The Standing Committees of the conference, whose members are elected at the end of each session and hold office until the end of the following session, are the Headquarters Committee, the Legal Committee and the Reports Committee.

The two main bodies of the conference are the Administrative Commission and the Programme Commission. The former deals with budget, staff, administration and other housekeeping matters while the latter considers projects in the fields of education, the sciences, cultural activities and mass communications. They report to the conference in plenary session. Both are commissions of the whole, and with all delegations represented on them they are more subject to the stresses and the strains of divergent opinion and political overtones than are the subsidiary committees and working parties, which are smaller groups of perhaps 15 to 25 persons working in a limited field.

With the subsidiary bodies established, plenary sessions take place to hear the Director-General's report on the activities of the organization. This is supplemented by a report from the Chairman of the Executive Board and summaries of reports from member states. The discussion on these reports constitutes the "General Debate" and it provides heads of delegation with an opportunity to comment on the reports, reaffirm their own country's allegiance to Unesco, and perhaps make statements of policy regarding certain items on the agenda.

At all meetings there are one or more representatives of the Director-General present to provide information about action taken on existing projects,

on implications for the budget or the staff in relation to new proposals, and to give such other advice as might be required. The impression was gained that these are international civil servants of competence, integrity, many of them with long years of experience, and dedicated to the service of Unesco.

UNESCO'S PROGRAMME

Education

In primary and secondary education, the experience gained since 1956 in the operation of the Major Project for Latin America together with the findings of regional meetings held recently in Asia (Karachi), Africa (Addis Ababa) and the Middle East (Beirut) provided a sound basis for the discussions. It revealed the same essential needs and the same priorities for international action. Unesco's role will thus be concerned primarily with planning the development of national educational systems so that they are realistically and efficiently administered; inter-relating educational expansion with the overall plans for the economic and social development of each country, and helping preserve the specific cultural and moral values of each people. At the same time, it was visualized that Unesco's aid will best be administered on a regional rather than on a national basis, so as not to interfere with the specific role of the national authorities. The conference endorsed this pattern of action which lays stress on the regional training of teachers.

It was recognized also that in the programme for the next two years, special priority should be assigned to Africa and its pressing needs, especially in secondary education. (Compared to the world percentage of 20 per cent secondary school students, the African percentage is 6 per cent.) The United States delegation gave expression to a feeling widespread among delegations in proposing, at the opening of the session, an expenditure of \$1 million for special educational assistance to Africa, over and above the budget submitted by the Director-General which already provided a substantial measure of assistance. In addition, a draft resolution submitted later by Yugoslavia quickly won extraordinary support and was readily sponsored by thirteen states. It approved an emergency voluntary programme to provide additional funds in the amount of \$2.2 million to be administered by Unesco in an attempt to meet the most pressing educational needs of Africa. Priorities for the use of funds are in the following order: the emergency building of schools, the purchase of audio-visual aids, the hiring of professors abroad at the secondary and technical school level, and a survey of Africa's educational needs. A pledge by the United States delegation of \$1 million toward that fund was followed instantly by further pledges from other members of financial contributions, scholarships, school equipment and printing of textbooks. In the event, more than half of the target had already been reached when the session ended. This demonstration of international solidarity created a deep impression on the new African members who had already expressed their heartfelt appreciation of the increased resources allotted to their needs under Unesco's regular budget. A third contribution by the conference was a blueprint of Africa's educational priorities, a very useful document which resulted from the deliberations of a large working party under the chairmanship of the delegate of Morocco.

The Director-General's proposals for the development of the educational system in the Congo within the framework of the Civilian Operations of the United Nations brought an enthusiastic response from the majority of delegations. Under this programme Unesco will bear the headquarters costs while the United Nations from its special Congo Fund will defray local expenses. In addition to approving plans for the future, the conference endorsed and commended the speedy

and imaginative action taken by the Secretariat in its approach to the challenge of the Congo crisis. Support for this project was almost unanimous with only the Soviet Bloc abstaining.

The discussion on adult education reflected the impact made by the World Conference held in Montreal in August 1960, the results of which were brought to the conference's attention in a resolution jointly submitted by India, Ceylon, France, the Federal Republic of Germany and Sudan. As a result of that conference, the struggle against adult illiteracy will be generally intensified. Assistance to the regional centres for Latin America at Patzcuaro, Mexico and for the Arab States at Sirs-el-Layyan, United Arab Republic is to be continued.

Much work had already been done by the Committee of Experts which met in Paris in July, 1960, to prepare a draft convention and a draft recommendation against discrimination in education. However, as the instruments involve the philosophy of education which offers marked differences from one national system to another, many last-minute amendments were submitted, and it was only thanks to the painstaking labour of a working party that the instruments could be voted on at this session. Even so, the Convention was deprived of any real binding force through an amendment introduced by the Soviet Union with the support of the Latin American states which rejected the compulsory jurisdiction of the International Court of Justice in cases of conflict between states over alleged violations. Appeals to the Court will now be subject to the consent of all the parties involved. The Recommendation, the form of international instrument adapted to the constitutional position of federal states like Canada, was approved without reservation.

By arrangement with the International Labour Organization, Unesco is to prepare an international instrument concerning technical and vocational education. The conference agreed that such an instrument would be useful; it decided that it should take the form of a recommendation, — a formula more appropriate in our view than a convention — and that the matter was advanced enough for a final draft to be submitted to the next session.

A special debate was held on a resolution jointly sponsored by India and the United Kingdom and introduced at the last stage of the session by the United Kingdom Minister of Education who led his country's delegation. The resolution endorsed the ever-growing emphasis given to education in Unesco's programme and requested that the Secretary-General of the United Nations be informed that Unesco considered that aid for educational projects should receive the same consideration as aid for economic development. It is to be hoped that the emphasis which this resolution places on education will not unduly upset the balance which should prevail between the activities of the various departments of the organization. The Canadian delegation cast a supporting vote for it in the sense that we were endorsing priority for education with a small "e" as against formal education in the limited sense. This consideration strengthened our view that, at its next session, the General Conference might with profit arrange for a special debate on principles which should govern Unesco's educational activities. This suggestion was included in our statement in the plenary debate on international exchanges.

Natural Sciences

Detailed discussions on the programme in the Natural Sciences were carried on mainly in working parties so that the Programme Commission was able to decide expeditiously on many of the items.

Every delegation seemed to be enthusiastic over the proposed establishment of an International Commission on Oceanography. There were mixed views, however, as to whether a proposal by the Executive Committee of the Food and Agriculture Organization for joint FAO-Unesco sponsorship of a policy committee on oceanography should be pursued. Several delegations went so far as to suggest that the commission should be co-sponsored by FAO, WHO, IAEA and Unesco. After considerable discussion, it was agreed that the General Conference should refer the matter to the Executive Board together with the comments made by various delegations, including reference to the role of the Sub-Committee on Oceanography of the United Nations Administrative Committee on Co-ordination (ACC). Reservations were voiced by a number of delegations that if, following a study to be made in 1961, the new International Commission should recommend that Unesco operate an international research and training vessel, it should begin such operations in 1962. The Canadian delegation expressed the view that any such recommendation by the Commission should be examined by the General Conference since it is likely to involve an expenditure in the vicinity of half a million dollars a year. The view was shared by the United States, the United Kingdom and New Zealand delegations. The discussion concluded with a proposal that the recommendations of the International Commission be sent first to the Executive Board prior to submission to the twelfth session in 1962 and that the \$90,000 provided in the budget in case the Commission recommended the operation of a small international ship should be directed immediately to other forms of training oceanographers.

The conference decided in principle that the programme of Scientific Research on Arid Lands should not be continued as a major project after 1962. However, it was recommended that expenditures not exceeding 70 percent of the present level would be continued for some years, regardless of the limited area where the work is now being done. The Middle East and Southeast Asian countries were particularly anxious that Unesco should continue its efforts in this field of activity. Most member states felt that the work done so far had been of considerable value in increasing the production of food for some regions, and therefore that, as a scientific project, and one consistent with the aims of Unesco, it merited further support. Although not a member of the working party on this project, the Canadian delegation was in agreement with its recommendations.

In considering the survey of the main trends of inquiry in the field of the natural sciences, the conference had before it a basic document dealing with the ten recommendations of the Auger Report which had been prepared by Professor Pierre Auger as the result of a decision taken at the tenth session when the General Conference accepted the request of the Secretary-General of the United Nations that Unesco prepare a report on this subject. The recommendations contained in the report were used by the Director of the Department of Natural Sciences to formulate a ten-year programme for his Department which the conference approved and which, in the view of our delegation, is sound and is consistent

with what has been advocated by Canadian delegations in previous sessions. The programme will endeavour to steer activities into specific fields and to act as a catalyst for international co-operation where it is needed in the carrying out of large-scale programmes.

Social Sciences

As the amount of the budget set aside for the programme in the Social Sciences is proportionately small and because the programme as it stands is well organized, proceedings in this field were, on the whole, conducted smoothly and speedily. There were, however, attempts by Soviet-bloc delegations to criticize the programme as unsatisfactory and to have it oriented towards a study of such questions as colonialism, peaceful co-existence and disarmament. On the other hand, many delegations paid tribute to the work done by Unesco and regretted the insufficiency of financial resources for this part of the programme. As approved by the conference, this includes: aid to international co-operation of experts; improved documentation and statistical work; the promotion of certain fundamental research projects on the process of urbanization, automation and the peaceful uses of atomic energy in their psycho-social effect.

It was pointed out that, as the role of education is increasing in scope, it is imperative that closer co-operation should exist between the Social Sciences and Education Departments of Unesco. In the regional field, the accent will be on strengthening activities in Africa, but established regional centres in Rio de Janeiro and New Delhi will continue to receive help.

Cultural Activities

One of the items in the programme of cultural activities which became a feature of the session was the plan for the preservation of the Nubian monuments. In 1959, the Governments of the United Arab Republic and the Sudan requested Unesco's assistance in obtaining financial, scientific and technical aid for the preservation of artistic and historical treasures in that part of Egyptian and Sudanese Nubia which will be inundated by the lake formed by the construction of the Aswan High Dam. In accordance with these requests, the organization launched in March 1960 a campaign to obtain assistance from member states. In return for contributions, the U.A.R. Government is offering rights to undertake excavations and to acquire some of the artistic treasures not only from the area that will become progressively submerged in the course of 1961 to 1969 but also some from its national store of antiquities. Large photographs, hung in the halls of the Conference Building, acquainted the delegations with the ageless beauty of the temples of Abu Simbel and of the sanctuaries on the island of Philae whose safeguarding entails, in the latter case, the creation of an artificial lake and, in the former, the erection of huge dams at a cost estimated at approximately \$50 million. The conference approved the sponsorship given to this campaign by Unesco and set up a special committee to help collect and utilize contributions in funds, equipment and technicians. Mr. Jean Thomas whose retirement as an Assistant Director-General became effective at the end of 1960 was appointed as Chairman of the Committee.

The conference adopted unanimously an international instrument in the form of a recommendation which stresses the role of museums in the cultural

life of nations and encourages member states to take whatever means may be at their disposal, in keeping with their constitutions, to render museums accessible to everyone. It approved the proposal to prepare for the twelfth session a recommendation to promote the safeguarding of the beauty and character of the landscape and instructed that the legislative study be amplified to include the preservation of the beauty of man-made sites. A second stage will lead eventually to an international campaign for the protection of historical monuments.

The preparation of a history of the Scientific and Cultural Development of Mankind was entrusted six years ago to an International Commission of distinguished historians from more than twenty countries. The project has been slow in coming to fruition, mainly on account of its broad scope, but the conference was informed that this comprehensive work, in six volumes, is virtually completed and that an English edition will start appearing in 1961.

Launched in 1957 for a period of ten years as a result of a decision taken at the ninth session in New Delhi, the Major Project on the Mutual Appreciation of Eastern and Western Cultural Values has, in the course of its first four years, proved to have a widely popular appeal in many countries. The Canadian delegation reported to the conference the particularly active role played by the Canadian National Commission for Unesco in support of this project. In the light of the active participation by many organizations and individuals in Canada, it was gratifying for the delegation to learn at first hand that the project was regarded with deep satisfaction by its Asian participants, and we joined with the latter in approving an increase in its budget. It may be expected that the next session will witness a further extension of the East-West project.

The conference approved a resolution, submitted by the Canadian delegation, calling for Unesco's support for the fourteenth annual conference of the International Folk Music Council which is to be held in Canada at Quebec City in the summer of 1961 with the co-operation of the Canadian Folk Music Society and the assistance of the Canada Council.

Mass Communication

As the result of a request from the Economic and Social Council, Unesco's role in helping the less-developed countries to build up their press, radio and film facilities is entering a phase of considerable expansion. Regional technical meetings have already been held or are scheduled for Southeast Asia, Latin America and Africa so that the countries in these areas may become acquainted with the requirements for developing a systematic programme. Governments will be encouraged to include projects arising out of the survey in their requests for technical assistance. Through expert missions and meetings, Unesco will also help governments and mass media organizations to launch such projects. In addition, with regard to facilities for training in journalism, the organization will extend to Asia its long-term programme, already initiated through the international centre at the Université de Strasbourg and the regional centre at the Central University of Ecuador. These initiatives are in keeping with one of the two information functions of the organization: that of promoting the free flow of information and the development of mass communication methods and techniques.

The other information function is related to Unesco's own aims and activities and is thereby desired to further international understanding through publications, films, and radio and TV programmes produced either by its own services or in contract or in co-operation with National Commissions. The best known of its publications, the *Unesco Courier*, already appears in the four working languages of the organization, — English, French, Spanish and Russian; the conference noted the steps taken toward the launching in 1960 of Arabic and German language editions, and approved a further submission for a Japanese edition. Agreement was reached on a Soviet Union resolution which, as amended in the light of suggestions made by the United Kingdom delegation, spells out the support of the organization for the principles of good and neighbourly relations among States and its condemnation of all forms of war propaganda. A joint resolution by the delegations of Burma, Ceylon and Ukraine expressed the view, later endorsed by the conference, that Unesco should intensify its information work in support of peace as a check to aggressive propaganda.

A working party was appointed to appraise the changes effected in the structure of the Department of Mass Communication with a view to more clearly differentiating the two functions described above. The Programme Commission also devoted a special debate to publications policy. This debate was prompted by a Czechoslovak draft resolution which called on the Director-General to give equal space in Unesco publications to articles submitted respectively from the "socialist, neutralist and western blocs" and criticized him for giving undue preference to the last-named group. Both the criticism and the Marxist carving of the world met with a cold reception in the Commission and a modification of the original resolution was subsequently submitted. After many amendments the text finally adopted calls on Unesco to publish material reflecting to a larger extent the diversity of social systems in the world and to devote special attention to issues discussed at the eleventh session.

International Exchange Service

This is the new name that has been given to what was formerly known as the Exchange of Persons Service. It purports to reflect the great wealth of technical knowledge which the Organization has acquired in years of acting as a channel of information on international exchange programmes conducted by national governments or private agencies, and of operating a grants programme of its own. Such handbooks as *Study Abroad*, *Vacations Abroad*, *Travel Abroad*, produced by the Service's Clearing House, have gained recognition throughout the world as indispensable tools for exchange specialists. In response to a request from the Economic and Social Council, the conference approved an extension of the documentation activities of the Clearing House to embrace in future all international relations and exchanges. The second of the new tasks assigned to the Service will be the operation at Bois du Rocher—a property near Paris that was given to Unesco by a Swedish donor—of a centre to provide intensive briefings in all aspects of international service to experts going on missions abroad on behalf of the different agencies of the United Nations system within the framework of the Regular, Expanded Technical Assistance or Special Fund programme. The project was warmly endorsed by several Asian delegations which referred to cases of experts who, on arrival in the country of assign-

ment, were quite ignorant about local conditions and culture. Warm support was also voiced by many other delegations, and it was thus agreed that Unesco would operate the Centre for a two-year trial period. The numerous fellowships pledged by national governments in support of the voluntary educational programme for Tropical Africa will substantially increase the extensive fellowship programme already operated by the Organization. The Conference also authorized an increase in the separate programme of travel grants to workers, youth and women leaders for study abroad.

The Director-General was authorized to establish for Unesco a new programme — OPEX — to provide operational and executive personnel to governments of member states. This will be modelled on the OPEX programme of the United Nations and will enable the Director-General to supply on request the temporary services of specialists (teachers, professors, directors of institutions, and other technical personnel) in Unesco's fields of competence, who will perform duties as servants of the requesting government. He may also provide facilitating services with regard to costs, negotiation of contracts, and the like.

International Relations and Exchanges in Education, Science and Culture

The Director-General had appropriately called for a general debate in plenary session on international relations and exchanges in education, science and culture as a means of crystallizing ideas formed during a session which was marking a definite step forward in the development of the organization. The debate lasted three days and rose to a very high level. Of the many excellent papers submitted, that from the leader of the delegation of the Malagasay Republic was especially interesting, dealing as it did with problems facing the awakening countries of Tropical Africa which must enter the main streams of world culture while preserving their own ancestral heritage. The Canadian statement, delivered by the Vice-Chairman of the delegation, identified the theme of the debate with the *raison d'être* of Unesco. As to the fundamental guiding line of Unesco's development, it advocated the greatest possible recourse, more than at present, to the co-operation of the existing non-governmental organizations. What it said about the future of the organization provides a conclusion to the programme section of our Report:

“As for the programme and its possibilities, it has indeed tremendous potentialities. Nevertheless, we are all painfully aware that the needs are phenomenal in magnitude. Unesco cannot do everything for everybody in 1961 or in 1962 or even in the programmes of ten or twenty *bienniums*. The United Nations programme of Technical Assistance is indeed a large one covering a vast scope; however, it becomes essential that each Specialized Agency does only what it is best qualified to do, so that the maximum results are achieved with the minimum expenditure of money, talent and time. It is essential that a system of priorities be worked out and that each agency keep in step with what is being done in other agencies. In this connection, it is pointed out that in many of the countries of the world, large numbers of the population are starving, diseased and illiterate; it is clear that first things must come first. In consequence, Unesco will have to act with the greatest restraint to keep pace with the progress in economics and sociology and not exceed it. Exchanges of

professional anthropologists might indeed be necessary, exchanges of scientific data valuable or exchanges of bibliographical material advantageous but where the economy and social conditions are sub-standard, some of these must wait while priority goes where urgency is greatest. We would request the Director-General to keep this firmly in mind when he prepares, as desired by the Economic and Social Council, the principles to serve as guiding lines for bilateral, regional and international action regarding relations and exchanges in the fields of education, science and culture."

ADMINISTRATIVE QUESTIONS

As usual, the General Conference pronounced provisionally on the organization's spending level for the next *biennium* at the end of the first week of the session, after heads of delegation had in the General Debate stated the national appraisals of the Organization's work and before the two subsidiary organs of the conference, the Programme Commission and the Administrative Commission, embarked on their detailed studies. It soon became clear that the Soviet Union had chosen to counter Western proposals for the development of Unesco by a general offensive on the way in which the organization's affairs were being handled. It criticized particularly the Director-General and suggested that he might be replaced by a collegial authority of three representing respectively "the socialist countries, the neutralist countries and the countries in the military bloc of the Western powers", it charged discrimination in the allotment of posts in the Secretariat and proposed a reduction of 15 per cent in costs and staff for General Administration and Common Services; it stated its firm opposition to the proposal by the Director-General for the construction of a fourth building.

This platform, to which the Soviet Union and many of its satellites held tenaciously throughout the session, was too obviously similar to that adopted in New York and in meetings of other Specialized Agencies to be taken as the expression of a concern for the organization as such. In this context administrative matters were discussed in such terms that the work of delegations like ours, interested in an objective and critical approach which befits the detailed examination of such matters, was made extremely difficult, since any expression of opinion was frequently read as either censure or commendation of the organization.

The Budget

The budget sought by the Director-General, with the concurrence of the Executive Board, to finance the programme and operations of the organization for 1961-1962 amounted to \$30.5 million, an increase of more than \$4 million over the 1959-1960 budget. Both the United States and Brazilian delegations rated the budget figure as insufficient to meet urgent needs and moved independently amendments to include additional amounts. It proved possible to reconcile the two moves on the basis of the United States proposal for an added increment of \$1 million to be directed primarily for the development of education in Africa. The original United States resolution planned that the whole of the increase should go to meet African needs, whereas the Brazilian plan called for an additional amount to be used not only in Africa but also in other areas. As a result of this reconciliation the conference approved provisionally the Director-General's figure of \$30.5 million plus a further \$1 million to be allocated by the Programme Commission with special attention to the urgent needs of Tropical Africa.

In the course of the session, approval was given to resolutions from various member states for projects which, cumulatively, came to exceed the \$31.5 million provisional budget level by \$1.1 million. At the last stage of the session, representatives of the main recipient areas took the initiative in helping to

compress that surplus by proposing substantial cutbacks affecting their own areas. The Secretariat was then able to spread over the various programme and administrative departments the remaining excess which was less than one fourth of the original one. As finally adopted, the Unesco budget for 1961-1962 amounts to \$31,597,628, plus \$915,600 for a fourth headquarters building (see p. 17) making a total appropriation or spending level of \$32,513,228 for the two-year period. The spending level differs from the assessment level because the former has applied against it certain miscellaneous income, including contributions from new member states, from the Economic and Social Council for certain headquarters costs of the Expanded Programme of Technical Assistance as well as local costs from member states for assistance provided under the participation programme. The assessment level for 1961 and 1962 is \$30,619,283 as compared with the spending level of \$32,513,228. In addition, it is expected that the organization will over that period receive from the United Nations up to approximately \$25 million to finance projects under the Expanded Programme of Technical Assistance and the Special Fund.

Scale of Contributions

The scale of contributions of member states in support of the budget is based on the United Nations scale, adjusted to take into account the difference in membership between the two organizations. On an assessment level of \$30,619,283 Canada, which is subscribing almost \$2 million to the Special Fund and approximately another \$2 million to the Expanded Programme, will contribute 3.01 per cent.

When the eleventh session came to deal with the agenda item on the scale, currency and collection of contributions, the Chinese delegation submitted a proposal for the repayment of its government's arrears combined with a suggestion for a reduction in its rate of assessment from 5 per cent to 2½ per cent. The proposal was finally adopted by the conference, but not before the delegation of the U.S.S.R. and other Communist delegations had made emphatic declarations that their governments would not recognize any resolution on this question raised "by the Chiang-Kai-Shek clique which did not represent the Chinese people and illegally occupied the place of the Chinese Peoples' Republic". They made it clear that if the conference adopted the proposal, they would not accept any increase in their own assessment that might result from a lower rate authorized for the Republic of China. When the vote was taken the Communist delegations did not participate.

Staff Questions

At its tenth session in 1958, the General Conference had found that the composition of Unesco's staff of international civil servants did not reflect sufficiently its widened membership. It was generally recognized that a process of readjustment should be initiated toward a Secretariat reflecting to a greater extent the different cultures and nationalities of its member states. This time, the conference appraised the first correctives introduced by the Director-General who produced a table showing the adequacy, or otherwise, of each country's representation calculated according to the contribution of each to the budget with certain safeguards for maximum and minimum targets. This new system,

which has been in operation since June 1960, is similar to that followed by the Secretary-General of the United Nations. It was the view of many delegations that, if applied too rigidly, such a mechanical system of calculation might not be in the best interests of the organization. There was a widespread attitude which was shared by the Canadian delegation that the Director-General must, within the general framework of the desirability of equitable geographical distribution, have the discretion and authority to ensure that appointments to the Secretariat also take into account the elements of integrity, competence and efficiency which are requisite under Unesco's Constitution. In this complex situation, the conference could not agree with statements by Soviet-bloc delegates purporting to demonstrate that the Director-General had been following a policy of discrimination. It adopted, at the close of a long and somewhat heated debate in which the Soviet Bloc advocacy of equal representation for socialist, neutralist and western countries was aired, an Indian resolution (with amendments moved by Australia) which recommends that the process of increasing the representative character of the Secretariat should be accelerated. The hope was also expressed that a programme which the conference adopted for the recruitment of professional personnel for administrative posts to be trained during a probationary period with the possibility of subsequent promotion would contribute to the desired result.

On the question of administrative costs and staff utilization, the debates reflected a general preoccupation lest an expanding Unesco should become administratively top heavy. Again there was a dual approach to the matter: that of the Soviet bloc delegations which asked for an across the board reduction of 15 per cent in costs and personnel for general administration and common services so as to use the funds thus released for the development of education in Africa, Asia and Latin America, and that expressed in a joint resolution by the United States, Switzerland, France, Netherlands and Japan calling upon the Director-General to give priority to his efforts to improve efficiency and continue surveys with a view to utilizing staff to the best advantage. The first thesis found little favour with the conference; it was unsubstantiated and put forward at a time when the many new tasks facing Unesco created an evident need for additional staff. Notwithstanding the divergence of views in debate, or perhaps because of them, a working group consisting of the sponsors of the two resolutions met together with several other delegations which had submitted amendments, to negotiate a compromise text. The ensuing resolution among other things, requests the Director-General to continue the management survey of the Secretariat begun in 1957; to develop more efficient methods of work, and to complete a report for circulation to member states six months before the twelfth session.

Headquarters

The 1958 session has marked the official inauguration of the three buildings erected on Place de Fontenoy, on the left bank of the Seine, at a cost of nearly \$9 million to serve as the permanent headquarters of the organization. They house respectively the Secretariat, the conference halls and the offices of a number of permanent delegations appointed by member states. A few months before the 1960 meeting, the Director-General informed the Headquarters Committee, that with the accelerated and anticipated expansion in activities, these

premises were already proving inadequate. After exploring various possibilities, he had come to the conclusion that plans should be drawn immediately for the addition of a fourth building. Given the urgent tone of this request, the Committee met several times before and during the session. It examined space requirements and possibilities of re-allocating for different purposes, office space within the existing premises. The Committee noted that within the period to the end of 1962, as many as 212 additional staff would have to be hired. By a majority vote, it accepted the need for the construction of a fourth building, but as this could not be expected to be completed before the end of 1963 at the earliest, it agreed that temporary office space would have to be found within the existing buildings or rented outside. When the Committee's report came before the Administrative Commission it was the Canadian view that a decision on this matter should not be taken without further study, particularly on such points as agreement with the French Government as to where the fourth building would be erected, alternative methods of financing, and so on. Consequently we favoured postponing a decision until the 1962 session when all the elements which we considered necessary for a balanced decision would be in hand. When the vote was taken the Commission approved by 25 in favour, 11 against and five abstentions, (including Canada) the erection of a fourth building. This vote was later endorsed in plenary session and as the final outcome, the Director-General was authorized to proceed with the construction of a fourth building, preferably on the present headquarters site, at a cost of \$3.5 million; to rent if necessary premises outside in the interim period by drawing on the working capital fund; and to make with the French Government the necessary arrangements regarding a guarantee for an 8-year loan. The financial implications in relation to the fourth building will be of the order of \$900,000 for the 1961-1962 *biennium*.

Relations with International Non-Governmental Organizations

Unesco maintains some form of relations with more than 125 international non-governmental organizations whose fields are within the competence of Unesco's responsibilities. Some of these were established under the organization's auspices to fill gaps in international intellectual co-operation; several receive Unesco subventions on a continuing basis or for special projects. The conference approved increased subventions to a total of more than \$1.5 million with special attention to cultural activities, a field in which the co-operation of NGO's is particularly valuable. It also approved a revision of the Directives governing Unesco's relations with NGO's. Under the new directives, organizations which meet certain criteria may be placed in one of three categories with varying degrees of privilege and obligation. These are Category A - "consultative and associate relations"; Category B - "information and consultative relations", and Category C - "mutual information relationship". Admission to Categories A and B requires the approval of the Executive Board on the proposal of the Director-General, whereas the Director-General is authorized to approve or reject applications for admission to Category C, without prior reference to the Board.

Procedural Review

It was already apparent before the opening of the session that, with the rapid evolution in Unesco's role and duties in recent times, the usual methods of preparing the programme and budget and of consulting with member states were no longer adequate. It was also felt, and this feeling grew stronger during the session, that General Conference procedures as well as relations between the different organs of Unesco also needed to be adjusted to the new circumstances. The conference set up a working party which examined and approved proposals submitted by the Director-General and the Executive Board. As a result, and starting with the programme and budget for 1963-1964, simplified methods of reference to the Executive Board and member states will be initiated. The working party also reviewed resolutions from various delegations which will be combined in an Executive Board study of structures and procedures to be submitted to the twelfth session for consideration. The Canadian contribution to this study seeks a curtailment of general debates on individual chapters of the programme which tend to repeat what has already been said in the opening days of the session; it advocates a wider use of the formula of working parties and ad hoc committees for scrutinizing specific items during sessions and it suggests the creation of a special sub-committee of the General Conference to receive, sift and classify draft resolutions put forward by member states.

Elections

In addition to the Conference offices for the session there were also elections to the Executive Board and to the Legal, Reports and Headquarters Committees which are Standing Committees of the conference. The last named was enlarged from 9 to 15 members in view of the new building plans. A decision was taken to include on the agenda of the twelfth session an item dealing with an amendment to the Constitution for the purpose of increasing the size of the Executive Board to reflect the increase in the organization's membership.

Twelfth Session

The Conference voted to hold its next session at the Paris headquarters beginning in the first half of November 1962.

POLITICAL ASPECTS

Traditional issues

The question of representation of China, the credentials of the Hungarian delegation, the admission of observers from Communist front organizations, all familiar issues, arose again in the opening phase of the session following the first report to plenary of the Credentials Committee. The Soviet Bloc did not press vigorously on the second and third points and they were settled in accordance with earlier practice. In the case of Hungary, the 'no decision' formula was endorsed by a margin of 39 in favour, 31 against and 15 abstentions; in the case of Communist front organizations, almost perfunctory approval was given to the list presented by the Executive Board which did not recommend the admission of those organizations. However although the issue of Chinese representation was raised by the Soviet delegations in a variety of contexts throughout the session, the opinion prevailed that the initiative for any change should come in the General Assembly of the United Nations and not in a Specialized Agency.

New Issues

(a) Disarmament

It soon became apparent that the Soviet Bloc had planned a political offensive in terms transcending the traditional issues and closely modelled on its position in the United Nations General Assembly. By seeking to inscribe a supplementary agenda item calling for a report on action taken by the Director-General to implement an Executive Board resolution which had requested him to collaborate with the United Nations in support of the General Assembly resolution on "General and Complete Disarmament" and to report on feasible proposals for the utilization of any resources released as a result of disarmament to meet urgent needs in education, science and culture, the U.S.S.R. introduced the issue of disarmament into the General Conference. Initially there appeared to be some validity to this request and our original disposition, as that of many delegations, was not to oppose the inscription of the item. However, in the course of the initial discussions on the credentials of the Chinese delegation, delegations which spoke in the debate had taken the line that political issues, of which this was one, should not be raised in the Unesco forum. The first vote on inscription of the disarmament item was an equally divided one and was therefore followed a day later by a second vote which rejected the item as more delegations had formed the belief that this was a propaganda move and perhaps also an oblique way of attacking the Director-General. Many of the delegations from the newly independent African states abstained in the voting. Later in the session, the Roumanian delegate argued that, by this vote, the General Conference had in fact pronounced against disarmament. For his part, the head of the U.S.S.R. delegation hinted that, had Unesco taken a more positive stand on the subject, his delegation would have taken a more positive attitude toward the organization.

(b) Foreign Interference in Domestic Affairs

This issue was raised by the Cuban delegation. It came in the form of a request for inscription on the agenda of an item censuring any state "which attempts to intervene in another state in respect of matters arising from economic, social or cultural differences which affect the normal course of a nation's creative activity, since such intervention constitutes a breach of one of the rights recognized by the General Assembly of the United Nations and consequently by Unesco as a Specialized Agency". The Soviet Bloc failed in an attempt to have this item referred to the Legal Committee and in plenary session the recommendation of the General Committee that the Cuban item should not be inscribed on the agenda was thereafter supported by the required two-thirds majority.

(c) Non-member Governments

The General Committee rejected a proposal by the delegation of Czechoslovakia to circulate to the conference a communication from the East German Government denouncing revanchism. A move by the Soviet Union to have Unesco decide on admission to membership of states not members of the United Nations independently of the UN itself was deferred with the possibility of consideration at the next session. As such action could not be taken without amendments to the Agreement between the United Nations and Unesco, the matter was referred, on the recommendation of the General Committee to the Executive Board for consideration and if the latter deems it desirable it may submit, in collaboration with the Director-General, a report to the twelfth session.

The Education of Youth in the Spirit of Fascism

This item, submitted by the delegation of Czechoslovakia called on member states to take steps "to eliminate and prevent attempts to introduce into education ideas of superiority and racial and national intolerance, a fascist or militarist outlook or a revengeful disposition" and requested the Director-General to make a report on the subject to the twelfth session. An alternative text presented by the United Kingdom delegation did not prove acceptable to the sponsor, but in the event the Argentine delegation offered a compromise resolution which, while calling for a report on this subject by the Director-General to the twelfth session, removed pointed references to any particular country, and it was adopted.

Peaceful Co-existence

The Soviet Union put forward a proposal which if accepted, would have committed Unesco's information programme to the support of the aims of "peaceful co-existence". The United Kingdom representative, quoting from statements by Mr. Khrushchev and Communist theoreticians, demonstrated that the term implied the concept of class struggle. The U.S.S.R. delegation thereupon agreed to see its controversial motion changed to that of "peaceful and neighbourly relations among states".

Credentials of the Congolese Delegation

The heated debate which occurred in the General Assembly over the accreditation of the representatives of President Kasavubu was reflected in Unesco's

consideration of the same subject. With two Soviet-bloc members in opposition, the Credentials Committee, half-way through the session, submitted a majority report recommending that the General Conference recognize the Kasavubu delegation. In plenary, with the active support of Cuba, Guinea and Morocco, the Soviet Bloc used all means available under the Unesco rules of procedure in an attempt to prevent the matter from being settled. After several motions for adjournment or suspension of the meeting or of the debate had been rejected, but a motion for closure of the debate adopted, a vote was taken which supported the recommendation of the Credentials Committee. As in the General Assembly the Canadian delegation abstained in this vote.

Colonialism

The U.S.S.R. delegation proposed at the opening of the session supplementary agenda items on colonialism. The main one called, in substance, for endorsement of Mr. Khrushchev's proposal to the General Assembly for the immediate emancipation of colonial territories. It may have anticipated a current of sympathy towards a debate on colonialism among Asian delegations which found expression, on the opening day of the session, in a speech by Dr. Rhad-akrishnan, Vice-President of India and a member of the Indian delegation. In combining this initiative with a general attack on Unesco as a "pro-colonialist organization", the Soviet Delegation appeared to alienate many of the new African member states who had come to the session full of faith and hope in the organization. Thus, the representatives of Senegal, Dahomey, Mali, the Central African Republic and Laos among others rose to praise the colonial record of France while Sierra Leone quoted the Prime Minister of Canada on how the African states should find their own way to their future with the help of multilateral assistance such as provided through the United Nations. These and other reactions helped to dilute the Soviet resolution which a working party on the subject eventually combined with another one moved by 23 Afro-Asian countries. This was more moderate in tone than the original resolution or its General Assembly equivalent, although it retained the same basic features. After considerable discussion in plenary, the Chairman declared the resolution adopted without a vote. Although the Canadian delegation was in agreement with many of the points dealt with in the resolution, we explained that had a vote been taken we would have abstained on the grounds that we would not wish either to endorse or oppose broad statements of political principle which at that time were being formulated in the General Assembly. Another Soviet item relating to colonialism, which called for the immediate admission to full membership in Unesco of associate members (dependent territories) would have entailed an amendment to the Constitution and was, therefore, deferred to the twelfth session.

CONCLUSIONS

As the session closed on December 15, prolonged two days beyond its original term in order to complete its heavy agenda, the Canadian delegation was convinced that notwithstanding the amount of time regrettably spent in discussing political matters which were not properly the business of Unesco, the conference could nevertheless record impressive accomplishments in many areas of activity.

It was evident that there was increasing recognition on the part of member states that Unesco has an important role to play, and this attitude was combined with a disposition to give strong support to that role. The organization's record of solid achievement in nearly all its fields of endeavour, but particularly in education, has moved it far from the days when it might be criticized for promoting too many nebulous plans. The principle of concentration on major or priority projects is well advanced, and the programme, while it has achieved considerable stability in continuing activities, is also resilient enough to absorb new proposals of a constructive character. The approach in planning future programmes on the basis of major projects, the concept of improved co-ordination of Unesco plans with general economic and social development, the general competence of the Secretariat, built in many cases on long and useful experience in the service, the ability to mobilize resources to meet conference desiderata, as well as to respond effectively to such crises as arose from the situation in the Congo last summer, — all these factors demonstrate that the organization is in a position to assist in solving at least to some extent some of the world's problems. It merits the co-operation and considered, although not unnessarily uncritical, support of each of its member states. There is undoubtedly much room for improvement in many of Unesco's plans and projects as well as in the conduct of its operations. This should not deter us, however, from attempting to adjust those features of the organization which seem to us to call for improvement or from encouraging those activities which we deem to be worthwhile.

In the view of the delegation, it is in Canadian interests to promote Unesco's objectives and to participate in its affairs with a lively and constructive approach. To achieve the full benefits from Canadian membership in an international organization of such far-reaching influence it is clear that governmental responsibility must be combined with the active participation of the National Commission for Unesco and each of its constituent members.

It can be expected that the twelfth session of the General Conference will be an important one. It will provide an opportunity for an enlarged membership to evaluate the new trends which were initiated at the eleventh session, and it is likely to take decisions which will shape the organization's course for the future. It is the hope of the delegation to the eleventh session that Canada will play a helpful part in determining what lines that course will follow.

To this end the delegation suggests that in keeping with the National Commission's terms of reference, and in order to assist the Government by providing advice in fields which are not its own, the Commission should critically assess the programme, with a view to recommending rejection of low priority projects and to maintaining a desirable proportion among its many activities so that nothing essential is eliminated. It should prepare proposals which would

further Unesco's purposes and develop ways in which Canadians could more effectively implement its projects and benefit from participation in its activities. These are tasks which the Commission is peculiarly fitted to undertake, composed as it is of distinguished representatives of all Unesco's programme areas.

It is the opinion of the delegation that Canada should also be prepared to make recommendations regarding possible improvements in administrative and budgetary matters, and in conference procedures.

The delegation considers that, in view of the complexity of Unesco's programme and its operations, it would be an advantage to have delegates appointed as far in advance of the opening of the conference as possible, thus enabling them to become familiar with the voluminous documentation, and also to acquire background relating to past policy on the issues which will come before the session. These same considerations suggest the desirability of providing continuity from session to session by having at least some members on each delegation who have served at a preceding session.

In the belief that Unesco is doing important work, and it can reflect only credit on Canada and Canadians to take an active and constructive part in that work, the delegation expresses the hope that the National Commission and the Government will consider these recommendations in reviewing Canada's continuing relations with Unesco.

In closing this report the members of the delegation would like to express their thanks to the Government and to record their appreciation for having had the opportunity and honour of representing Canada at this important and stimulating session of the General Conference of Unesco.

**THE CANADIAN DELEGATION
TO THE ELEVENTH SESSION OF THE
GENERAL CONFERENCE OF UNESCO**

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