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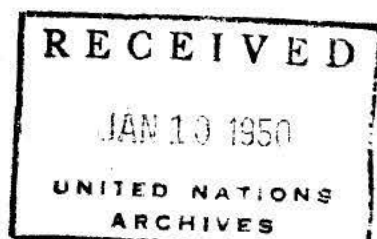
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COMMISSION ON HUMAN RIGHTS  
SUB-COMMISSION ON PREVENTION OF DISCRIMINATION  
AND PROTECTION OF MINORITIES

Third session

ACTIVITIES OF THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC  
AND CULTURAL ORGANIZATION IN THE FIELD OF PREVENTION OF  
DISCRIMINATION AND PROTECTION OF MINORITIES

Note: The Secretary-General has received the following communication from the  
United Nations Educational, Scientific and Cultural Organization:



## INTRODUCTION

The purpose of the present note is to describe the steps taken by the United Nations Educational, Scientific and Cultural Organization (UNESCO) to implement resolution 116 B (VI) of the Economic and Social Council since that Organization transmitted to the Secretary-General of the United Nations a memorandum which was submitted by him to the fifth session of the Commission on Human Rights (E/CN.4/173, dated 9 May 1949).

The aforesaid memorandum mentioned a series of resolutions included in the programme adopted in November 1948 at Beirut by the third session of the General Conference of UNESCO. These resolutions are inspired by the same spirit as resolution 116 B (VI) of the Economic and Social Council, and Article 1, paragraph 1, of the Constitution which sets among the aims of UNESCO "collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion..."

The General Conference retained these resolutions in the programme adopted at its fourth session in Paris in the autumn of 1949. Further, the following chapter, which is inspired directly by the suggestion contained in paragraph iii of resolution 116/B (B), was included in that part of the programme concerned with social sciences:

"4.2 Study and dissemination of scientific facts concerning questions of race."

The Director-General is instructed:

"4.21 to study and collect scientific materials concerning questions of race;

"4.22 to give wide diffusion to the scientific information collected;

"4.23 to prepare an educational campaign based on this information."

Thus UNESCO, in preparing its 1950 programme during 1949, made a first contribution to the implementation of resolution 116 B (VI) of the Council.

The following account is intended, by recapitulating the various paragraphs of the resolution, to inform the members of the Sub-Commission of how far the wishes expressed by the Economic and Social Council have hitherto been put into effect. It will conclude with some comments suggested to UNESCO, on the lines of resolution 116 B, by the examination of Chapter VII (Educational Measures) of the memorandum submitted to the Sub-Commission by the Secretary-General of the United Nations and in document E/CN.4/Sub.2/40 Rev. 1 of 7 June 1949.

/The measures

The measures envisaged in paragraphs (iii) and (iv) of the resolution are in conformity with UNESCO's structure and programme and clearly bring out the two methods of approaching the problem: establishment of the general principles of a democratic education aimed at eliminating intolerance and, within the scope of these principles, the formulation of definite educational programmes based on the results of scientific research.

#### A. GENERAL PRINCIPLES

Paragraph (iv) of the resolution "invites UNESCO to consider the creation of a committee of world leaders in educational theory and practice, which should make it its business to study and select the most common and basic principles of a democratic and universal education in order to combat any spirit of intolerance or hostility as between nations and groups".

In a note appearing in document E/CN.4/173, UNESCO announced its intention of undertaking a preliminary exploration in 1949 with a view to planning the creation of such a committee for 1950. As a result of discussions held on the subject, it appeared desirable, however, to modify this line of action. The principles contained in the Universal Declaration of Human Rights, adopted later than resolution 116 B, seem, generally speaking, to be in harmony with the spirit of this paragraph. Further, the activities already undertaken by UNESCO in the field of education imply previous agreement upon these principles.

It was therefore thought desirable to convene, from 28 to 30 November 1949, a meeting of qualified experts which prepared a draft recommendation to States Members of UNESCO on the orientation of school programmes in the direction of international peace and security. This draft recommendation will be submitted to the Executive Board and to the fifth session of the General Conference to be held next May. It contains the following guiding principles:

"The school should provide an atmosphere in which all members of the school community can acquire the qualities of justice, fair-mindedness, tolerance and respect for all sorts and conditions of men. As important means of helping to develop these qualities, primary and secondary school programmes should at the appropriate stage:

- (a) be sufficiently broad to acquaint the pupils with the world in which they live, the kinds of people distributed over the earth and the relationship of environment to ways of life, and to bring out the common elements in the life of different peoples, without neglecting  
/objective information

objective information concerning differences;

(b) illustrate in the teaching of the various subjects, especially science, art and comparative literature, that the advancement of human culture and knowledge has been achieved by the co-operation of the various peoples of the world; and that national culture is but a part of human civilization, and is constantly being enriched by intellectual and artistic influences from abroad;

(c) stress the conception of the equality of human beings set forth in the Universal Declaration of Human Rights, and bring home to the pupils that this entails:

(i) equal respect for all human beings without regard to such distinctions as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status; and the avoidance of all prejudices which may arise from these distinctions;

(ii) the recognition of the equal right of every nation, great or small, to direct its life, and develop its national culture as a contribution to the cultural heritage of mankind.

(d) promote peace by emphasizing the increasing interdependence of all peoples in the modern world, the ways in which they have learnt to control their surroundings in co-operation with their fellows, and the fact that their common interests are more important than their clashes of interest;

(e) strengthen the bonds uniting the peoples of the world by presenting the history of their own and other nations without prejudice or distortion, and by emphasizing the events and influences that have contributed to social progress rather than the purely military aspects of history;

(f) present the work of the United Nations and the Specialized Agencies to the pupils as a most significant move forward in man's efforts over a long period of time to establish effective machinery for promoting the peace and well-being of all peoples;

(g) help to develop a critical sense of providing opportunity for assessing the accuracy of information given through the radio, press and cinema;

(h) promote, both in the classroom and outside, the study and practice  
/of active responsibility

of active responsibility and loyalty to the local and national community as the basis for the wider loyalty to the world society to which all other obligations should be subordinate."

The report of this Committee of Experts is at the disposal of the members of the Sub-Commission.

#### B. SCIENTIFIC MATERIAL CONCERNING QUESTIONS OF RACE

Paragraph (iii) of the resolution "suggests that UNESCO consider the desirability of initiating and recommending the general adoption of a programme of disseminating scientific facts designed to remove what is commonly known as racial prejudice".

As has already been said, the UNESCO General Conference at its fourth session introduced into the Organization's programme for 1950, a series of resolutions under the heading "Dissemination of scientific facts concerning questions of race".

The first stage in the application of this programme has been the convening from 12 to 14 December 1949 of a meeting of eight experts belonging to different countries, in which a United Nations observer took an active part. This committee undertook to pursue the following three aims:

(a) Preparation of a report on scientific knowledge concerning race and racial relations;

A draft declaration on this subject was prepared for submission to criticism by a certain number of other specialists in this field. As this report is entirely preliminary in nature, it is not yet possible to submit it to the members of the Sub-Commission, but it will be communicated to them as soon as it has taken final shape.

(b) Definition of the various subjects with which UNESCO should deal in its future activities in the field of questions of race.

These subjects, which will not be adopted until they have been approved by the competent organs of UNESCO, are as follows (the order on this list does not imply any form of priority):

1. An examination of the attitudes of various ethnic groups in South America, where harmonious race relations exist.
2. (a) A study of the factors leading to an intensification of "racial" hostility in certain parts of the world.  
(b) A study of the conditions in which race prejudices diminish in intensity.

/3. A study of the influence



3. A study of the influence of different types of colonization in the attitudes towards racial groups.
4. Comparative study of racial attitudes on the part of people of similar white stock towards coloured populations in different parts of the world.
5. A study of the attitudes of non-white towards white under different circumstances.
6. A study of whether the antipathies between non-white ethnic groups inter se exhibit the same characteristics as those between white and non-white.
7. Historical and comparative studies on such broad questions as the relations between the growth of nationalism and the intensification of hostility towards minorities.
8. A study of the methods which have been used to counteract race prejudice and an estimate of their efficacy.
9. Studies of the influence of experiences in infancy and childhood on racial attitudes in adult life.

(c) Determination of means for the dissemination of the scientific conclusions reached in this field.

The measures envisaged by the Committee are as follows:

1. Publication of a certain number of brochures of a popular character, conforming to the following requirements:
  - (i) The text of the brochure should be concise, clear and easily understandable by the masses. Preparation of the brochures would be undertaken by specialists, with a knowledge not only of race questions but also of educational methods as this is the only effective way of reaching all those whom UNESCO wishes to influence.
  - (ii) It would be desirable for the moment to limit the implementation of this project to an area suitable for a test of this nature.
  - (iii) If the test is carried out in a region of the world where the population which suffers racial discrimination speaks a language different from that of the group exercising such discrimination, the brochures should be published in both languages.

/((iv) The essential ideas

- (iv) The essential ideas contained in these brochures might be based upon the conclusions of the Committee of Experts.

The Secretariat of UNESCO will decide whether it will be enough to publish one brochure for the moment as an experiment, or whether the publication of a series of booklets should be considered. In the latter case, the plan for the whole series and for each individual brochure will be drawn up with the advice of competent specialists.

2. There is also a suggestion that a didactic volume should be published for students at universities and technical schools, containing an analysis of and arguments against the theories of racial supremacy put forward in a certain number of scientific works on biology or anthropology published recently both in Europe and America.

C. PARALLEL WORK UNDERTAKEN BY UNESCO WITHIN THE FRAMEWORK OF ITS PROGRAMME

Paragraph (i) of resolution 116 B (B) "requests UNESCO to make available to the Sub-Commission any relevant material or analyses that might result from that organization's proposed study of social tensions or from any other UNESCO programme;"

1. Social sciences

Apart from the direct study of race problems, many of the activities undertaken by UNESCO within the framework of its study on social tensions are closely connected with the problem of combating discrimination.

A distinction may be made here between: (a) studies bearing directly on the psychological foundations and forms of discrimination; (b) studies bearing on special situations where the exercise of discriminatory practices may have an influence.

(a) Studies bearing directly on the psychological foundations and forms of discrimination:

1. The work of Dr. O. Klineberg, former director of the plan of study on social tensions, has provided a survey of research into the various techniques of studying national differences, the origins of stereotypes among children and the methods of modifying these attitudes. Some conclusions as regards this latter point, having undoubted importance for any programme of education, have been annexed to the present document (see Annex 1). The work was completed in August 1949. Publication in English will be arranged by the Social Science Research Council. Arrangements are being made for a French edition.

/2. Studies have been

2. Studies have been undertaken on national stereotypes and concepts: some have been conducted in three countries using the interview and questionnaire method; others have been conducted by means of pools of public opinion and using the results of research work carried out in eight countries. These inquiries will provide valuable information on the forms, frequency and distribution of national stereotypes and concepts among different populations. It has been announced that the work is now complete. The results have been analysed by Dr. Henry Durant (Institute of Public Opinion, London) and will be published early in 1950.

3. Lastly, the Society for Psychological Study of Social Issues has been entrusted with a study on the mensuration of prejudices. The New Education Fellowship has undertaken at UNESCO's request a study of prejudices among school-teachers. These two studies are of direct interest in relation to the examination of the psychological aspects of discrimination.

(b) Studies bearing on special situations where the exercise of discriminatory practices may have an influence:

1. UNESCO proposed that the International Union for the Scientific Investigation of Population Problems should place upon the agenda of its Congress, held at Geneva from 27 August to 3 September 1949, the study of the cultural assimilation of immigrants. The reports submitted to this Congress will be embodied in a publication to appear in French and English in March 1950. These publications will be a starting point for other research aimed at shedding light on the conditions favouring the assimilation of immigrants in the country where they settle.
2. A plan of study on relations between the ethnic structures of different nations and their international relations is in preparation. This study will deal with ethnic groups belonging to five countries, and will bring out how and to what extent the social position of an ethnic group in any particular nation may affect that nation's efforts in the direction of international collaboration.

To complete the information on the study of social tensions already furnished in the programme (see document E/CN.4/173), it should be pointed out that:



(a) A volume on population problems and tensions prepared in collaboration with the Carnegie Endowment for International Peace is to be published shortly. The preparation of this work necessitated two study meetings which were held in November 1948 and November 1949 respectively. The work will be published under the direction of Professor Kingsley Davis of Columbia University.

(b) The work of Professor Hadley Cantril on aggressive nationalism was finished in August 1949. The English text is now being printed at the Illinois University Press. Discussions are in progress with the publishers with regard to a French edition.

## 2. Education

As has been said above, UNESCO's activities within the framework of its educational action in support of peace imply a previous agreement on the principle of the campaign against discrimination. In consequence, a large number of publications, seminars, meetings of experts and other instruments of UNESCO in the field of education are dealing with the problem of discrimination under the three following aspects:

### Opportunities for education

The UNESCO General Conference at its fourth session adopted the following resolutions:

"2.521. The Director General is instructed: ...

To collaborate with the United Nations in their attempt to establish a Declaration of the Rights of the Child, in which UNESCO should seek to have included the reception of the principles that distinctions of colour, race, sex or religion should not operate against any group of young people; that no young person should be deprived of instruction suited to his capacities by reason of financial handicap; and that certificates awarded should give equal rights to all;

"2.522 To continue an international study of the successful methods employed in different countries to overcome the barriers to education for all;"

/In application of

In application of resolution 2.522, a study is being prepared showing in what countries and in what manner obstacles to opportunities for education have been increased, and indicating the importance of the action which has had this result. This study will thus describe some of the means by which discrimination has been eliminated in various parts of the world. It will be published in 1950.

Further, in response to a suggestion contained in resolution 242 B (IX) adopted by the Economic and Social Council at its ninth session, on the report of the Commission on the Status of Women, a meeting of representatives of international women's organizations was held at UNESCO headquarters from 5 to 8 December 1949 to examine the obstacles to equal educational opportunities for women, how these obstacles can be overcome and what UNESCO can do to facilitate education for women.

Improvement of text books and teaching material

The UNESCO General Conference adopted the following resolution at its fourth session:

"2.3 The Director General is instructed to further, in co-operation with member States, National Commissions, and other national and international bodies, the improvement of textbooks and teaching materials ..."

In this connexion, UNESCO is not confining itself to encouraging member states to eliminate from their school text-books discriminatory passages which might arouse hostility between different groups, but is also trying to improve them so that they will contribute in a positive manner to the establishment of a spirit of international co-operation.

To this end:

(a) a volume entitled "The Improvement of Textbooks" will be published shortly in English and French. In addition to a history of this reform, it will indicate on what principles and criteria school text-books should be revised in order to promote the development of international understanding.<sup>1/</sup>

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<sup>1/</sup> Two chapters of this volume entitled "Model Plan for the Analysis and Improvement of Textbooks and Teaching Materials as Aids to International Understanding" and "Agencies of International Co-operation from 1918 to our Time" (a plan for a critical study of text-books by States members of UNESCO) are at the disposal of members of the Sub-Commission.

(b) Arrangements have been made for a seminar on the improvement of school text-books, particularly history text-books. This seminar is to be held in Belgium from 12 July to 23 August 1950.

Seminars and publication of brochures for the use of educationalists

All the seminars organized by UNESCO are of a nature to have an influence in combating measures of discrimination but, as already stated in document E/CN.4/173, the following seminars have a direct bearing on this problem:

Education for international understanding, 1947, Sèvres, France.

The education and training of teachers, 1948, Ashridge, Great Britain.

Teaching about the UN and its specialized agencies, 1948, Adelphi College, New York.

Childhood education from 3 to 13, 1948, Podebrady (Czechoslovakia).

In 1950, in addition to the seminar on the improvement of text-books mentioned in the preceding paragraph, UNESCO will arrange a seminar on the teaching of geography in its relation to international understanding, which will be held in Canada from 12 July to 23 August.

The results of these seminars have been described in reports, lectures and other works the texts of which have been employed for the preparation of brochures for the use of educators. These have been published in a series entitled "Towards World Understanding".

The contribution made by each of these brochures to the campaign against discrimination is briefly described below:

i. "Some suggestions on teaching about the UN and its specialized agencies."

The introduction to this work points out that UNESCO is concerned with developing in pupils a state of mind favourable to international understanding, in order to make them conscious of the ties uniting the peoples of the world and the obligations imposed by universal solidarity. Teaching about the United Nations and the specialized agencies should, according to this introduction, lead to the development of this state of mind.

ii. "The United Nations and world citizenship" contains a report prepared by six participants in the UNESCO seminar on teaching about the United Nations and its specialized agencies. The report deals principally with the conceptions formed by adults of world citizenship and the United Nations.

iii. "In the classroom with children under thirteen years of age"

This brochure contains the report of a meeting of the seminar on childhood education from 3 to 13. This group inquired what the school could do to develop<sup>a</sup> community spirit amongst children and what type of education was the most suitable to give the citizens of tomorrow the will and knowledge necessary to the development of international collaboration. This report deals with the feeling of human brotherhood, the problem of national differences and the solidarity of mankind. It also examines the out-of-school influences liable to arouse discriminatory attitudes in children.

iv. "The education and training of teachers" deals principally with the development in teachers of a state of mind based on social and international understanding so that they can guide the children under their charge along these lines.

v. "The influence of home and the community on children under thirteen years of age" was also published after the seminar on childhood education. This brochure reviews the out-of-school influences liable to modify the child's attitude towards the community and lead him to discriminate against groups presenting characteristics different from that to which he himself belongs.

vi. "Selected bibliography on education for international understanding" Two brochures on the teaching of geography and history to appear in 1950 will contain advice to teachers on how to teach these subjects in such a way as to assist their pupils to understand the world in which they live and to realize the need for friendly collaboration between all peoples.

D. COMMENTS ON CHAPTER VII (EDUCATIONAL MEASURES) OF DOCUMENT E/CN.4/Sub.2/40

From a perusal of Chapter VII it appears that the measures suggested by the UNESCO programme and set forth above meet most of the requirements suggested by the Secretary-General, apart from the measures applying to labour relations, which are not directly within the competence of this organization.

As regards the aims which education should set before it, its subject matter and the principles upon which its curriculum should be based in order to prevent discrimination of any kind, UNESCO's action appears to follow the lines indicated in the Secretary-General's suggestions.

/Particularly as regards

Particularly as regards the objectives to be aimed at, the basic purpose of education is undeniably, as the Secretary-General of the United Nations indicates, to abolish or at least to diminish all forms of social discrimination which cannot be attacked by law, and it is the legislator's duty to suppress immediately certain forms of discrimination without waiting for the long-range action of education. But it is well to recall that the preparation and adoption of legislative measures in this field are also the outcome of an educational process, the importance of which should not be underestimated.

UNESCO's programme in this field is intended to create and to disseminate educational material both for schools and for fundamental education or for that of adults. The orientation and content of these educational programmes will be to a great extent determined by the competent organs of UNESCO, bearing in mind as far as possible the recommendations of the experts. These recommendations are generally in conformity with the suggestions of the Secretary-General of the United Nations (Chapter VII, F); the slight differences of orientation and content which may be noticed are due to the comments made by specialists in race problems, educators and other experts consulted by UNESCO.

UNESCO knows too that it is important for the campaign against discrimination to stimulate inter-group contacts (Chapter VII, H), and this, in fact, is one of its principal tasks.

Lastly, as regards research work to be used as a scientific basis for the preparation of educational programmes aimed at combating discrimination, UNESCO is proposing to follow the indications contained in the report of the Committee of Experts on race problems, subject to the approval of the Director-General. It may be pointed out that these recommendations cover the different measures suggested by the Secretary-General of the United Nations (Chapter VII, I).

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1/ See Annex 1: Extracts from Dr. Otto Klineberg's book, "Tensions affecting international understanding".



Annex 1

Some hypotheses on methods for modifying attitudes noted in Dr. Otto Klineber  
study entitled "Tensions affecting international understanding: research summary"

1. Informational programmes have an effect upon attitudes under certain conditions.
  - (a) School courses dealing with race relations and international relations are sometimes effective. This means that it should be possible, by an adequate analysis of the responsible factors, to set up such courses so that they should have the desired effect.
  - (b) Information about other cultures should stress common elements in all cultures, without neglecting information concerning cultural differences.
  - (c) Special attention should be given to information concerning the absence of biologically fixed group differences in culture.
  - (d) Information should deal with the range of individual variations within a particular group.
  - (e) Information has a much greater effect when it is acquired actively by the group concerned, rather than passively through lectures, reading etc.
  - (f) Information is more effective when it is acquired early in life.
2. Contact between members of different cultures has a valuable effect under certain conditions.
  - (a) Special stress should be placed upon equal-status contacts.
  - (b) Occasionally the technique of the "fait accompli" is effective; contacts are established without previous consultation with the individuals concerned. Study is needed of the conditions under which the "fait accompli" technique should be employed.
3. Propaganda techniques, including the use of mass media are often effective, in changing attitudes.
  - (a) Moving pictures have proven particularly effective.
  - (b) Oral propaganda has also given positive results.
  - (c) The total context, including the previous history of those who are to be affected, must constantly be kept in mind.
  - (d) The source of the propaganda must be above reproach.
  - (e) The propaganda must not be subject to misinterpretation.
  - (f) The propaganda should, if possible, not be recognized as such.

/4. The interpersonal

4. The interpersonal relationships of individuals within the group represents a variable of fundamental importance.
  - (a) The attempt should be made to reach individuals with prestige in the group.
  - (b) Some success has been obtained in training leaders, rather than merely making use of those who are already in positions of leadership.
  - (c) A decision made by the group as a whole will carry weight with the individual members; if they participate in the decision they will become "ego-involved".
  - (d) On the whole, greater success is obtained when groups work on problems of common interest, rather than on problems directly concerned with intergroup relationships.
  - (e) Special emphasis should be placed upon "action-research", in which those who participate in the research also have a part to play in bringing about the required action.
  - (f) Good results have been obtained through "role playing", in which members of one group place themselves in the position of members of another, and act out their roles accordingly.
  - (g) Good results have also been obtained through "evaluation sessions", in which the group and the individuals composing it can obtain objective information about the process of their own group discussions.

(For many of these points, see L. Bradford and J.R.P. French, Jr., editors, "The Dynamics of the Discussion Group", Journal of Social Issues, vol. 2, 1948, No. 2).

5. In the field of individual psychology, special emphasis has been placed upon "catharsis" or the free verbal expression of hostility.
6. There appears to be agreement that persons are most susceptible to attitude change early in life.
7. There is considerable emphasis on a multi-dimensional approach, conducted along several lines at once.
8. Wherever possible a "multi-dimensional" approach, i.e. the use of a number of different techniques of attitude change, is highly desirable.
9. Account should always be taken of the "total situation", both in terms of the personality of the individual, and the dynamic structure of the group.