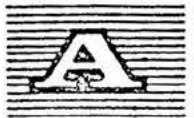


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IMPLEMENTATION OF THE PROGRAMME FOR THE DECADE FOR ACTION
TO COMBAT RACISM AND RACIAL DISCRIMINATION

Education activities and activities of the mass media in
the fight against racism and racial discrimination

Report of the Secretary-General

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I. INTRODUCTION

Scope of the study

1. In resolution 3057 (XXVIII) of 2 November 1973, the General Assembly, inter alia, designated the 10-year period beginning on 10 December 1973 as the Decade for Action to Combat Racism and Racial Discrimination and approved a Programme for the Decade in which Governments, United Nations organs, the specialized agencies and other intergovernmental organizations, and non-governmental organizations concerned were invited to participate in the observance of the Decade. The Programme calls for a continuing effort by all peoples, Governments and institutions to eradicate racial discrimination and to promote respect for human rights regardless of race. To achieve this objective, the Programme calls in paragraph 9 for "a vigorous world-wide campaign of information designed to dispel racial prejudice and to enlighten and involve world public opinion in the struggle against racism and racial discrimination".
2. At its thirty-third session, in 1978, the General Assembly adopted resolution 33/99 of 16 December 1978, in which section III, paragraph 4, listed a number of activities which the Secretary-General was requested to undertake. One of these activities was "a study on education activities and activities of the mass media in the fight against racial discrimination".
3. The term "education activities and activities of the mass media" has been interpreted in the present study to refer to activities whose general purpose is to inform and influence public opinion at large. This interpretation is in keeping with paragraph 12 (c) of the Programme for the Decade, which calls for "the use of available media of information to educate the public continuously and systematically in the spirit of respect for human rights and, in particular, against all policies, practices and manifestations of racism and racial discrimination".
4. The need for public information activities to combat racism and racial discrimination is further mentioned in the Programme of Action 1/ adopted by the World Conference to Combat Racism and Racial Discrimination, held at Geneva from 14 to 25 August 1978. This Programme of Action - which was approved by the General Assembly in its resolution 33/99 - calls for "the initiation of and support for campaigns aimed at mobilizing national public opinion against the evils of racism, racial discrimination and apartheid, through adequate programmes in the mass media, publishing activities, research seminars and media coverage and therein seeking the co-operation of students and youth organizations, trade unions, employers' organizations, farmers and religious and professional organizations" (para. 1 (x)).
5. It is clear that the mobilization of public opinion against the evils of racism, racial discrimination and apartheid is to be carried out by a large number of agencies and institutions using a variety of techniques. The activity is not to

1/ Report of the World Conference to Combat Racism and Racial Discrimination, Geneva, 14-25 August 1978 (United Nations publication, Sales No. E.79.XIV.2), chap. II.

be confined to formal institutions of education, although as will be seen in section IV, and as recognized in paragraph 2 of the Programme of Action, formal educational institutions do have a role to play in influencing public opinion.

6. Thus education activity and measures to educate public opinion against racism and racial discrimination will be studied here in their widest context, to cover relevant activities in the field of information of a number of organizations at the national and international levels.

7. Section II of this study will analyse the nature and functions of the media. Section III will examine the potential and limitations of the media in informing and influencing public opinion against racism and racial discrimination. Section IV will examine action taken at the international and national levels to inform and educate public opinion against the evils of racism and racial discrimination, and to inform the public of the policies and decisions of the United Nations, as called for in paragraphs 2 and 3 of the Programme of Action of the World Conference to Combat Racism and Racial Discrimination, and paragraph 9 of the Programme of Action of the Decade to Combat Racism and Racial Discrimination. Section V sets out the conclusions of the study.

II. MEANING OF THE TERM "MASS MEDIA"

A. Definition of the term "mass media"

8. The world-wide importance of communication processes has been highlighted by a two-year study of communications problems in modern society recently concluded by the 16-member International Commission for the Study of Communication Problems established by UNESCO. In the interim report submitted by the Commission in 1978, the functions of communication were seen alike as a social need, an economic requirement and a political necessity. Communication was regarded by the Commission as a basic phenomenon "since it governs all social, political, cultural life, and even mental outlook and affects all situations in which persons and peoples find themselves". ^{2/} The various forms of communication listed in the report include (a) traditional and interpersonal: speech, song, drumming, dancing and palavers, by the public speaker, the story-teller and the griot, particularly in villages, for example in Africa and many regions in Asia and Latin America; (b) institutionalized: public and social organs such as ministries of information, national and local associations and groups, public relations activities, and the United Nations information services; and (c) commercial: advertising, entertainment and telecommunications.

9. Perhaps the most obvious, and certainly one of the most important, systems of communication is the mass media. The mass media have been described by a UNESCO report as including all those industries which mass produce communication services or materials. "Typically these will include newspapers, periodicals, books, cinema,

^{2/} International Commission for the Study of Communication Problems, "Interim report on communication problems in modern society", UNESCO, 1978, part II, para. 18.

radio, television, records, tapes, tape cassettes, comic books, outdoor and mail advertising and the network structures of news agencies, micro-wave linkages, etc." 3/

10. Mass communication can be seen as the process of sending identical messages at the same time to large numbers of people who are in different walks of life and who are physically separated. "Mass media" refers to the instruments that make the process possible. The mass media represent not only the means through which mass communication is possible but also the communicated "message" for the audience at which it is aimed. 4/

11. The broad definition of the mass media suggested by the UNESCO International Commission, and the one most suitable for the purposes of this study, sees the mass media not as an independent system of communication but rather as an integral part of social communication at large. The Commission's report has stressed, therefore, that communication, including the mass media, should be studied "not in isolation but in the appropriate wider social context". 5/

12. This point has been underlined in another study on the process of mass communication which emphasizes that no mass-communication process operates in a vacuum. "The media are shaped by the particular social setting within which they operate, and in turn they help to shape that setting. In the vast majority of their offerings the media are primarily concerned with an interpretation of society." 6/ It follows from this that what is communicated in the finished message produced by the mass media is a view of life expressed in terms of values, morals and manners characteristic of the society in which the mass media exists.

13. As UNESCO has also maintained, however, what is made available by the media and consequently what helps to shape attitudes and values will be influenced by a whole series of economic, legal, political, professional and technological considerations, which will obviously vary from country to country. Furthermore, in a UNESCO study entitled "Proposals for an international programme of communication research", it is stated that "how people use and are influenced by what is available will also depend on other non-media factors, such as those associated with family, school, socio-economic status and so on" (COM/MD/20, p. 14). The mutual influence of the mass media and the different societies in which they operate is of importance when considering the activities of the mass media in the struggle against racism and racial discrimination.

14. The mass media has been further described as a system which accelerates trends towards change while at the same time helping to perpetuate situations of stability.

3/ "Proposals for an international programme of communication research", UNESCO, 1971 (COM/MD/20), p. 4.

4/ See R. C. O'Hara, Media for the Millions (Random House, New York, 1961), p. 6.

5/ International Commission for the Study of Communication Problems, Interim report, part II, para. 119.

6/ O'Hara, op. cit., p. 18.

"Veritable magnifying mirrors, they are thus at one and the same time factors of stabilization and cohesion and agents of destabilization, depending on the context." 7/ These opposing forces inherent in the mass media will also obviously affect the role of the mass media as they influence racial discrimination and will be discussed further in the next chapter.

15. As to the definition of the term mass media for the purposes of this study, the term is interpreted as indicating the ways and means of communication addressed to the general public, directly or indirectly, by public or private institutions, with the aim of conveying specific messages concerning racism and racial discrimination.

B. Role of the mass media

16. The significance of the role of the mass media in regard to race relations has been stressed in the various United Nations resolutions and instruments quoted in the introduction to this study. The following illustrations reveal the depth of importance given to this role by the United Nations, its organs and by studies on the mass media.

17. The positive role of the mass media in eradicating discriminatory attitudes was stressed in a Seminar on the Elimination of All Forms of Racial Discrimination, organized by the United Nations Division of Human Rights and the Government of India, and held at New Delhi from 27 August to 9 September 1968. The participants in the seminar recognized the power of the mass media to influence the minds, hearts and actions of peoples, and agreed that the information media had a special responsibility for propagating the idea that the elimination of all forms of racial discrimination was essential in order to establish the full and basic dignity of the human being. In discussing the role of the press, in particular, the participants noted that the press had the double duty of educating the public with respect to the principles of equality and non-discrimination and also of reporting objectively on all discriminatory acts and inequities, at home and abroad. The press was further regarded as "an instrument to mould public opinion to become favourable to all possible pressures against régimes guilty of gross or systematic racial discrimination" (ST/TAO/HR/34, para. 164).

18. Governments, and not just public opinion, were included in this latter responsibility in the Declaration of the World Conference to Combat Racism and Racial Discrimination. The Declaration stated that Governments "have a duty to ensure that priority is given in their national legislation to prohibiting racial discrimination and to proscribing the dissemination, including dissemination through mass media, of racist ideas and also to actively discouraging any propaganda supporting racism and racist régimes". 8/

7/ International Commission, Interim report, part II, para. 124.

8/ Report of the World Conference to Combat Racism and Racial Discrimination, Geneva, 14-25 August 1978 (United Nations publication, Sales No. E.79.XIV.2), chap. II, Declaration, para. 13.

18. The major role which the mass media can play in international relations by mastering knowledge and understanding rather than racial tension between nations has been described in a study prepared by the Tunisian Ministry of Information entitled "The New World Order for Information". In the study it was claimed, inter alia, that the role of the mass media "is all the more important and crucial in present-day international relations because international society, as a result of new inventions and major technological advances, today possesses very sophisticated, rapid means of communication which make it possible to transmit information from one part of the world to another almost instantaneously" (A/SPC/33/L.5, para. 3).

19. The preoccupation of UNESCO with the relationship between racism and information, including the mass media, is clear from the many instruments and statements relating to this question. The Statement on Race and Racial Prejudice, adopted at the conclusion of a meeting of experts on race and racial prejudice, held in Paris from 18 to 26 September 1967, clearly stated the concern of the organization with this problem. It declared that "because the mass media reach vast numbers of people at different educational and social levels their role in encouraging or combating race prejudice can be crucial" (SHC/CS/122/8, appendix 4, para. 16).

20. That this concern has not diminished is illustrated in the Declaration on Fundamental Principles concerning the Contribution of the Mass Media to Strengthening Peace and International Understanding, to the Promotion of Human Rights and to Countering Racism, Apartheid and Incitement to War (resolution 4/9.3/2) adopted by the General Conference of UNESCO at its twentieth session in 1978. Article 1 of the Declaration stresses the leading contribution that the mass media can make to strengthening peace and international understanding, to the promotion of human rights and to countering racism, apartheid and incitement to war. Article III of the Declaration states that by disseminating information on the aims, aspirations, cultures and needs of all peoples, the mass media can contribute to eliminating ignorance and misunderstanding between peoples, to making nationals of a country sensitive to the needs and desires of others, and to ensuring the respect of the rights and dignity of all nations.

21. One particular form of this contribution which the mass media can make is mentioned in article 5 of the Declaration on Race and Racial Prejudice (resolution 3/1.1/2), adopted by the General Conference of UNESCO at its twentieth session, in November 1978, i.e. "by refraining from presenting a stereotyped, partial, unilateral or tendentious picture of individuals and of various human groups". The article further provides that communication between racial and ethnic groups "must be a reciprocal process, enabling them to express themselves and to be fully heard without let or hindrance".

22. Recognition of the importance of the mass media as concerns racial relations is also clearly revealed by the number of studies which have been prepared outside the United Nations. One study on intergroup relations stated the following:

"The mass media have an essential part to play, at two quite different but crucially related levels, namely, the level of a basic intellectual framework and the level of specific facts, values, beliefs and symbols.

Without an intellectual framework of concepts and generalizations, messages concerning race relations easily become disconnected and incoherent; they easily degenerate into unrealistic exhortation, ineffective sentimentality, and empty slogans and images. Without specificity and vividness, on the other hand, the conceptual framework loses contact with the audience and becomes alien abstraction and incomprehensible jargon." 9/

24. One reason why messages on race relations produced by the mass media could become "empty slogans" or "incomprehensible jargon" could be the lack of access to the media by ethnic peoples who form minority groups in society. This lack of self-expression through the media by such minority groups can often lead to the role of the mass media becoming one-sided or distorted.

25. The study on the new world order for information, which emphasized that information is a social need and not a mere commodity, further illustrated this point by stating that the "hopes, concerns and struggles of communities, groups and nations should be dealt with on an equal footing and in an entirely honest and objective manner" (A/SPC/33/L.5, para. 40). Objectivity, however, is not always apparent when one considers reporting in the mass media on minority groups, particularly on those groups within a society where racism or racial discrimination exists or is in an embryonic stage. UNESCO has claimed, however, in a report submitted to the World Conference to Combat Racism and Racial Discrimination, that it "is now recognized that the best way of fighting racism is not so much to try and eliminate racial prejudice among the dominant groups as to give the dominated groups the means of expressing themselves" (A/CONF.92/29, para. 153). Only participation by the dominated racial groups in decision-making relating to information and education can, the report stresses, improve the situation of the minority groups and correct the picture of inferiority which may have been formed of them, by the majority group.

26. It is by such measures that ethnic groups can attempt to counterbalance the discrimination shown against them without necessarily having to abandon completely their cultural identity. The Statement on Race and Racial Prejudice stressed that efforts by ethnic groups to preserve their cultural value should be encouraged, and that they "will thus be better able to contribute to the enrichment of the total culture of humanity" (SHC/CS/122/8, appendix 4, para. 18).

27. The relevance of the expression of the cultural identity of ethnic groups to the activities of the mass media regarding racism and racial discrimination can be seen in the proposal made by both the World Conference to Combat Racism and Racial Discrimination and UNESCO that, inasmuch as it was not enough for news broadcasts to be produced for the dominated ethnic groups, such broadcasts should also be devised and produced by them. 10/

9/ R. M. Williams, "Implications for the Mass Media of Research on Intergroup Relations and Race", in F. T. C. Yu (ed.): Behavioral Sciences and the Mass Media (Russell Sage Foundation, New York, 1968), p. 72.

10/ See Report of the World Conference, para. 33, and A/CONF.92/29, para. 192.

28. The mass media can also play a role in illustrating the contribution, other than merely cultural, made by minority groups. The World Conference dealt with this question in detail, particularly when considering the question of migrant workers. The Programme of Action of the Conference recommended that all States should use the information media to the fullest possible extent "in order to bring about increased awareness of public opinion in host countries of the contribution of migrant workers to the economic growth and the socio-cultural development of these countries and also to stimulate an atmosphere of mutual understanding". 11/

29. A further supportive role which the mass media can play in the struggle against racism and racial discrimination is indicated in the UNESCO Declaration on Fundamental Principles (20C/Resolution 4/9.3/2). Article V states that those minority groups who feel that "the information published or disseminated about them has seriously prejudiced their effort to strengthen peace and international understanding, to promote human rights or to counter racialism, apartheid and incitement to war" should have the opportunity to disseminate their own views.

30. In discussing the role of the mass media in the fight against racism and racial discrimination, UNESCO has suggested in its report submitted to the World Conference that the following specific activities could lead to the strengthening of that role:

"Events having a racial aspect should be presented in their economic and social context; they should not be treated as mere news items, or, on the contrary, headlines in sensational fashion;

"It is important to cease over-emphasizing, as is sometimes done, criminal acts that happen to be committed within minority or dominated groups;

"Reportages on ethnic minorities should make a point of portraying them in their true historical, economic and social context, emphasizing all the characteristics they have in common with the other groups that go to make up the community;

"Comic strips, films and magazines for children should be given special attention with a view to eliminating the many racial stereotypes found in them" (A/CONF.92/29, para. 187).

31. In a working paper submitted to a meeting of government representatives to prepare a draft resolution on race and racial prejudice, UNESCO also proposed that the application by the mass media of the following principles would not only prevent them from contributing to the spread of racialism but would make them effective instruments for its eradication:

"(i) All who work in the media should refrain from representing different racial groups in terms of stereotypes, whether favourable or unfavourable;

11/ Report of the World Conference, Programme of Action, para. 13.

"(ii) People's racial origins should not be specified unless this is necessary for the understanding of a particular event or situation being reported, and should never be presented in such a way as to give rise to racial prejudices;

"(iii) The media should indeed do more than merely comply with these minimum requirements: they should refrain from presenting any particular social group as a 'problem'; newsworthiness must be balanced by detailed factual accounts of the social and historical background of specific ethnic groups;

"(iv) Steps should be taken to ensure that the members of all groups of the population have access to training for journalism and the information media and to employment at all levels in these fields of activity. Journalists and reporters belonging to particular groups should not be restricted in their employment to reporting on their own groups. Moreover, access to control and decision-making functions at all levels in the management of the media must be open to all without discrimination" (SS-77/CONF.201/1, para. 25).

32. It is obvious that unless the measures listed above are set in the context of a real right to communicate, i.e. a two-way process of give and take as regards information, they will be less than sufficient to fight racism and racial discrimination.

33. The World Conference underlined this point in its Programme of Action where, in addition to proposing the organization of multi-media campaigns to combat racism and racial discrimination using the press, radio, television, posters, booklets and so on, it urged the United Nations system to consider the following:

"Instituting a 24-hour radio programme directed to southern Africa, in order to grant radio facilities to the national liberation movements recognized by the Organization of African Unity to enable them to broadcast to their respective countries information on their struggle against the racist régimes of southern Africa." 12/

34. It has been claimed that the mass media can contribute to mature social perspective, clarity of understanding and even to respect for differences and conflicts of values. On the other hand, UNESCO, in its proposals for an international programme of communication research, has pointed out that although the mass media can be tools of enrichment, national cohesion and advancement, and understanding among peoples, they can also become "the new opium of the masses, debasers of standards and instruments of cultural domination" (COM/MD/20, p. 3).

35. The dichotomy which is inherent in the role of the mass media will be considered in the following chapter, which deals with the coverage, possibilities and limitations of the mass media in the fight against racism and racial discrimination.

12/ Report of the World Conference, Programme of Action, para. 18.

III. POTENTIAL AND LIMITATIONS OF THE MEDIA IN THE FIGHT AGAINST RACISM AND RACIAL DISCRIMINATION

A. Coverage given by the mass media to racism and racial discrimination

36. Given the importance of the role of the mass media in terms of disseminating knowledge and transmitting values to the huge and diversified audiences they reach, especially as a result of major technological advances in the field of communication, consideration should be given to the type of coverage that the problems of racial discrimination receive in the mass media throughout the world.

37. Some observations regarding the general distribution of the mass media are in order initially. It has been said in this regard that as an immediate target each country should aim to provide for every 100 of its inhabitants 10 copies of daily newspapers, 5 radio receivers, 2 cinema seats, and 2 television receivers. A large number of States fall below this minimum level in all four of the media mentioned. In fact, nearly 70 per cent of the world's peoples lack the most basic means of being informed of developments at home, let alone in other countries. Furthermore, in many developing countries over 60 per cent of the population lives in rural districts, while the facilities for information are concentrated in a relatively few urban areas. 13/

38. Another striking fact is that a large number of developing countries have no national news agencies and must rely for much of their domestic news on the five world agencies. The existing imbalance in the international information system is further "marked by the fact that the developed countries control the channels of information as regards both the gathering and the distribution of information" (A/SPC/33/L.5, para. 3).

39. As regards the print media, the great majority of daily newspapers are privately owned. In many developing countries, daily newspapers are controlled and managed by State organs or sometimes have a mixed ownership and management. With almost two thirds of the world's population, the developing countries publish less than half of the world's dailies and these have a total circulation of only one sixth of that of the industrialized nations. 14/

40. The majority of States all over the world operate or directly control radio and television services. In expanding their information facilities, the developing countries in particular are giving priority to radio services.

13/ Wilbur Shram, Mass media and national development (Stanford University Press, Stanford, California, 1964), p. 94.

14/ International Commission for the Study of Communication Problems, Interim Report, part II, paras. 37-38.

41. The cinema has continued to expand both in terms of film production and exhibition and has retained its pre-eminent role in the world of entertainment. Documentary and educational films have spread throughout the world and are being produced in increasing numbers by feature film producers, government agencies, industrial concerns, foundations and various non-profit organizations of a cultural, scientific or educational character. With the aid of mobile units, educational and documentary films now reach audiences previously uninfluenced by the cinema. Throughout Africa, Asia and Latin America, these units find their way to remote villages whose inhabitants can neither read nor write. It is to be noted, however, that from the viewpoint both of production and viewing facilities, the development of the cinema as a mass media is costly and no African country has as yet been able to afford the requisite double effort.

42. On the basis of the foregoing, one may conclude that within the developing countries the traditional means of communication will retain their importance while these countries continue to improve their mass media facilities.

43. However, there are other important aspects of this topic which need, as UNESCO has suggested, to be stressed. The following has been suggested:

"The present information system, which is based on a quasi-monopolistic concentration of the power of communication in the hands of a few developed nations, cannot respond to the aspirations of the international community, which so greatly needs a system that will promote a more effective dialogue in conditions of respect and dignity. All these political and conceptual defects are made worse, by inadequate international legal structures" (A/SPC/33/L.5, para. 16).

44. Furthermore, the actual selection and content of information distributed by the mass media needs to be given serious consideration. It has been pointed out in this connexion that such information

"is distorted by taking moral, cultural or political values peculiar to certain States as a reference point and disregarding the value and concerns of other nations. The selection process is based, consciously or unconsciously, on the political and economic interests of the transnational system and of the countries in which that system is set up. Also to be noted is the use of persuasive labels, adjectives and definitions for purposes of disparagement" (A/SPC/33/L.5, para. 13).

45. However, it is equally important to realize that neither the processes of information nor the processes of communication can be considered - from either the technical or the social viewpoint - solely as phenomena of national dimensions, since countries themselves are linked by regional and international communication realities and agreements. The concepts of society, development and communication are interdependent, and one cannot exist without the others. In this context, one is justified in thinking that the degree of development of a society is conditioned noticeably by the level of development of interpersonal and group communication, as well as by the improvement of its mass communication.

46. As to the use of the available mass media facilities in the developing world in the fight against racial discrimination, it should be noted also that the role of the Government and public organs are crucial in influencing the use of the mass media, either because of the control they exercise on the mass media or because of the prevailing social and political conditions which the Government emphasizes in the national life of the country.
47. Regarding the actual or potential racial problems in the developing countries, some countries are of the opinion that as racial discrimination does not or could not possibly exist in their territories then there is no need to take specific measures systematically to educate the public against such discrimination. Other countries, which have various ethnic groups or racial minorities within their territories, tend to play down such differences out of political sensitivity and/or the desire to create national unity free from divisive issues.
48. Many developing countries, however, show increasing awareness of the importance of propagating equality and fighting racial discrimination in its various manifestations as well as of paying considerable attention to the many economic, social and cultural situations which may create hatred and prejudice. All developing countries seem to be giving special priority and intensive attention in their mass media activities to the problems related to apartheid in South Africa, the causes of the oppressed peoples of Namibia and peoples subjected to colonialism and alien domination. Regardless of the specific activities of the mass media against racial discrimination and the role of Governments and public organs, official government pronouncements on racial issues and related political problems are given special prominence by the mass media, for example, on the anniversaries of Africa Liberation Day, the Sharpeville and Soweto Massacres, United Nations Day and Human Rights Day.

B. Various factors influencing the role of the mass media in combating racial discrimination

49. "Education and information can be transmitters of racial prejudices, but can also be efficient means of action to combat racism and racial discrimination". ^{15/} This provision of the Declaration adopted by the World Conference to Combat Racism and Racial Discrimination pinpoints the contradictory aspects of the mass media in respect to race relations. This fundamental dichotomy has been further underlined by UNESCO which, although it has stressed the positive role of the mass media in eradicating discriminatory attitudes and in promoting knowledge and understanding, has stated that the "exact potentiality of the mass media is not fully known. Continuing research into the social utilization of the media is needed in order to assess their influence in relation to formation of attitudes and behavioural patterns in the field of race prejudice and race discrimination" (SHC/CS/122/8, appendix 4, para. 16).

^{15/} Report of the World Conferences, Declaration, para. 11.

50. As has also been pointed out, inherent in the communication process are consequences for individuals, for institutions, for communities, for nations and society as a whole; all problems should be examined with these dimensions in mind. The relevance of this statement is further indicated in the UNESCO report submitted to the World Conference:

"One of the problems encountered by both researchers and policy-makers in the field of race relations or relations with minority groups is that of knowing the extent to which the mass media can modify people's attitudes. It has often been thought that there was a direct link between the presentation of stereotypes by the media and popular attitudes" (A/CONF.92/29, para. 109).

51. Both the positive and negative potential of the mass media have also been described in various studies on the media. In 1961, for example, the book Media for the Millions stated that because of our highly developed transmitting and receiving devices, the impact of twentieth century mass communication upon opinions and attitudes is all-pervasive. The potential impact of a communication upon opinions and attitudes is multiplied as its audience is multiplied. 16/

52. Yet, as has been mentioned earlier, the influence of the mass media is not a one-way process.

"There is a two-way aspect to the influences of the press on public attitudes. Press attitudes to specific issues reflect the underlying attitudes of the public. Press attitudes serve to reinforce and strengthen public attitudes in this sphere, and increase their intensity." 17/

53. In a study published in 1974 on the role of the mass media in the formation of white beliefs and attitudes in Britain, the dual function of the media was described in connexion with race relations. It was pointed out that in not allowing social injustice and hardship to go unnoticed and in maintaining the visibility of egalitarian and anti-racist values, the media had performed a valuable function. However, the authors of the study underscored the fact that, on the other hand, and simultaneously, people had derived from the media a perception of the coloured population as a threat and a problem, a conception more conducive to the development of hostility towards them than acceptance. 18/

16/ Robert C. O'Hara, Media for the Millions (Random House, New York) 1961, p. 52.

17/ C. Bagley, "Race Relations and the Press: An Empirical Analysis", in Race, vol. XV, July 1973, No. 1, p. 64.

18/ P. Hartmann and C. Husband, Racism and the Mass Media (Davis-Poynter, London) 1974, p. 208.

54. Although the positive role the mass media can play in combatting racial discrimination cannot be denied, the obverse aspects of this role cannot be overlooked. The media's ability to attack racial inequalities and exploitation cannot be fully realized "without a deliberate intent to seek out such injustices and expose them". 19/ It is obvious that the position of the media may be greatly influenced by economic, political, social and cultural factors.

55. The media's influence on race relations by associating certain types of behaviour with certain groups is discussed in Race as News, the first of a series of studies commissioned by UNESCO on the media and the question of race. In the introduction to the study, it is stated that the media may confer approval or disapproval on both persons and values; they may select issues, define problems, legitimize behaviour, label persons, places and things, draw up the agenda and structure the whole debate in any given area. 20/

56. The power which permits such influence, however, is often based in the economic structure of a society. Or, as has been stated, although communication is founded on generous principles, it is affected by the fact that it has frequently become "an exchange between unequal partners, sanctioning the dominance of, if not actual domination by, the more powerful, the richer and the better equipped". 21/ Thus it is a debatable point as to whether or not an adequate range of information and opinion is being made available to enable people to participate intelligently in a democratic society. Questions of access to the media and of public participation in the decision-making process are but two of the many examples that could be given to illustrate the significance of the media in society. Such questions also have an impact on the way in which the mass media can influence race relations.

57. In the UNESCO report on proposals for communication research, it has also been noted that other related questions which need to be asked are concerned with who governs and controls the media, whose interests do they serve, what needs are being met, what are the over-all consequences of the total operation (COM/MD/20, p. 4). It is obvious that answers to such questions would have relevance to the question of race relations and the mass media.

58. In the introduction to Race as News, the question of control of the media is placed squarely in the arena of ownership of the media. Rather than merely suggesting that distorted or insufficiently researched journalism indirectly leads to or perpetuates racial prejudice, attention is directed to the ownership of the media as having a greater influence on the existence or continuation of such prejudice. In a discussion on the question of a working code for journalists, it was stated that "it seems to be assumed that given the necessary editorial commitment and good will, the code could be put into practice ... irrespective of the fact that in many cases newspapers have to be sold to mass audiences and that circulation figures matter". 22/

19/ Ibid., p. 211.

20/ Race as News (UNESCO Press, Paris, 1974), p. 14.

21/ International Commission for the Study of Communication Problems, Interim report, part II, para. 7.

22/ Race as News, p. 11.

59. Such a statement underlines the foundations and perpetuations of racial prejudice in the economic structure of a society. The way in which the economic control of the media can influence race relations is further illustrated in a study on the media and race within the United States of America, which describes how a sponsor of a television programme refused approval of a script that dealt with racial problems because one of the sponsor's largest plants was located in a southern State. "The sponsor feared that identification with such a controversial subject might precipitate labor problems in that plant and alienate some of its southern consumers." 23/

60. This illustration is corroborated in another study which states that such situations will not change "given the current pattern of ownership and control of the media and their close identification with those interests that gain most from social inequalities and from the 'management' of conflicts rather than their removal". 24/

61. The economic structure of society is not the only influential factor in the mass media's fight against racism and racial discrimination. Political factors also play an important role. The way in which the mass media function within the political framework can either preserve the status quo or can help to produce change. Either course will affect race relations within the society concerned. As pointed out in the UNESCO Statement on Race and Racial Prejudice:

"It is recognized that the basically important changes in the social structure that may lead to the elimination of racial prejudice may require decisions of a political nature. It is also recognized, however, that certain agencies of enlightenment, such as education and other means of social and economic advancement, mass media and law can be immediately and effectively mobilized for the elimination of racial prejudice" (SHC/CS/122/8, appendix 4, para. 13).

62. Also as noted by the International Commission for the Study of Communication Problems, there is some ambivalence in the role of mass media as a force in changing political attitudes, because in most, if not all, societies the communication processes usually operate from the top downwards, vertically, rather than horizontally. "It has also been suggested that, more often than not, the media tend to legitimize the system. Reinforcement and maintenance of the status quo are more likely to be the main results of media operations, rather than threats or challenges to the establishment, whatever its political complexion". 25/

23/ O'Hara, Media for the Millions, p. 42.

24/ Hartmann and Husband, Racism and the Mass Media, p. 212.

25/ International Commission, Interim report, part II, para. 166.

63. This juxtaposition of the political system and "agencies of enlightenment", such as the mass media, does not simply imply that the two systems work parallel to each other; reciprocal influences can and do occur. Such influences can, however, be positive or negative. Examples of negative influence of the media have been described in the UNESCO study entitled Ethnicity and the Media, which contains an analysis of media reporting in the United Kingdom of Great Britain and Northern Ireland, Canada and Ireland. In the introduction, it is pointed out that the attention of the media, when reporting foreign news, is too often concentrated on political leaders and political crises, which limits the range of explanations of social conflict and change which can be offered. 26/ The same point has been made regarding domestic reporting. It is further pointed out that the resolution of social conflict, such as racial discrimination, is too often impeded by socio-political considerations. In this connexion, reference has been made to the position of the British press as regards immigrant communities in the United Kingdom. It was said that the British press reflected pressures which, on the one hand, have sought to exclude coloured people from British society, and, on the other, have aimed at reducing discrimination against them. At the same time, proportionate attention has not been paid to those factors that "must be regarded as part of the underlying cause of anti-immigrant feeling and discrimination". Such factors include regarding the coloured population "as some kind of aberration, a problem, or just an oddity, rather than as 'belonging' to the society". 27/

64. The situation created by regarding a minority group as "outsiders" was illustrated by the report of the Seminar on the Elimination of All Forms of Racial Discrimination, in which the following was pointed out:

"discrimination in housing was a particularly serious matter because many of the problems confronting minorities might be a consequence of housing segregation alone. For instance, it often resulted in school segregation, in 'ghettos' and all the social evils that followed. Restricting the opportunities of a certain minority or race to vocational training tended to affect not only the type of employment available to members of that particular minority or race but also its social advancement" (ST/TAD/HR/34, para. 47).

It was observed that unless the mass media attempted to expose the social injustice of such situations, which might lead to major social tensions, racial discrimination would continue to increase.

65. At the international level, socio-political factors also affect the way in which the mass media depict race relations both within and between countries. The call for a new world information order has highlighted the imbalances which exist between countries and which are reflected in the discrepancy between the volume of information flowing from the developed world to the developing countries and the volume of news travelling in the opposite direction.

26/ Ethnicity and the Media (UNESCO Press, Paris, 1977), p. 11.

27/ Ibid., p. 12.

"Nearly 80 per cent of the information circulating in the world originates with the major transnational agencies, which devote only 20 to 30 per cent of the total to the developing countries even though the latter represent almost three fourths of the human race. This means that there is a de facto monopoly for the benefit of the developed countries" (A/SPC/33/L.5, para. 9).

66. This control by the developed countries of the channels of information, both the gathering and the distribution of information, affects the whole of the present transnational communication system, that is to say, press agencies, radio and television, films, periodicals, books and mass-circulation magazines, data banks and advertising firms.

67. This imbalance in the control of the information process suggests that not only may racial problems within the developed countries be misrepresented to the developing countries but also that events, particularly positive events, in the third world may be incorrectly reported by the Western media to people in the developed world.

"When smaller nations make news, it is generally negative - the smaller the nation the more negative the event has to be if it is to hit the headlines. There is the possibility of compensation if the event obtains a high enough score on other criteria, but the chances are that if the event is not person-oriented, it will have to be at least an earthquake to make the grade. 'The idea of reporting positive news from distant countries in international news reporting is rather rare'." 28/

68. The contradictory potential within the mass media has been further highlighted by the suggestion that journalism can act as a strong counter power in situations where governmental, economic or other power sources restrict or distort the flow of information on matters of public interest.

"On the other hand, much research seems to indicate that in the main the media modify rather than radically transform public opinion on political questions and that their potential lies more in their capacity to reinforce more than to reshape attitudes and opinions." 29/

69. This point was further underlined by the New Delhi Seminar:

"It was stated that certain reporting techniques used by information media sometimes unintentionally reinforced racial differences, and one participant noted that the intellectual élite of a country, which often had a great influence on government, the Press, films, television, etc. had a special responsibility in this regard. It was agreed that the leadership of a country must take positive steps in encouraging racial accord and not limit itself merely to preventing racial discrimination" (ST/TAD/H12/34, para. 127).

28/ Race as News, p. 19.

29/ International Commission, Interim report, part II, para. 165.

70. Economic and political factors are not the only ones which influence the mass media and race relations; cultural factors also have an impact on the role of the media in the fight against racism and racial discrimination. Cultural differences between groups in a society are often the cause for the origin or continuation of racial discrimination. As stated in the interim report of the International Commission, many linguistic and ethnic minority groups are not reached by communication networks and channels in a large number of countries. In several regions of the world, countries have to contend with difficulties stemming from multilingualism and the cultural fragmentation which results from it. The Commission has stressed the need to study such problems:

"Firstly in view of their intrinsic importance and secondly because they constitute a factor of discrimination, and sometimes of racial discrimination for whose persistence the media are by no means wholly irresponsible. Indeed, they do not appear to be sufficiently committed to combating such prejudices, which, whether involuntarily or deliberately, overtly or covertly, they frequently help to perpetuate or to strengthen." 30/

71. The media's response to the problems which may arise through the existence of different cultures within a given society is far from positive. It has been said in this connexion that the media view of life focuses on the surface characteristics of racial and national groups rather than on the problems the members of these groups encounter. Presentations by the media imply that certain modes of behaviour, speech, and dress are typical of these groups. 31/

72. Conflicts can appear if the media give an incorrect or unbalanced picture of cultural differences between groups living side-by-side within a society. It has been observed in this regard that "the structure of news reporting on 'news values' may mean that certain minority or non-élite groups within any given country may have to engage in 'negative' behaviour before they are noticed by the media, or before they are given the opportunity to put their point of view." 32/

73. Referring to reporting by the media which presents race relations in a negative light an author noted the following:

"Anxiety, fear, and generalized or specific sense of threat are of primary importance in intergroup hostility and conflict. Realistic messages that are reassuring are therefore of primary importance. The facts often justify such messages with regard to school desegregation, voting, employment, housing, delinquency and crime, political beliefs, and public accommodations." 33/

30/ International Commission, Interim report, part II, para. 199.

31/ O'Hara, Media for the Millions, p. 271.

32/ Ethnicity and the Media, p. 11.

33/ Williams, "Implications for the Mass Media of Research on Intergroup Relations and Race", p. 74.

74. Special care should therefore be taken in presenting materials related to race relations to avoid even the appearance of unduly one-sided treatment. Furthermore, continuous effort is necessary to present materials that unobtrusively help to correct exaggerated stereotypes.

75. With regard to societies where systems of racial discrimination and segregation are already established, it has been observed that such systems tend both to generalise prejudices and to reinforce those that have already become established. Those prejudices which are the most difficult to change by education and propaganda combine the following properties: (a) they serve strong psychological needs; (b) they support important vested interests; (c) they represent a high degree of consensus in the population; and (d) they are promulgated and sanctioned by persons of high prestige and authority in economic, political, educational and religious life. 34/

76. Illiteracy has also been mentioned among the factors having an impact on the role of the mass media in the fight against racism and racial discrimination. In this connexion, the International Commission for the Study of Communication Problems made the following observation:

"How can one speak of mass communication, when about 800 million persons over the age of 15 - more than one quarter of the world's population in that age group - are denied the privilege of being able to read and write?" 35/

Such statistics reveal the limitations of the media in its printed form. The Commission noted, however, that without the support of the media the problem of illiteracy could not be solved; only Governments can decide to draw up literacy programmes, but they can be influenced to do so by the mass media.

77. Even if the economic, political and cultural limitations already mentioned did not exist, it would be worth questioning whether the mass media could influence the struggle against racism and racial discrimination unless those discriminated against had the opportunity for self-expression within the media.

78. These questions were discussed in detail in the study on the rights of persons belonging to ethnic, religious and linguistic minorities, prepared by Mr. Francesco Capotorti, Special Rapporteur of the Sub-Commission on Prevention of Discrimination and Protection of Minorities. Referring to the rights of minority groups to express their culture, the Special Rapporteur observed that, as the preservation of the cultural identity of minority groups is of particular importance to their survival, not only should the right to preserve and develop their own culture be recognized in constitutions and laws, but specific action should be taken concerning the implementation of this right. 36/ He further noted that it is a generally accepted view that for a cultural policy to be effective it must afford a variety of opportunities for the wide dissemination of the culture concerned.

34/ Ibid., p. 64.

35/ International Commission, Interim report, part II, para. 137.

36/ See "Study on the rights of persons belonging to ethnic, religious and linguistic minorities" (United Nations publication, Sales No. E.78.XIV.1), paras. 591-599.

IV. ACTION TAKEN AT THE INTERNATIONAL AND NATIONAL LEVELS TO INFORM AND EDUCATE THE PUBLIC

A. Action taken by the United Nations in the field of information

1. General activities in the field of racism and racial discrimination

79. The principles governing public information activities of the United Nations were laid down by the General Assembly in its resolution 13 (I) of 13 February 1946, reaffirmed with minor modifications in resolution 595 (VI) of 4 February 1952, and further developed in resolutions 1335 (XIII) of 13 December 1958, 1405 (XIV) of 1 December 1959 and 2897 (XXVI) of 22 December 1971. In essence, the principles indicate that objective and factual information concerning the United Nations should be made available to all the peoples of the world through all appropriate media.

80. Following the General Assembly's detailed consideration of the Secretary-General's report on the review and reappraisal of United Nations information policies and activities in 1971 (A/C.5/1320/Rev.1 and Rev.1/Add.1), the Secretary-General, in a further report to the Assembly in 1972 (A/C.5/1452), emphasized the need for the Department of Public Information to adopt a more dynamic and energetic role in promoting the universally recognized causes to which the United Nations is committed.

81. In 1978 the Secretary-General submitted to the General Assembly at its thirty-third session a report (A/33/146) which covers the major issues, political, social and economic, confronting the United Nations. The report, which detailed the activities of the Department of Public Information, was prepared in response to the Assembly's request in resolution 3535 (XXX) of 17 December 1975 to make new efforts in the field of information activities and convey to the general public the over-all achievements and undertakings of the United Nations systems in all spheres. The report clearly states that the basic policy of the United Nations in the field of public information "is to promote to the greatest extent possible, within its budgetary limitations, an informed understanding of the work and purposes of the Organization among the peoples of the world" (A/33/146, para. 3). Within this mandate, it is obvious that the Department of Public Information has a specific role to play in the efforts of the United Nations to eliminate racism and racial discrimination.

82. This section includes a description of activities undertaken by the Department to carry out its basic mandate to bring about an informed world public opinion, with particular reference to the struggle against racism and racial discrimination. Such activities may be seen as an attempt to correct the imbalances existing in the world information system. In supplying the media with relevant information, it is hoped that this information will be used to mobilize public opinion.

83. The efforts of the Department of Public Information to publicize the aims of the Decade for Action to Combat Racism and Racial Discrimination and to provide sustained coverage, both of the proceedings and of the decisions of the United Nations organs concerned, involve three divisions of the Department: press and

publications, radio and visual services, and external relations. In particular, each year the International Day for the Elimination of Racial Discrimination (21 March) and Human Rights Day (10 December) provide focal points for intensive publicity against racism and racial discrimination.

(a) Press and publications

84. Basic reference works - such as the Yearbook of the United Nations, Everyone's United Nations and Basic Facts About the United Nations - produced by the Publications Service of the United Nations and covering all of the activities of the Organization, contain separate chapters or sections on the struggle against apartheid and racial discrimination, as do such publications as UN in Brief and United Nations Today - Suggestions for Speakers. The monthly periodical, UN Chronicle, carries information on a continuing basis on United Nations activities in the struggle against racism and background articles on the evils of apartheid and racial discrimination.

85. The Department of Public Information produces publications which are specifically related to the elimination of apartheid, for example Apartheid and Racial Discrimination, issued in the Background Papers series. The principal periodic publications on this subject are the quarterly magazine "Objective: Justice" and the bulletin "The United Nations and southern Africa", which are printed in English and French and draw on special reports, information and background material from a variety of sources. The major thrust of "Objective: Justice" is the eradication of apartheid, but it also carries general articles on racial discrimination from time to time.

86. In addition to its basic reference works and periodicals, the Publications Service issues special booklets and leaflets on human rights in general, including the struggle to eradicate racism, and also on racial discrimination in particular. An example of the former is the booklet The United Nations and Human Rights, which contains a section on racial discrimination and apartheid and on the measures and instruments adopted by the United Nations to combat such discrimination. An example of the latter is the leaflet "Towards a World Without Racism", which describes the work of the Committee on the Elimination of Racial Discrimination. The subject of racial discrimination is further covered in special publications such as Namibia - A Unique UN Responsibility.

87. The Publications Service also issues on a regular basis, and in as many languages as possible, the texts of all United Nations declarations and conventions on apartheid and racial discrimination, as well as of all programmes adopted by various United Nations organs aimed at combating these evils. Such texts include the International Convention on the Elimination of All Forms of Racial Discrimination (resolution 2106 A (XX)), the International Convention on the Suppression and Punishment of the Crime of Apartheid (resolution 3068 (XXVIII)), the International Declaration against Apartheid in Sports (resolution 32/105 M), the Programme for the Decade for Action to Combat Racism and Racial Discrimination and the Programme for International Anti-Apartheid Year.

38. Press releases covering all major meetings and activities of the United Nations form the basic output of the Department of Public Information. The releases are distributed to the information media, to non-governmental organizations and to the permanent missions of the United Nations, whose delegates in turn transmit them to the relevant ministries in their own countries. Daily press briefings given at Headquarters and the weekly briefings in Geneva to journalists accredited to the United Nations form an important source of dissemination of information on the activities and policies of the United Nations. Special press briefings and press conferences are arranged in advance of major meetings, and also at other times to give journalists an opportunity to hear and put questions to the principal office-bearers and officials concerned. These releases are sent every week to all information centres, via diplomatic pouch, and the salient features of every press briefing are cabled forthwith to information centres, where local media outlets, Governments, parliamentarians and non-governmental organizations are informed directly.

89. The importance of the dissemination of information material relating to racism and racial discrimination was referred to by the Working Group to the Sub-Commission on Prevention of Discrimination and Protection of Minorities at its meeting in August 1979. In its report (E/CN.4/Sub.2/424) the Working Group recommended, among other activities, that the Sub-Commission should embark on a programme of disseminating information derived from its reports and studies in a simplified form, in order to familiarize the general public with facts in the field of racism and racial discrimination. This recommendation was included in resolution 2 (XXXII) B adopted by the Sub-Commission.

90. The Department also organizes each year an Editors' Roundtable, which brings together top editors and officials from newspapers, new agencies and broadcast media from various countries for briefings by senior United Nations officials and informal discussions on political and economic issues of current concern. The Roundtables were formerly held in different regions, but are now being held at United Nations Headquarters during the General Assembly session, giving participants an opportunity to meet the Secretary-General, the President of the General Assembly and government leaders attending the session.

(b) Radio and audio-visual services

Radio

91. In recent years there has been a significant expansion in the world audience for the electronic mass media. The distribution of radio receivers, for example, is now "so wide that only a small fraction of the world's population can still be regarded as beyond the reach of broadcasting" (A/33/146, para. 37).

92. This trend has been fully recognized by the Department, which is giving due weight to the important medium of radio. Radio news programmes, documentaries and features continue to be produced in over 20 languages and dispatched to more than 140 countries and territories each week, for broadcast by radio networks and stations of Member States. The programmes are also adapted into additional languages by national broadcasting organizations.

93. In this output, meetings and news on the Decade for Action to Combat Racism and Racial Discrimination, as well as other activities of the United Nations to fight racism, racial discrimination and apartheid, occupy a prominent position. In particular, in response to General Assembly resolutions 32/105 H of 14 December 1977, 33/183 I of 24 January 1979 and 34/93 J of 12 December 1979, the Department is producing daily radio programmes, in six of the languages spoken in southern Africa, on United Nations efforts against apartheid and in support of the right of self-determination. As of November 1979, these programmes were being broadcast into South Africa by 13 national broadcasting organizations for an average cumulative total of approximately eight hours a day.

94. This importance of radio as a medium to combat apartheid was underlined by the World Conference to Combat Racism and Racial Discrimination, which urged the United Nations to consider instituting a 24-hour radio programme directed to southern Africa in order to grant radio facilities to the national liberation movements recognized by the Organization of African Unity to enable them to broadcast to their respective countries information on their struggle against the racist régimes of southern Africa. 37/

95. Endeavours by the United Nations to combat racism and racial discrimination also include several weekly radio programmes, in particular Perspective, produced in nine languages and used by 120 countries and territories, and Scope, an English-language weekly programme distributed to 50 countries and territories, through United Nations information centres, and Tour d'Horizon, a monthly French-language programme, produced in Geneva, which is distributed to about 80 radio stations and services. Other specific language magazine programmes cover the topic, e.g. Arabic, French, Russian and Spanish. L'Afrique à l'ONU is a taped documentary series which is distributed to nearly 40 French-speaking radio stations in Africa.

96. Apart from these documentary and feature programmes, the Weekly News Summary includes features on the problems of racial discrimination. The programme is used by networks and stations in 95 countries and territories, and by approximately 120 radio and television correspondents accredited to the Department of Public Information at Headquarters.

97. Direct broadcasts from the United Nations often cover meetings of the Security Council and of the General Assembly and are transmitted to Europe, north and central Africa, the Middle East and Latin America. The fight to overcome racism and racial discrimination often forms part of the discussions at the meetings. Such material is also offered to news syndicates, interested delegations and producers.

98. The Secretary-General records special messages for general distribution and other senior officials of the Organization, e.g. the Chairman of the Special

37/ Report of the World Conference to Combat Racism and Racial Discrimination, Geneva, 14-12 August 1978, (United Nations publication, Sales No. E.79.XIV.2), Programme of Action, para. 18.

Committee on Apartheid, make special recorded messages which contribute to keeping the subject before the general public.

Television

99. The number of television viewers world-wide has increased dramatically. They are now served by over 140 television networks, including many in the smallest and least-developed nations, although the latter obviously form a small part of the over-all percentage of television viewers.

100. Meetings, briefings and press conferences at the United Nations are normally covered for television. Whenever possible, special news packages on video are prepared; for example on the work of the Special Committee on the Situation with Regard to the Implementation of the Granting of Independence to Colonial Countries and Peoples, the Special Committee Against Apartheid, the Council for Namibia and the Committee on the Elimination of Racial Discrimination. Special messages from the Secretary-General or 60-second television spots are widely distributed every year on 21 March designated as the International Day for the Elimination of Racial Discrimination. An increasing number of 60-second television spots have been distributed in recent years to commemorate historic events and dates pertaining to the struggle against apartheid and colonialism. Special mention must be made of some spots which proved very successful, such as the ones on Hands, Biko, Mandela, Kassinga, face of apartheid, etc.

101. Progress has been made in the effort to diversify and translate United Nations films to make them more suitable for wider audiences. Until 1971 most films were of half-hour duration and produced in only a few language versions. By 1978, 107 films were available in French, 54 in Spanish, 29 in Arabic and small numbers of titles in Chinese, Russian, Dutch, Finnish, German, Italian, Japanese, Portuguese, Swahili and several languages of the Indian subcontinent. Distribution of these films for television is now free for those countries least able to pay for them. The new series of short films called "Vignettes" to answer the needs of magazine-format television programming has made wider dissemination of United Nations material, including racial discrimination, possible in the developed countries. Information centres have been active in selling United Nations films to national and local public libraries of the countries that can better afford to pay, for re-dissemination to schools and interested groups; they also promote showings on television and theatres, as well as at functions organized by non-governmental organizations.

102. Films which specifically relate to the subject of eradicating apartheid have been produced in the past few years and are still in circulation. They include the following: (a) Namibia: A Trust Betrayed, produced in 1975 and released in English, French and Spanish, which traces the racial history of the Territory from the early 19th century to the present day; (b) Twentieth-Century Slavery, an analysis of apartheid and racial discrimination in South Africa; (c) Exile, a study of all apartheid victims in exile and actively connected with the anti-apartheid movement; (d) They Speak Out, which expresses the strong feelings of politicians, churchmen, industrialists and lawyers on the subject of apartheid; (e) Free Namibia, which examines the repressive apartheid policy in Namibia and the

SWAPO struggle for independence; (f) White Laager, depicting the history of Afrikaner nationalism, the development of apartheid and its relevance to South Africa's situation today; and (g) Generations of Resistance, which traces the 300 years struggle against white subjugation and the rise of black nationalism in South Africa.

103. A wallsheet entitled "One World: One Human Family" has been issued in the context of the Decade for Action against Racism and Racial Discrimination, 1973-1983. There has also been a travelling photo exhibit on apartheid, of which 11 copies were sent to key United Nations Information Centres. For the International Year of Solidarity with the People of Namibia, 1979/1980 there is a photographic exhibit on the third floor at United Nations Headquarters. Copies of this exhibit are being sent to all United Nations Information Centres.

104. Films of short (60-second) duration but of relevance to the subject of apartheid include Namibia, produced for television at the request of the United Nations Council for Namibia and first shown on Namibia Day (26 August) in 1976. The film emphasizes the extension of apartheid policies and suppression of human rights in the Territory. The Sharpeville Day Message by the Secretary-General was shown on Sharpeville Day (21 March).

(c) External Relations Division

105. The Division assumes responsibility for the following sections:

Information centres

106. At present the Department of Public Information has a field establishment of 59 United Nations Information Centres and offices around the world serving more than 130 Member States.

107. Representing a microcosm of the main functions of the Department, the typical United Nations information centre extends advice and services to its own locality or region in the fields of press, publications, radio, television, films, graphics and exhibitions. The centres also provide United Nations information services to educational, governmental and non-governmental organizations.

108. Reference libraries are provided at most information centres which are open to students and the general public. It has become increasingly apparent in recent years that such libraries play a key role in providing information on the aims and activities of the United Nations system. Efforts are being made to strengthen these libraries.

109. Guidance and instructions have been issued to the directors of the information centres urging them to give wide coverage to questions relating to the problems of eradicating the evils of racial discrimination. The centres submit monthly and half-yearly progress reports to Headquarters summarizing their activities and work programmes.

110. The reports received to date indicate that the centres have disseminated information on racism and racial discrimination throughout the year as a matter of continuous concern to the United Nations. An example of the concerted efforts for publicity made by the centres are the efforts made during the weeks preceding the observance of the International Day for the Elimination of Racism and Racial Discrimination (21 March). Information letters are sent to non-governmental organizations and press releases are issued on the Day. The latter usually contain the message of the Secretary-General, which is also taped for radio, and the appeal of the Special Committee against Apartheid. The centres also distribute films, photographic, radio and other exhibit materials to national and local organizations participating in the observance of the Day. They also co-ordinate publicity programmes with foreign ministries, which in many countries issue special messages for publication, broadcast or delivery at special meetings arranged on the Day.

111. The reports indicate both an active and extensive coverage of all publicity programmes for the Decade. Attempts to provide more effective support for information centres from Headquarters are under discussion.

Non-governmental organizations

112. One of the most important activities of the External Relations Division of the Department is the encouragement of closer co-operation with non-governmental organizations because of the growing recognition that, as the United Nations deals with increasingly complex questions, non-governmental organizations have an essential role to play in educating and involving the public on these issues. The number of non-governmental organizations reached by Headquarters is itself increasing, and during the past eight years has risen by approximately 40 per cent. In Geneva, where many international non-governmental organizations with consultative status with the Economic and Social Council have their headquarters or permanent representatives, the number of organizations reached is very impressive, as could be witnessed during the Regional European Conference which brought together 400 such organizations.

113. Non-governmental organizations are provided with an extensive programme of weekly briefings, an annual conference and other activities at Headquarters and at Geneva. Lounges are made available to the organizations at Headquarters and at Geneva, which house press releases, documentation and other information material about the United Nations.

114. Particular efforts by non-governmental organizations in the fight to eliminate racial discrimination include briefings devoted to decolonization, apartheid and the problems of racial discrimination, and the special showing of films related to such topics.

115. Liaison between the Department and non-governmental organizations forms a very important avenue for the dissemination of information on the over-all area of human rights and in particular on the specific area of United Nations activities to combat racism and racial discrimination. Regular briefings are arranged for non-governmental organizations.

Teaching about the United Nations

116. One of the most important and effective means of increasing public knowledge and understanding of the United Nations and its activities is through education of the young. Since 1965 the Department has organized, in co-operation with UNESCO, 13 seminars for educators and policy makers in the field of education from as many as 109 countries. These programmes aim at increasing the effectiveness of education about the United Nations in schools and teacher-training institutions in Member States through the development of appropriate curricula, teacher-training courses and teaching materials about the United Nations.

117. Each year the Department publishes a student leaflet designed to suggest ways of teaching about a subject of special concern to the United Nations, and a teacher's guide outlining possible methods for teaching United Nations aims and activities. A newsletter to educators was recently introduced to expand channels of communication among those concerned with teaching about the United Nations.

118. Educational programmes sponsored by the United Nations include student interne and fellowship programmes. United Nations policies concerning the elimination of racial discrimination have been covered in special briefings and discussions arranged for students in both the Summer Student Interne Programme at Headquarters, the annual Graduate Study Programme in Geneva, and the Triangular Fellowship Programme. In the latter programme, the Decade for Action to Combat Racism and Racial Discrimination was covered at length in a 1976 seminar for secondary school curriculum developers under the general theme of human rights.

General public and the United Nations

119. The United Nations serves the general public in a specific way through the guided tours and group programmes organized by the Visitors Services in New York and Geneva.

120. Guided tours are not only an essential public relations activity of the United Nations but they make an important contribution to public education about the work of the Organization. Among other activities the guides explain the origin and purpose of the Decade to visitors as part of their over-all introduction to the activities of the Organization. For example, an explanation of the United Nations position on the situation in South Africa is given by guides to visitors to the Trusteeship Council at Headquarters.

121. Speeches and briefings by officials of the United Nations are also extremely effective in shaping public opinion and building support for the United Nations and its aims. For that reason, the Department regularly makes arrangements for United Nations speakers to brief public groups both at the United Nations and away from Headquarters. Particular assistance is given to schools, religious groups, business and other non-governmental organizations in planning their visits to the United Nations.

122. Examples of the relevance of such speeches to the topic of racism and racial discrimination are the speeches given by the Director of the Centre against

Apartheid in February 1976 to over 100 representatives of national and international non-governmental organizations, the 33 briefings at Headquarters in the same year which covered the Decade, and the 17 films shown which related to the subject.

123. Requests for information received in the Public Inquiries Unit by mail, telephone and in person from the general public average more than 6,000 per month, and in Geneva 1,500 per month, and cover the whole range of United Nations activities. Replies to such requests include material on the Decade and on the relevant United Nations resolutions covering the subject of racial discrimination.

Other forms of general information

124. Further examples of educating world public opinion are the information kits, distributed in thousands each year, containing some pamphlets which relate directly to the problems of racial discrimination. Such kits are distributed to students, teachers, librarians and individuals.

125. All important United Nations meetings concerning the subject are covered by photographers. Efforts continue to be made to obtain suitable photographic coverage from Namibia, South Africa and elsewhere which relate directly to racial discrimination. Such material is used for displays in the office at Geneva as well as at Headquarters.

2. Specific activities relating to apartheid

126. The need to take measures to generate publicity and disseminate information with a view to mobilizing public support in the struggle to eradicate apartheid has been stressed in resolutions, decisions, conventions and recommendations adopted under the auspices of the United Nations and the specialized agencies and by the action of governmental and non-governmental organizations. In this connexion, the Special Committee against Apartheid has, among other things, given special attention to encouraging, promoting and disseminating information on the evils of apartheid.

127. The Special Committee has consistently emphasized the importance of the widest possible dissemination of information as a supplement to the efforts to isolate the South African régime and assist the oppressed people in their liberation movements. It has emphasized that the support of public opinion is essential to secure wider implementation of United Nations resolutions on apartheid by Governments and organizations and to persuade the recalcitrant Governments and foreign economic interests concerned to revise their attitudes.

128. The Special Committee has been in constant contact with the specialized agencies, particularly the International Labour Organisation (ILO) and UNESCO, with respect to the dissemination of information on apartheid. It has, for example, invited ILO to assist the Department of Public Information and the Centre against Apartheid by disseminating publications and information material to the organizations of workers and employers all over the world. UNESCO has been invited to assist with similar dissemination to the non-governmental organizations associated with it and through national commissions. The Special Committee has

recommended that special budgetary provisions should be made to accommodate the great need for films and audio-visual material in various languages on apartheid. The Special Committee has also recommended that the United Nations information centres and other United Nations offices concerned should be required to give high priority to the dissemination of information on apartheid. It has recommended further that the Secretary-General should be requested urgently to establish information centres in the non-racial independent States neighbouring South Africa and that the host countries should be exempted, if necessary, from the financial obligations in this connexion.

129. The Special Committee follows the progress of radio broadcasts to southern Africa, initiated by the Secretary-General in accordance with the request contained in paragraph 4 of General Assembly resolution 32/105 H. On 1 March 1978, the Radio Service of the Office of Public Information, in close consultation and co-operation with the Centre against Apartheid, began producing daily radio programmes in English, Afrikaans, Xhosa and Sotho, each 15 minutes in length. There is evidence that these programmes enjoy a growing audience in South Africa and adjacent territories.

130. In its efforts to promote public action against apartheid, the Special Committee pays particular attention to concerted action by trade unions, churches, youth and student organizations. In this connexion, the Special Committee participated, together with UNESCO, in organizing a World Conference of Youths and Students on the Struggle of the Peoples, Youth and Students of Southern Africa, held in Paris from 19 to 22 February 1979.

131. In the spirit of its commitment to contribute significantly to promoting concerted international action for the eradication of apartheid and the triumph of freedom in South Africa, the Special Committee against Apartheid has held solemn meetings in observance of the international days proclaimed by the General Assembly in connexion with the struggle against apartheid in South Africa: the International Day for the Elimination of Racial Discrimination (21 March), the International Day of Solidarity with the Struggling Peoples of South Africa (16 June), and the Day of Solidarity with South African Political Prisoners (11 October). All Member States of the United Nations, the United Nations bodies concerned with southern Africa, the specialized agencies, the Organization of African Unity and the South African liberation movements recognized by OAU, as well as non-governmental organizations active against apartheid, were invited to attend the aforementioned special meetings. To further promote the above international days, the Special Committee addresses appeals to Governments and organizations.

132. As part of the international mobilization against apartheid, the Special Committee attaches great importance to the organization of conferences, seminars and meetings. Mention may be made, in particular, of the International Seminar on the Eradication of Apartheid and in Support of the Struggle for Liberation in South Africa (Havana, 24-28 May 1976), the World Conference for Action against Apartheid (Lagos, Nigeria, 22-26 August 1977), the International Conference for the Liberation of Southern Africa and against Apartheid (New Delhi, 28 September-2 October 1978), the World Conference to Combat Racism and Racial Discrimination (Geneva, 14-25 August 1978), the Meeting of the Working Group of

the World Conference of Youth and Students on the Peoples, Youth and Students of South Africa (Geneva, 23 January 1979), the Meeting of the Continuation Committee of the World Conference against Apartheid, Racism and Colonialism in Southern Africa (Paris, 13-14 December 1978), the Seminar on the International Anti-Apartheid Year (New Delhi, India, 16-18 March 1979), the Meeting of the Bahamas Committee on Southern Africa (Nassau, Bahamas, 28-29 May 1979) and the International Seminar on Children under Apartheid (Paris, 18-20 June 1979).

133. In pursuance of General Assembly resolution 2144 A (XXI), a Unit on Apartheid was established in 1967 to deal exclusively with policies of apartheid, in consultation with the Special Committee, in order that maximum publicity might be given to the evils of those policies. As part of its information activities the Unit disseminated information on the evils of apartheid through its various publications, which were distributed to organizations, institutions and information media throughout the world. Mention might here be made of its bulletin entitled "Action against Apartheid". During its existence the Unit on Apartheid sought to increase greatly its efforts to inform the non-governmental organizations of the activities of the Special Committee and other United Nations organs dealing with the problems of apartheid. It also sought to enlist the assistance of Governments and organizations to help disseminate its publications and to translate and print them for wider circulation.

134. In 1976, the Centre against Apartheid was established in the Secretariat, within the Department of Political and Security Council Affairs. One of its main functions is to ensure the widest publicity against apartheid. Within the Centre is the Publicity, Assistance and Promotion of International Action Branch. The Branch ensures, inter alia, maximum publicity on the evils of apartheid in consultation with the Special Committee against Apartheid and in co-operation with the Department of Public Information. The Centre arranges for the preparation, publication and dissemination of studies, documents and bulletins on apartheid. Every year it publishes 25 to 50 issues of "Notes and Documents" in both English and French. These issues are distributed world-wide through United Nations Information Centres.

135. The Centre against Apartheid arranges every year for the translation and distribution of selected United Nations information material on apartheid in a dozen languages. It produces a variety of publicity material including special printed brochures, posters, leaflets, badges, slides, records, photographic exhibits, desk and wall calendars. This publicity material is distributed through United Nations Information Centre and services in the Department of Public Information. The Centre against Apartheid initiates the production and distribution of documentary films and television spots on apartheid. It contributes to the United Nations radio programmes for broadcast to South Africa in the form of background information, resource persons and important events to be covered. It also provides speakers at Headquarters and outside. Publicity material produced or generated by the Centre against Apartheid is being widely used by schools, student and youth movements, churches, trade unions, libraries, universities and the mass media in several countries.

136. The Centre also administers the Trust Fund for Publicity against Apartheid. The Trust Fund was established by the Secretary-General in January 1975, in pursuance of General Assembly resolution 3324 D (XXIX) of 16 December 1974, to enable the Unit to expand its activities in disseminating information against apartheid. The Trust Fund is financed by voluntary contributions and is used particularly for the production of publications in various languages for wider dissemination, grants to appropriate non-governmental organizations and institutions for the reprinting and redissemination of United Nations information material on apartheid and for the production of audio-visual material on apartheid. The Special Committee against Apartheid has noted with appreciation the voluntary contributions made by a number of Governments to the Trust Fund. Since it was established in 1975, the Trust Fund has received contributions and pledges from 39 Governments totalling \$520,643.

137. The resources of the Trust Fund have been used for the publication by the United Nations of several pamphlets in the following languages: Arabic, Bengali, Dutch, English, French, German, Italian, Japanese, Hindi, Kiswahili, Malayan, Norwegian, Portuguese, Spanish, Swedish, Tamil, Turkish and Urdu. These pamphlets have received a wide distribution through the United Nations Information Centres and non-governmental organizations. Other language versions are under active consideration.

138. Modest grants have been made to a number of non-governmental organizations and anti-apartheid movements to assist in such activities as the following: (a) translation, publication and dissemination of United Nations information material on the evils of apartheid; (b) production and dissemination of anti-apartheid posters, photographs, slides, etc. in co-operation with the Centre against Apartheid; (c) publication of special bulletins for distribution to youth and student organizations; and (d) publication of supplements in Anti-Apartheid News. Grants from the Trust Fund are also made to acquire prints of recent films on apartheid in South Africa for distribution through United Nations offices. Language versions of selected films have been produced and distributed.

139. The Trust Fund for Publicity against Apartheid has been repeatedly commended by members of the Special Committee against Apartheid and several non-governmental organizations for its valuable contribution to the international campaign against apartheid. The Special Committee has repeatedly appealed for generous contributions to the Trust Fund in order to enable it to cope with the increasing demand for United Nations information material on apartheid and counteract the propaganda efforts of the South African régime.

140. Regarding efforts to further publicize and disseminate information against apartheid and thereby bring about an informed world opinion regarding the evils of apartheid, it should be recalled that in October 1978, the Special Committee's Sub-Committee on Petitions and Information made certain proposals on the programme of work of the Centre against Apartheid in 1979. These proposals were endorsed by the Special Committee. It was recommended, for example, that financial provisions should be made for the following: (a) acquisition and distribution of a film on international action against apartheid, and translation into various languages of selected films on apartheid produced by other organizations;

(b) issuance of special publications on apartheid in different languages; and
(c) visits by members of the Special Committee, accompanied by officials of the Centre against Apartheid, to different regions to promote international mobilization against apartheid. It further recommended that all United Nations offices and agencies should be requested to co-operate with the Centre against Apartheid for the regional production and distribution of United Nations material on apartheid.

141. In its reports the Special Committee against Apartheid has noted with satisfaction the progress made by the Centre against Apartheid and the Department of Public Information, in co-operation with many intergovernmental and non-governmental organizations, in expanding information activity. It has noted, in particular, the expansion of audio-visual information and the initiation of United Nations radio programmes to southern Africa. The Special Committee, however, has considered that the information activity must be stepped up with particular emphasis on reaching the public at large in all regions of the world and organizations and individuals active in movements against racism and apartheid. It has felt that production of suitable material in different languages for this purpose was essential for the mobilization of world public opinion against the crime of apartheid. To this end, it recommended that the General Assembly should: (a) call for the implementation of the programme for the International Anti-Apartheid Year until apartheid is eradicated in South Africa; (b) appeal for generous contributions by all States and organizations to the Trust Fund for Publicity against Apartheid; and (c) appeal to all Governments and organizations to co-operate with the United Nations in the dissemination of information on apartheid. The Special Committee also requested the Secretary-General to instruct the Department of Public Information to give utmost priority to dissemination of information on apartheid and to ensure that all United Nations Information Centres maintain close liaison with organizations engaged in action against apartheid.

142. In one of its most prolific publications, "Notes and Documents", the Centre publishes articles, statements, studies, selected documents, reports, resolutions, etc., relating to the struggle against apartheid. It is significant to note that all such material appearing in the publication may be freely reprinted. The practice of issuing press releases to draw attention to the highlights of "Notes and Documents" at the time of publication was instituted in 1979.

143. The Centre against Apartheid often requests known scholars to prepare studies on the policy of apartheid which are made available to the general public and in some cases are translated into several languages.

B. Action by the Committee on the Elimination
of Racial Discrimination

144. The role of mass media in the fight against racial discrimination has been a matter of preoccupation for the Committee on the Elimination of Racial Discrimination since its establishment. The Committee, indeed, constitutes the international machinery essential for the implementation of the International Convention on the Elimination of All Forms of Racial Discrimination (General Assembly resolution 2106 A (XX)). Among the articles of the Convention specifying the obligations of the contracting States, two of them - articles 4 and 7 - refer to the question of dissemination of racist ideas.

145. Under the terms of article 4:

"States Parties condemn all propaganda and all organizations which are based on ideas or theories of superiority of one race or group of persons of one colour or ethnic origin, or which attempt to justify or promote racial hatred and discrimination in any form, and undertake to eradicate all incitement to, or acts of, such discrimination and, to this end, with due regard to the principles embodied in the Universal Declaration of Human Rights and the rights expressly set forth in article 5 of this Convention, inter alia:

"(a) Shall declare an offence punishable by law all dissemination of ideas based on racial superiority or hatred, incitement to racial discrimination, as well as all acts of violence or incitement to such acts against any race or group of persons of another colour or ethnic origin, and also the provision of any assistance to racist activities, including the financing thereof;

"(b) Shall declare illegal and prohibit organizations, and also organized and all other propaganda activities, which promote and incite racial discrimination, and shall recognize participation in such organizations or activities as an offence punishable by law;

"(c) Shall not permit public authorities or public institutions, national or local, to promote or incite racial discrimination".

146. Article 7 reads as follows:

"States Parties undertake to adopt immediate and effective measures, particularly in the fields of teaching, education, culture and information, with a view to combating prejudices which lead to racial discrimination and to promoting understanding, tolerance and friendship among nations and racial or ethnic groups, as well as to propagating the purposes and principles of the Charter of the United Nations, the Universal Declaration of Human Rights, the United Nations Declaration on the Elimination of All Forms of Racial Discrimination, and this Convention".

147. The interpretation of articles 4 and 7 has been a subject of lengthy discussions in the Committee. In a statement made at the World Conference to Combat Racism and Racial Discrimination, the representative of the Committee on the Elimination of Racial Discrimination observed the following:

"the Convention requires that, in addition to the elimination of actual racial discrimination, the national policy of every State party must aim at prevention as well. In the two relevant articles - namely, articles 4 and 7, to the application of which the Committee has attached special importance - the Convention enjoins that all States parties should fulfil this preventive task, regardless of whether or not racial discrimination is actually practised on their respective territories. Thus, on the one hand, they should prevent dissemination of racist ideas and incitement to racial discrimination or violence, whether by individuals or by organizations. (Accordingly, they should have within their national legal systems adequate legislation enabling them to perform that preventive task; in particular, provisions expressly declaring acts of dissemination of racist ideas and incitement to racial discrimination or violence 'offences punishable by law', as well as provisions expressly 'declaring illegal and prohibiting' organizations which promote and incite racial discrimination.) And, on the other hand, States parties should adopt, in the fields of education and information and in other related fields, immediate and effective measures for combating racial prejudices and promoting interracial harmony." 38/

148. At the seventeenth session of the Committee, during the consideration of the report submitted by Austria in accordance with article 9 of the Convention, the following remarks were made as regards the implementation of article 7:

"The information ... concerning the measures taken in the field of education to give effect to the provisions of article 7 of the Convention was welcomed. However, the statement that 'the freedom of the press, the freedom of expression and the freedom of information set limits to a Government's measures under article 7' was viewed by some members as an inaccurate interpretation of that article of the Convention which set no such limits to the scope of the obligations it created. The representative of Austria explained the statement under discussion to mean that 'where freedom of the press existed, the State had no direct responsibility for the mass media and could not intervene'." 39/

149. In this connexion, it should also be noted that in the discussion on this question, the representatives of some Governments argued that they could not apply the provisions of articles 4 and 7 in their entirety because they could lead, in their view, to a negation of the right to freedom of speech. Other representatives, however, expressed the view that freedom of expression was not an absolute right and that States parties should be able to fulfil their obligations without infringing on that principle.

38/ Official Records of the General Assembly, Thirty-third Session, Supplement No. 18 (A/33/18), annex V.

39/ Ibid., para. 123.

150. The view that the provisions of articles 4 and 7 conflicted with other fundamental rights was not accepted by the Committee. In its General Recommendation No. 1 adopted on 24 February 1972, the Committee recommended that "States parties whose legislation was deficient in this respect should consider, in accordance with their national legislative procedures, the question of supplementing their legislation with provisions conforming to the requirements of article 4 (a) and (b) of the Convention". 40/

151. At its fifteenth session, the Committee adopted General Recommendation No. V, 41/ in which it considered that the obligations under article 7 of the Convention must be fulfilled by all States parties, and that therefore all States parties are required to include information on their implementation of the provisions of that article in the reports they submit, and noted with regret that few States parties had included information on the measures which they had adopted and which gave effect to the provisions of article 7 of the Convention, and that that information was often general and perfunctory. It requested every State party which had not already done so to include adequate information on the measures which it had adopted and which give effect to the provisions of article 7 of the Convention. It invited the attention of States parties to the fact that they should include information on the immediate and effective measures which they had adopted, in the fields of teaching, education, culture and information, with a view to combating prejudices which lead to racial discrimination, nations and racial or ethnic groups, and propagating the purposes and principles of the Charter of the United Nations, the Universal Declaration of Human Rights, the United Nations Declaration on the Elimination of All Forms of Racial Discrimination as well as the International Convention on the Elimination of All Forms of Racial Discrimination.

152. General recommendation V reflects the concern of the Committee as regards the implementation of article 7 of the Convention. The Committee at the same session decided to consider the question of formulating general guidelines that might assist the States parties in their implementation of that article and to seek the assistance of UNESCO in that regard. Furthermore, at its sixteenth session, the Committee decided to add to its agenda for that session a new item on the implementation of article 7 of the Convention. 42/

153. By its decision 2 (XIX) of 12 April 1979, 43/ the Committee suggested to the Director-General of UNESCO that, when requesting information from States members of that organization on the implementation of the UNESCO Declaration on Race and Racial Prejudice, he should take fully into account the requirements of the reporting obligations undertaken by States parties to the International Convention with a view to avoiding duplication; and invited UNESCO to transmit to the Committee information on the experience gained by it in the fields of teaching,

40/ Ibid., Twenty-seventh Session, Supplement No. 18 (A/87/18), sect. IX A.

41/ Ibid., Thirty-second Session, Supplement No. 18 (A/37/18), chap. VIII, decision 3 (XV).

42/ Ibid., para. 10.

43/ Ibid., Thirty-fourth Session, Supplement No. 18 (A/34/18), sect. VIII A.

education, culture and information, and suggestions for the preparation of general guidelines that might assist the States parties in implementing article 7 of the Convention.

C. Action taken by the United Nations Educational, Scientific and Cultural Organization

154. One of the tasks assigned to UNESCO by its constitution is that of contributing to peace by promoting collaboration between States through education, science and culture and by advancing the mutual knowledge of understanding of peoples.

155. Since its inception, UNESCO has consistently endeavoured to fight against racism and racial discrimination, to promote understanding between nations and among the various ethnic and racial groups within nations. Included in the action taken by UNESCO has been the organization of seminars and expert meetings, the production and distribution of printed and audio-visual materials, the provision of fellowships for travel and study; the execution of studies and surveys, and the extension of facilities for the international exchange of information and materials.

156. A series of international seminars for teachers to consider how best to promote respect for human rights and international understanding through education has been organized by UNESCO. An important theme of these seminars was to consider education as something beyond formal class-room instruction. ^{44/} Among the concerns of the seminars were the psychological bases for the development of a world outlook in children through teaching about the principles of human rights and about the purposes of the United Nations and its specialized agencies.

157. Much of the material produced in the field of culture, public information and social sciences has been put to effective use in the programme of education for international understanding drawn by UNESCO. ^{45/}

158. Another important example of UNESCO activities in the above-mentioned field is the Associated Schools Project in Education for International Understanding, Co-operation and Peace. The project, which was initiated in 1953, includes some 1,300 primary and secondary schools and teacher-training institutions in 75 countries. The main objective of the Project is to develop innovative teaching methods, techniques and materials to promote education for international understanding. During the course of the school year and within the framework of their existing curricula, Associated Schools are invited to carry out an experimental activity on one of the four following themes: world problems and the role of the United Nations system in solving them; human rights; other countries and cultures; and man and his environment.

^{44/} See International understanding at school - An account of Progress in UNESCO's Associated Schools Project (ED.64/D.26/A, UNESCO, 1965), p. 10.

^{45/} Ibid., p. 11.

159. It is obvious that all of these themes are conducive to combating racism and racial discrimination at national, regional and international levels. For example, the teaching of human rights in the framework of the associated schools system is usually pursued at three levels: the historical level, which is concerned with the struggle for human rights and fundamental freedoms; the didactic level, comprising the standard-setting texts, including the Universal Declaration of Human Rights and the international instruments relating to human rights; and a practical level, relating to the rights of the individual at school, in community life, in national life, his social, civic and political rights. Emphasis is also placed on the interdisciplinary aspect of the teaching of human rights, with particular respect to problems of intercultural and interethnic relations.

160. Associated Schools receive regularly from UNESCO relevant documentation such as teaching aids, booklets, bibliographies, film catalogues, folders, maps, charts, poster sets, photographs and filmstrips. They receive subscriptions to UNESCO periodicals such as the UNESCO Courier, UNESCO Chronicle, UNESCO Features and International Understanding at School, which often make reference to the need to promote education that combats racial practices and prejudices. As concerns the bi-annual circular International Understanding at School, it contains pertinent information on this subject as well as reports of Associated School activities.

161. As the United Nations agency having prime responsibility in the field of education, UNESCO has always shown keen interest in the problem of race and racial prejudice, particularly in ways and means of combating racist doctrines and prejudices through education.

162. A number of meetings on the subject were convened under the auspices of UNESCO. In September 1967, it convened in Paris a Meeting of Experts on Race and Racial Prejudice. Its primary purpose was to draft a Statement on Race and Racial Prejudice, which would supplement and update the 1951 Statement on Race and Racial Differences. In preparation for this meeting, a meeting on the Biological Aspects of Race had been held at Moscow in 1964. A subsidiary purpose was to provide ideas which could be the basis of the future programme of UNESCO in this area.

163. The experts suggested that special attention needed to be paid to the biological aspects of "race", which were at present being taught in so many schools. Textbooks contained erroneous material, or at least material which was not up to date; they perpetuated an idea of the biology of "race" which was no longer in accordance with modern research. Mention was made of the importance of selecting the proper specialists to work on a programme of correcting these mistakes in textbooks. Human biology was by its very nature at the cross-roads between the social sciences and the natural sciences.

164. Similarly it was noted that attention needed to be paid to the inadequacy of history textbooks. While they did not usually advocate racism, they nevertheless contained ideas which make racist attitudes easier to adopt. An example was the question of colonialism. It was stressed that, unless colonialism was placed within its context, an erroneous account of the colonial era could be dangerous to the development of present-day understanding.

165. Certain broad areas for research were identified. A primary research area was the situation of settler societies and the role which ideology played in the maintenance of these societies. Another research problem proposed was the study of the means to remove existing disabilities of various ethnic groups. It was said that if a group had been disadvantaged in the past, doctrines of equality might lead simply to a perpetuation of these past inequalities. Research was also suggested into the role of race as a means of recreating a sense of dignity and an identity. It was felt that this would throw new light on such phenomenon as the black power movement in the United States of America.

166. Interest was expressed in a study of the way that social scientists themselves use the term "race", the way they analyse census data and the effect their own approach to the subject has on racism itself. It was proposed that UNESCO could, for example, sponsor several commissions to study racism. It would be useful not merely to undertake study projects but to know what was being done on specific aspects of the problem in several countries. There should be some evaluation of the tools being used to combat racism.

167. The experts also considered the usefulness of schools and mass media agencies in educating and influencing public opinion against racial prejudice. They observed that the school and other instruments for social and economic progress could be among the most effective agents for the achievement of broadened understanding and the fulfilment of the potentialities of man. They could equally be used for the perpetuation of discrimination and inequality. It was, in their opinion, essential that the resources for education and for social and economic action of all nations be employed in two ways: (a) the schools should ensure that their curricula contain scientific understandings about race and human unity, and that invidious distinctions about peoples are not made in texts and classrooms; and (b) because the skills to be gained in formal and vocational education become increasingly important with the processes of technological development, the resources in schools and other areas should be fully available to all groups of the population without discrimination. Furthermore, in cases where, for historical reasons, certain groups have a lower average education and economic standing, it is the responsibility of society to take corrective measures. These measures should ensure, so far as possible, that the limitations of poor environments are not passed on to the children.

168. In view of the importance of teachers in any educational programme, special attention should be given to their training. Teachers should be made conscious of the degree to which they reflect the prejudices which may be current in their society. They should be encouraged to avoid these prejudices.

169. On the question of the use of mass media agencies, the experts noted their importance in promoting knowledge and understanding. Continuing research into the social utilization of the media was recommended, in particular to assess their influence in relation to formation of attitudes and behavioural patterns in the field of race prejudice and race discrimination. Those who work in these media should maintain a positive approach to the promotion of understanding between groups and populations. Representation of peoples as stereotypes and holding them up to

ridicule should be avoided. The experts further recommended that attachment to news reports of racial designations which are not germane to the accounts should be avoided. 46/

170. UNESCO has also taken other measures directly concerning educational techniques to combat racial prejudice. In 1968 it convened a meeting of experts on educational methods designed to combat racial prejudice in pursuance of resolution 11 adopted by the General Conference of UNESCO at its fourteenth session. In this resolution, the General Conference requested the Director-General, inter alia, to continue, within the framework of the UNESCO programme, to organize meetings and research projects on the harmful effects of colonialism, neo-colonialism and racialism on the social and economic life of countries and on the development of their education, science and culture, with a view to assisting in the application of practical measures to eradicate such after-effects.

171. The experts made detailed recommendations concerning terminology in education on race questions. 47/ They recognized that much of the current terminology used with reference to "race" was a heritage of the colonial past and often perpetuated feelings of superiority and prejudice. They therefore stressed that the acquisition of exact scientific knowledge and the development of attitudes of generosity and understanding were decisive factors in the elimination of racial prejudices among the young. In doing so the experts indirectly endorsed the objectives of the Associated Schools Project described above.

172. The meeting of experts addressed several suggestions to UNESCO concerning action that the Organization might take to help prevent the misuse of terminology concerning "race". It was suggested that UNESCO, in order to help combat prejudice in text materials designed for education and information, should:

(a) Organize regional or international conferences of authors and publishers for the improvement of textbooks, journals, magazines and other teaching and information materials, and meetings of those responsible for radio and television programmes;

(b) Encourage learned societies in letters, history, geography, civics, anthropology and sociology to devote a portion of their conference programmes to discussions of subjects such as "Bias in text materials" and "How to promote international understanding through the written word".

173. It was also suggested that studies by psychologists and linguists might be encouraged to the extent to which words and non-verbal media of communication create, perpetuate or intensify prejudices and harmful stereotypes.

174. The experts also made recommendations concerning the reform of curricula, teaching methods and teaching materials in primary schools, secondary schools, teacher-training institutions and universities, with particular attention to courses in history, geography, social studies, biology and moral and civic education. The experts recognized the need for equal access to education for all persons and the need to ensure that schools are always responsive to the changing needs of society.

46/ For the text of the Statement on Race and Racial Prejudice adopted by the experts, see the Final Report of the Meeting of Experts on Race and Racial Prejudice, UNESCO document SHC/CS/122/8, appendix 4.

47/ See UNESCO document ED/MD/4, para. 8.

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175. The structure and organization of the educational system, it was agreed, was a crucially important factor. The consensus was that the existing hierarchy of types of schools must disappear in favour of fully unified educational systems which provided equal opportunities for development and equal status for all pupils. Differentiation - i.e. the channelling of pupils into different streams of education - must be delayed, wherever the social and economic conditions so warranted it, until the latest possible stage. It was felt that the spirit of international understanding and tolerance should be fostered at the earliest stages of education. The meeting thus agreed that an international dimension must be given to primary education. The children must learn about and if possible meet children from other countries. Excessive nationalism in teaching and teaching materials should be avoided. The children should be taught that the children of the world are alike in many ways and encouraged to react to differences without hostility. Primary education should aim at mitigating attitudes of religious exclusiveness and of paternalism or condescension based on the impression that poverty and disease exist only in other countries.

176. With regard to secondary school education, it was generally agreed that the content of subjects such as history, geography, social studies, moral and civic education, literature and languages, as well as methods and approaches and the teachers' attitudes, were important factors in developing healthy attitudes in the student towards differing ethnic, religious or other groups. Education at the secondary level to accomplish this end should attempt to develop the reasoning powers of the adolescent through methods, such as problem-solving, which encourage active participation and foster involvement. The student at this level should be made especially aware of the fact that, in the not too distant future, he would be called upon to play a mature role in society. This role must be viewed in larger terms - on an international as well as on a national scale. On the national scale, one aim of secondary education should be to instil in the student a respect for the contributions that various ethnic, religious or other groups have made, are making and will make to the cultural and material enrichment of his or her country. Students should be made to feel that whatever trade or profession they or others choose, they would be making a valued contribution to the well-being of all.

177. On the international scale, students should learn that they are part of a world populated by peoples of differing physical and cultural characteristics, but that this diversity can enrich their own lives if they will make the effort to view the world community objectively, instead of through the distorting lens of prejudice.

178. The experts felt that curricula should be re-examined from several points of view. It was stressed that in too many instances there was too much insistence on teaching and knowledge and not enough on learning and understanding.

179. It was also suggested that interdisciplinary approaches to teaching at the secondary level should be studied, especially in regard to subjects such as social studies, moral and civic education, history and geography and comparative study of religions, in order to determine whether such approaches, blending the contributions which many subjects can make to the elimination of prejudices, might produce a greater impact on the student.

180. Thus it was noted that history can throw light on the continuing problems of man and society, help the student to discover what men have in common and enable him to recognize his country's place in world history. The teaching of history can help to break down restrictive attitudes or, at any rate, make more flexible the students' outlook on their national and social environment. As for the subjects of biology and general science, it was agreed that they provided excellent opportunities for presenting the scientific facts about race, and that teachers of these subjects should join with those of history, geography, social studies, etc., in the educational effort to combat racial prejudice.

181. The multidisciplinary approach to combating racial discrimination was also discussed at a round table of university professors and directors of race relations institutions, organized by the Division of Human Rights in November 1979, which met to discuss the teaching of problems of racial discrimination. One of the conclusions reached by the round table was that:

"The teaching of problems of racial discrimination should be introduced in all disciplines, wherever appropriate, to ensure that pupils from the primary level upwards are made aware of racial problems, of the dangers of racism and of the serious harm which racism causes to individuals, society and mankind as a whole. Such basic education should be systematically provided up to and including post-school level. There is a need to introduce, whenever possible, special courses whose coverage should extend to students at institutions of higher education and to some carefully chosen groups, such as teachers, police officers, public relations officers and professionals in the mass media." (ST/HR/SER.A/5, para. 58).

182. On the question of teacher training the UNESCO experts at the 1968 meeting recommended that education to promote international understanding and respect for human rights should be obligatory in teacher-training programmes. They emphasized that teacher-training institutions must themselves provide the proper atmosphere for such education; democracy should not be merely an abstract concept but a living reality in the school. One speaker further drew attention to the need to concentrate effort on the trainers of teachers, in order to prevent the propagation of racial prejudice from the top of the educational structure.

183. The experts also emphasized the need for research and experimentation, which should be applied not only to racial prejudice and educational methods designed to combat it but also to teacher training and education in general. Such research should not be of an occasional character but continuous and permanent. Teachers should be trained in research methods and, as far as possible, research should be based on action in schools.

184. A number of particular questions were suggested as requiring further investigation through research. Among them were the distribution of teaching personnel, inequality of educational opportunities, language-teaching in bilingual or multilingual societies or where pupils or students with foreign backgrounds form a considerable group, the structure and organization of educational systems, and the influence of the social environment on the psychology of the individual.

185. The experts also showed keen awareness of the need to combat racial prejudice in ways other than purely formal classroom instruction. They stressed the importance of active methods drawing upon the creativity and initiative of pupils. Preparation of albums, observance of national and international days, learning of stories and songs from other lands, organization of exhibitions creating temporarily a special environment in the school, and role playing were among the methods suggested. Also emphasized was the importance of studying the lives of great men and women of different countries whose contributions to human welfare were of universal significance.

186. It was pointed out that television could be used with great effect with children in developing countries, that the development of a type of television programming that was both educational and recreative should be pursued. For example, children in one country might be shown documentaries on children in other countries.

187. Many of the experts agreed that international youth movements such as UNESCO clubs, United Nations Associations, the Boy Scouts, the Girl Guides and the International Red Cross should be generally supported by countries, as they were of fundamental importance in promoting international understanding and in helping to provide that contact among young people which helped to break down racial prejudices.

188. The experts agreed that primary and secondary schools, teacher-training institutions and universities should encourage extra-curricular activities such as exchanges between schools in different countries involving preparation of letters and scrapbooks; collection of photos and information and the organization of exchange visits; debates in school clubs and model assemblies of the United Nations and its related agencies; reception of foreign visitors at the educational institution; arranging of exhibitions to illustrate social life and cultural traditions in a particular country or region; group visits to museums, theatres, art galleries and historic sites; and participation in fund-raising campaigns such as the UNESCO Gift Coupon Project to assist institutions in developing countries.

189. The experts addressed the following specific suggestions to UNESCO: (a) that the Organization should intensify its action concerning the elimination of the use of prejudicial statements in the mass media and should encourage the use of the mass media (including cinema, radio, television, films, newspapers, magazines), in the developed as well as the developing countries, to combat prejudice in the home, the school, the community, and in out-of-school education for young people and adults, giving special attention to providing technicians and equipment to developing countries to aid them in producing their own films and television and radio programmes; (b) that UNESCO should extend its action in the field of life-long integrated education so that those who have left school will be able to continue the cultural enrichment of their lives; (c) that UNESCO should exert moral pressure on Governments for the improvement of the welfare and status of foreign workers and refugees in their countries; (d) that UNESCO should recommend that countries support and promote the organization of UNESCO clubs cutting across ethnic or religious lines in secondary schools, teacher-training institutions and universities, as well

as among all social and economic groups and young people and adults; and (e) that UNESCO should intensify its action in the field of out-of-school education for young people and adults generally.

190. As part of the aim of extra-curricular education to combat racial prejudice the experts recommended that schools should be actively involved in the affairs of the wider communities which they served. In their view, one of the ways to achieve this was to involve organizations supporting racial equality with the activities of the schools.

191. In 1974, the General Conference of UNESCO adopted, at its eighteenth session, the Recommendation concerning Education for International Understanding, Co-operation and Peace and Education relating to Human Rights and Fundamental Freedoms. 48/ It is an instrument of great strategic scope for strengthening the teaching of human rights, including the problems of racial discrimination, since it states that education relating to human rights is an integral and vital part of internationally-oriented education.

192. The implementation of this recommendation was the subject of a meeting of experts held at UNESCO headquarters in March 1976. 49/ Of the factors influencing the implementation of that instrument, the experts considered that the most important were national policies and legislation. At the same time they stressed the scant attention which was given to internationally-oriented education in many countries and the difficulties which some of them had encountered in trying to develop that kind of education within the framework of existing structures and programmes.

193. A number of interesting suggestions were made in the course of two other meetings of experts convened by UNESCO, one in May 1976 on the role of social studies in education for peace and respect for human rights, 50/ and the second held in August 1977 on the extension of the system of associated schools for international co-operation and peace to the university level. 51/

194. During the past two years, for the implementation of the Recommendation, two regional seminars in Europe have been held, one at Helsinki, in 1978, and the other at Sofia, in 1979. Two further regional seminars are foreseen - one in the Arab States in 1981 with particular reference to pre- and in-service training of teachers, and the other in Latin America with special reference to school curriculum and teaching materials. Moreover, taking into account the Declaration on the Preparation of Societies for Life in Peace (General Assembly resolution 33/73 of

48/ United Nations Educational, Scientific and Cultural Organization, Records of the General Conference, Eighteenth Session, vol. 1, Resolutions, sect. X.

49/ For the report of the meeting, see ED-76/CONF.629/COL.6.

50/ For the final report of the meeting, see ED-76/CONF.631/5.

51/ For the final report of the meeting, see ED-77/WS/136.

15 December 1978), as well as the congresses convened by UNESCO on Teaching about Human Rights (Vienna, 1978) and on Disarmament Education (Paris, 1980), and the Intergovernmental Conference on Education for Peace, Security and Disarmament, to be held in 1982, at which activities undertaken by UNESCO and its member States in the implementation of the Recommendation since its adoption in 1974 will be reviewed. A handbook for classroom teachers on implementation of the Recommendation on Education for International Understanding is being prepared; it will give special attention, inter alia, to educational activities against all forms of racialism and apartheid.

195. At its nineteenth session, in 1976, the General Conference of UNESCO adopted the Recommendation on the development of adult education. 52/ Its chief aim, as described by UNESCO itself, "coincides with that expressed by the Convention and Recommendation against Discrimination in Education, adopted by the UNESCO General Conference at its eleventh session (1960), which defined the goals of education as being necessarily aimed at the full realization of the personality, international understanding and respect for human rights" (E/CN.4/1274, para. 41).

196. UNESCO has also acted in conjunction with other United Nations organs to promote education on human rights, as shown by its activities to mark the thirtieth anniversary of the Universal Declaration of Human Rights. These activities centred around the convening of the International Congress on the Teaching of Human Rights.

197. As a major recommendation of the Vienna Congress on the Teaching of Human Rights and as further resolved by the General Conference of UNESCO at its twentieth session, in 1978, UNESCO is to be engaged in the elaboration of a six-year plan for the teaching of human rights.

198. Thus through resolution 3/1.1/1, adopted at its twentieth session, the General Conference authorized the Director-General to carry out activities designed to contribute to the promotion of research on measures aimed at assuring human rights and fundamental freedoms both for individuals and groups, on the manifestations, causes and effects of the violation of human rights, with particular reference to racism, colonialism, neo-colonialism and apartheid, as well as on the application of the rights to education, science, culture and information and the development of normative measures to further these rights. This resolution specifies the intensification of collaboration with non-governmental organizations, professional groups and university circles with a view to developing education relating to human rights, both for the university public in general and in order to meet the specific needs of certain fields or professions and those of the different regions of the world.

199. At its twentieth session the General Conference also adopted the Declaration on Race and Racial Prejudice (resolution 3/1.1/2), in which it reaffirmed the desire

52/ United Nations Educational, Scientific and Cultural Organization, Records of the Nineteenth Session, vol. 1, Resolutions, annex I.

of UNESCO "to play a vigorous and constructive part in the implementation of the programme of the Decade for Action to Combat Racism and Racial Discrimination". Paragraphs 2 and 3 of article 6 of the Declaration, which reaffirmed the need to disseminate information on the evils of racism and racial discrimination, read as follows:

"2. So far as its competence extends and in accordance with its constitutional principles and procedures, the State should take all appropriate steps, inter alia by legislation, particularly in the spheres of education, culture and communication, to prevent, prohibit and eradicate racism, racist propaganda, racial segregation and apartheid and to encourage the dissemination of knowledge and the findings of appropriate research in natural and social sciences on the causes and prevention of racial prejudice and racist attitudes, with due regard to the principles embodied in the Universal Declaration of Human Rights and in the International Covenant on Civil and Political Rights.

"3. Since laws proscribing racial discrimination are not in themselves sufficient, it is also incumbent on States to supplement them by administrative machinery for the systematic investigation of instances of racial discrimination, by a comprehensive framework of legal remedies against acts of racial discrimination, by broadly based education and research programmes designed to combat racial prejudice and racial discrimination and by programmes of positive political, social, educational and cultural measures calculated to promote genuine mutual respect among groups. Where circumstances warrant, special programmes should be undertaken to promote the advancement of disadvantaged groups and, in the case of nationals, to ensure their effective participation in the decision-making processes of the community."

200. Resolution 3/1.5 and 2.3/1, also adopted by the General Conference at its twentieth session, authorized the Director-General to carry out activities for the promotion of education and wider information concerning human rights and for the development of school and out-of-school programmes, as well as of information aimed at furthering peace and international understanding, under the following themes:

(a) Implementation of the Recommendation concerning Education for International Understanding, Co-operation and Peace and Education relating to Human Rights and Fundamental Freedoms;

(b) Improvement of school curricula and teaching materials and elaboration within the national framework, as far as necessary, on the basis of relevant research and studies, of teaching programmes, taking into account the cultural context of the various countries;

(c) Intensification of information activities for the promotion of human rights, peace and international understanding.

201. It should also be noted that a relatively new concept is being studied by

UNESCO, specifically, the right to communicate. The purpose of this study is to promote a better understanding of the concept and to encourage member States to take this into consideration in the formulation of communication policies, especially with a view to increasing public participation in communication activities at all levels: the individual, the community (including special interest groups), the nation, and at the international level, i.e. communication between nations. Two expert meetings were held, one in 1978 in Stockholm and the other in 1979 in Manila. UNESCO is now proceeding with the organization of smaller study groups to examine in-depth specific aspects of the concept (economic, legal and socio-cultural) and to undertake research as recommended by experts in the field.

D. Action at the national level to combat
racial discrimination through education

202. School curricula and teacher training are two of the most important areas in which action at the national level could be taken to strengthen the struggle against racism and racial discrimination.

School curricula

203. There is a world-wide need for a continuous review of school curricula with the aim of adjusting or changing them to suit the particular conditions of each country. There is, however, a general rule or policy applicable to school curricula of all countries regardless of their racial composition: that of designing school curricula in ways which will inculcate in students respect for the traditions and cultures of other races.

204. Experience indicates that the most effective ways are those which make use of the numerous opportunities offered by certain subjects usually included in secondary school curricula, rounded out with appropriate extracurricular activities. Nearly every course can make some contribution, but those most frequently mentioned in this connexion are history, geography, the social studies and current events. Many of the problems with which the United Nations deals are directly relevant to the content of these courses, and their introduction, far from being a digression, enriches and completes the learning process. Both teachers and pupils gain from the added interest and impact thereby given to their work. It is very easy to arouse in children a warm and generous emotional response to the sufferings and needs of others who may be illiterate, hungry, diseased; but there is a real danger that in concentrating upon economic inequality the child may be left with a subconscious or even conscious, feeling that this has arisen from a fundamental inferiority in those who suffer.

205. One aim of teaching should therefore be to show that differences in standards of living are not evidence of the superiority or inferiority of peoples, races or cultures, but almost invariably arise from circumstances of environment and history. If education, health and technology are better in some countries than in others, it does not prove that the people in these countries are more intelligent or industrious, but only that conditions have been more favourable. To develop this perspective in dealing with the problems of other countries, it is helpful to give the fullest possible attention to the culture of the country studied, and the flowering of that culture in customs and religion, the arts and the organization of society. In this way, there will come appreciation and a realization that every people and every country have made some contribution to the rich stores of civilization. Teaching about the United Nations can thus merge with the study of other countries.

206. The curricula of subjects such as civics, current events or social studies could also draw the attention of students to the different racial composition of the people of the world through the study of other countries. A study of other countries and their way of life can be fitted into most school programmes with relatively little difficulty, and, because of human interest, can be conducted

with most age groups and with children of varying abilities. It also lends itself well to extracurricular activities, such as exchanges of correspondence and various materials with pupils in other countries. At the same time it can be developed without unduly disturbing the regular syllabus.

207. Learning about the history, culture, problems and aspirations of other peoples can profoundly affect pupils' general attitudes. Among children who have engaged in such studies, teachers have seen apathy, "stereotypes" and even prejudice give way to feelings of interest and friendliness. One result often remarked upon is that as pupils' minds are thus opened to new horizons, their attitudes towards countries and cultures not yet studied are far more receptive. Another is that they have a better understanding and appreciation of their own culture. Finally, the strong appeal of studies of this nature is demonstrated by the fact that teachers who have organized them frequently receive requests from their pupils for another programme of the same kind.

208. The introduction of the student to the world's ethnic and racial diversity should begin at as early an age as possible. Thus, curricula and materials should be designed to begin with early primary school education. Since the young child is without prejudice, every effort should be made to protect him from the projection of adult prejudices. The following means can be used:

(a) Reading materials in the child's mother tongue might include folk tales of other nations; use might also be made of folk songs and dances, national costumes, etc.;

(b) The study of other countries might be followed through the way other children live, work and play. Audio-visual aids may prove especially helpful and useful here;

(c) Work should always begin at the level of the child's immediate occupation and interest and proceed from there to the world outside;

(d) An approach through the hobbies of the children and their love of collecting objects of many kinds may be especially profitable.

209. At the secondary school level and above, curricula need not always be confined strictly within particular disciplines. A flexible interdisciplinary approach would often be advisable. Thus a geography teacher may find it indispensable to introduce some historical concepts into his curriculum, while a teacher of history may find it necessary to incorporate in his curriculum some basic concepts of comparative anthropology, religion, etc.

210. The designing of curricula should involve not just the teachers of the courses in question; it should also involve national educational authorities. In this connexion, it may be noted, for example, that in the laws and regulations for Norwegian primary and secondary grammar schools it is stated that the schools

should promote international understanding and develop a feeling of community with other races and nations. 53/

211. In connexion with the implementation of the new Danish Primary Education Act of 7 June 1958, a committee appointed by the Danish Ministry of Education has issued a document, Educational Guidance for the Primary Schools, in 1960 and again in 1961, emphasizing the importance of introducing international problems into the curriculum and of developing a global outlook in history teaching.

212. In the Federal Republic of Germany, after 10 years of active co-operation in the associated schools project, the work of the 13 participating schools has been analysed and recommendations have been submitted to the Permanent Conference of the Ministers of Education of the German Länder. It is expected that the principles governing the work of the pilot schools and the recommendations on the introduction of new subject matter and methods will find expression in forthcoming syllabuses and curricula of German schools.

213. Among the tasks of national educational authorities in the planning of school curricula would be deciding how children of various age groups should be taught and designing materials suited to particular age groups. Materials should also aim at inculcating in students the value of rational thought and rational conclusions over irrational premises and prejudices. Thought should also be given to the problem of the often powerful appeal of group loyalties and group prejudices - which social science curricula should try to overcome. The materials should be designed to have an impact on performance and achievement independent of the child's social or class background.

214. Related to the question of encouraging rational thinking is the minimization of learning "facts" by memory and encouraging students to work either on individual or group projects which have an impact on their thinking.

215. Curricula should, in particular, encourage interdisciplinary thinking. With appropriate guidance from teachers students must be encouraged to evaluate information in its proper sociological context. Curricula in social studies should be designed to enable students to grasp certain basic concepts of human existence, such as its social character, organizational abilities which are unique to man, the fact that there is a logic to all patterns of social development, that no particular pattern of development is "inferior" or "superior" to any other, etc. The task may be facilitated by the use of anthropological materials and films to illustrate the fundamental prerequisites of human organization, and by encouraging students to make cross-cultural comparisons with a view to concluding that no human culture or race can be regarded as "good" or "bad" or "right" or "wrong" - that human society is simply diverse, having different ways of life and different social and cultural characteristics.

216. There may indeed be a need to redesign certain curricula in history with a

53/ Undervisnings Planer for den h gre almenskolen (1959), reported in International Understanding at School, p. 36.

view to emphasizing that European contact with other cultures did not "save" or "rescue" the latter, and that colonial conquest had certain social, political, economic and moral consequences. Slave rebellions, wars of independence and liberation movements should be studied as agents of change, fighting for the right of their peoples to independence and self-determination.

217. In planning school curricula at the national level, national educational authorities should also envisage the use of technical resources, such as cameras, slides, projectors, tape recorders, films, etc. which help gather and explain in simplified terms information on the racial and cultural diversity of the peoples of the world. This would call for planned and rational resource allocation by the State so as to ensure that schools have sufficient funds to purchase such technical and other teaching aids as may be deemed necessary by the teacher or head of subject.

Teacher training

218. The degree to which education can succeed in fighting racial prejudice may depend, to a large extent, on the training received by teachers. Together with striking and effective educational methods and curricula adapted to different age groups, the fight against racial discrimination requires a pedagogical approach different from the more traditional ones, with particular emphasis on the character and qualities of the teachers themselves. Support from administrators and national education authorities is again crucial.

219. Teachers should be trained not only in the use of verbal skills to communicate effectively to their students the evils of racism and racial discrimination, but also in the use of what some specialists call "projective" techniques. These techniques involve the use of pictorial material.

220. A teacher's training should equip him with the skills necessary to use these and other methods that could expose conscious or unconscious prejudices. It is only after the teacher has informed himself of the nature, intensity and frequency of various kinds of racial prejudices among his pupils that he can attempt to demonstrate their fallacies through rational persuasion. There is, however, a danger that teachers may transmit their own fears, anxieties, timidities, hostilities, dogmatic attitudes and complacencies, which can originate from historical or contemporary experiences of their society or in their own personal lives.

221. Teachers and pupils alike may acquire attitudes of suspicion or hostility regarding the people of other countries. Although some prejudices are deeply rooted, they can often be modified when brought to the surface and examined in the light of objective fact. What is important is that the teacher should recognize his responsibility both in word and action, should be aware of his own shortcomings and should face up to them honestly. The teacher who is free from prejudices concerning colour, race, religion, culture, language, wealth and class can lead his pupils towards positive feelings of tolerance, sympathy and understanding when they study other peoples, their ways and lives.

222. Although certain basic philosophical premises may be said to apply universally to all teacher-training institutions, a differentiated approach may be advisable, or indeed necessary, to make training responsive to special national conditions. Thus, in some societies there may be indigenous racial minorities, while in others there may be immigrant racial minorities. Diversity in the former may not be as severe as in the latter. Thus language and cultural background which may be chiefly responsible for the communication gap between teacher and minority student may not be there in the former type of situation or it may be less severe.

223. There would therefore be need to study how, in societies with immigrant racial minorities, teachers can be made more aware of the social and psychological problems of minority students (viz. the problems of adjusting to a new life-style, an alien culture, new physical surroundings, etc.). Such studies should investigate in detail and point out how government-supported policies of "assimilation" sometimes do not seriously examine the extent to which learning the life-style and values of the majority is compatible with respect for the culture, values and religions of the minority.

224. Governments and teachers should therefore be made aware that it is not just a question of minorities understanding the culture of the majority, but also of the majority understanding and respecting the culture of the minority.

225. The traditional role of teacher-training institutions should be reappraised so that teachers are well informed about the diverse national and racial groups served by their schools. They could be trained to organize their schools and staff associations in ways which reflect awareness of special problems related to teaching language to foreigners, while school activities, including extracurricular activities, should reflect the diverse origins of the pupils. The desirability of multiracial staffs should also be encouraged.

226. The International Congress on the Teaching of Human Rights, held at Vienna from 12 to 16 September 1978, recognized not only the importance of teacher training, but also the need to devise teacher-training programmes suited to particular national or regional conditions. The Congress addressed the following recommendations to UNESCO:

(a) "UNESCO must develop teacher-training courses for teachers of human rights, as well as courses for the trainers of teachers. Pilot projects should be directed to both in-service and pre-service teacher-training. UNESCO should organize regional training courses in co-operation with teachers' organizations, and regional seminars to develop and assess various teaching methods which can be put into operation at the pre-school, primary and secondary levels of instruction as well as at the university level. These methods should ultimately be subject to an evaluation, the results of which should be widely distributed in schools and educational establishments (SS-78/CONF.401/33, sect. C, para. 9);

(b) "UNESCO should assist in the creation of regional and subregional centres for teaching and research in human rights to facilitate the

adaptation and development of teaching methods and materials to suit specific regional characteristics" (SS-78/CONF.401/33, sect. D, para. 4).

In response to these recommendations, UNESCO is increasing its teacher-training activity.

227. UNESCO reports that it will assist in the preparation and dissemination of instructional materials for the teaching of human rights, particularly in the distribution of the manual entitled "The International Dimensions of Human Rights". The availability of a comprehensive textbook on the international protection of human rights should assist teachers in shaping courses at the post-secondary level and in increasing the educational offerings in this subject at many universities. For this reason, UNESCO will encourage Member States to publish this volume in their national languages and to make it available to interested teachers and students.

228. The round-table discussion on the teaching of problems of racial discrimination expanded this point in its recommendations which urged that:

"UNESCO should continue its activities on the question of the teaching of problems of racial discrimination and allocate greater financial resources to such activities. It should also prepare, in co-operation with non-governmental organizations or universities in a particular region, a series of textbooks and reference works along the lines of the book entitled 'The International Dimensions of Human Rights'. A descriptive and critical biography of available works and articles on the question is of particular importance" (ST/HR/SER.A/5, para. 58).

229. The foregoing paragraphs on the teaching of human rights have been included as a reminder that the problem of race and racial discrimination is only a part of the concern for human rights and fundamental freedoms. As such, teachers must be trained to present the race question in its proper perspective, i.e. that respect for the principle of racial equality is an inseparable element of respect for human rights.

230. Efforts in this direction, initiated by UNESCO, have already been taken in many countries, largely through the Associated Schools Project. This project has led to complimentary action at the national level.

231. Consistent with the broad aims of the Project, action has also been taken with the over-all objective of promoting respect for human rights. Thus, although specific action has been taken to combat racial prejudice at the national level, such action must be viewed in the context of the general aims of the Project. Conversely, even the general aim of promoting international understanding and respect for other cultures, countries and peoples is of relevance to the particular question of promoting racial tolerance, for it is only when complete international understanding and friendship between all countries is achieved that the optimum conditions would be created for tolerance, and indeed friendship, between the races that they represent.

232. One example of national action is the organization of national seminars or meetings at which teachers from participating institutions discuss common problems and plan their activities together. In India, several meetings of heads of participating institutions have been organized with representatives of the Indian National Commission for UNESCO, the Ministry of Education and the inspectorate. In Japan, workshop seminars have become a yearly institution. Organized by the Japanese National Commission for UNESCO, they are attended by teachers of associated schools and by teacher-consultants from the special committees established to give expert guidance to the experimental activities and to study the results. The Federal Republic of Germany's Commission for UNESCO arranges similar meetings of representatives of associated schools, including some teachers invited from neighbouring countries, at which demonstration lessons are an important activity.

233. National seminars held in Thailand under the auspices of the National Commission have concentrated their attention largely on the problem of teaching materials. In the Nordic countries (Denmark, Finland, Norway and Sweden) national and regional meetings have been held, and in 1964 first steps were taken towards the establishment of a regional committee to co-ordinate activities in all four countries.

234. The need for better teaching materials and aids has been felt in virtually all countries and institutions participating in the programme. In some member States the UNESCO National Commissions have helped to deal with the problem. For example, with assistance from UNESCO the Swiss National Commission has set up a documentation centre to provide participating schools with collections of books, bibliographies and lists of appropriate museums and art collections to assist in studies of Oriental countries. In addition, books and materials in French and English are to be made available to certain institutions in Asian countries to enable them to learn about Switzerland.

235. Other national commissions have also prepared material of various kinds to assist participating schools in other countries. For instance, two (in Japan and Finland) have produced filmstrips; others have published detailed reports for general distribution.

236. An outstanding example of action at the national level, which demonstrates how the Associated Schools Project can lead to the general extension of education for international understanding, is provided by India. After nine secondary schools and 13 teacher-training institutions had taken part in the project over a period of years, the Indian National Commission decided to launch a nation-wide project along the same lines. With the assistance of a UNESCO expert and in co-operation with various state departments of public instruction, workshops for teachers were held in different parts of the country to plan the work and prepare teaching materials. The National Commission provides materials and suggestions, with the assistance of the United Nations Information Centre in New Delhi. In addition, it publishes a periodical entitled "World in the Classroom", containing examples of completed projects, articles on the organization of the programme, background information for teachers and practical suggestions.

237. It has been observed that the Associated Schools Project has been very successful and that "the majority of the projects have been successful in achieving their general objectives of increasing knowledge of world affairs, giving pupils a sounder comprehension of other peoples and cultures and developing attitudes favourable to international understanding". 54/

238. It has been reported, for example, that on many occasions students in European schools have studied Asian countries and vice versa. Thus, a secondary school in Switzerland included in its curriculum the study of the culture and customs of Thailand and prepared a monograph on the country entitled "Deux races, une amitié" (Two Races, One Friendship). The end of the assignment coincided with an information course on the Orient organized in Neuchâtel by the Swiss National Commission for UNESCO. The students were invited to introduce the section of the course on Thailand by a presentation to illustrate the country. They showed the different aspects of Thailand which they had studied - daily life, architecture, dancing festivals, music - using whatever means they could devise, including dialogues, interviews and slides.

239. Similarly, a secondary school in Thailand made a study of the culture and traditions of Denmark. Schools in Egypt have been involved in comparative studies of oriental and occidental countries. During one programme the work was carried out through the normal studies programme and a number of extracurricular activities including lectures, discussions on world affairs and international questions, film showings, exchanges of correspondence and gifts with schools in Eastern and Western countries, collections of exhibits to illustrate the arts and customs of these countries, and an invitation to foreign students in Egypt to visit the schools. One of the schools formed a club, "The Friends of People of All Nations", with the purpose of establishing contact and exchanging correspondence, photographs and stamps with other countries.

240. One school in Egypt studied three oriental and three occidental countries representing different economic standards, cultures and ways of life. A very tangible outcome of the project was the series of booklets produced by the students on the study of specific countries. Excellent booklets were prepared on China, Japan, Spain and the Sudan. The school's broadcasting service also devoted some of its time to the last two countries. Another school chose Ethiopia, Greece, Iran and Italy and carried out studies largely through the normal study programme.

241. A teacher-training college in Norway carried out a project entitled "Race and Racial Problems". It involved independent research by individuals and gathering information from literature received from UNESCO, embassies, libraries, the United Kingdom of Great Britain and Northern Ireland, the Federal Republic of Germany, the United States of America, Ghana, Nigeria and the United Republic of Tanzania.

242. A study of the racial problems of the world was carried out in the Faculty of

Education, Hiroshima University, by a group of students who were training as teachers. The study included guided discussions on national characteristics in other countries and biographical studies of individuals from different races who had made outstanding contributions to world peace and understanding. It also included visual aids (especially films), seminar discussions with visiting students from abroad and visits to the homes of foreigners resident in Hiroshima.

243. A school in Canada was involved in a study of the race question, with special emphasis on the root causes of racial and ethnic conflicts. The study covered a number of topics such as the correct use of the word "race", the main divisions of mankind, the nature of racial differences, and the growth of racial prejudice. These were to serve as a basis upon which the students would build for themselves a more detailed structure of understanding and knowledge of the question of race.

244. The students were given a study guide which included a discussion on topics such as the following: (a) What is race? (b) Racial myths; (c) The roots of prejudice; (d) Psychology and race; (e) Race mixture - a modern problem; (f) Race relations in South Africa and Brazil; and (g) A biologist's view of race.

245. The topic "Racial myths" was used to illustrate the scope of the study. The students responsible for this topic examined the origin, development and justification for racial prejudice and myths by attempting to find answers to such questions as the following: What is the attitude of the Old Testament to racial differences? Why did the Age of Discovery produce an increase in race and colour prejudice? How were Darwin's writings misused by his successors? How has racist doctrine come to be applied to social classes? What is biological determinism - is there any justification for a general classification of races according to a scale of relative superiority?

246. One particularly noteworthy conclusion of the study was that international understanding is impossible so long as racial myths continue in existence.

247. The above description of action taken by UNESCO indicates the importance of action at the national level to combat racism and racial discrimination. Such action is further verified by a consideration of the activities of non-governmental organizations, at both the national and international levels, in the area of race relations.

E. Action taken by non-governmental organizations

248. The important contribution that non-governmental organizations have made and continue to make to the efforts of the United Nations to combat racism and racial discrimination has been stressed by the General Assembly in numerous resolutions. Indeed, it may be recalled that the consultative relationship of the non-governmental organizations with the Economic and Social Council was established in 1946 to secure expert information or advice from competent sources and to obtain the views of important elements of public opinion. The Council looked to the non-governmental organizations to ensure that it had the understanding and support of the peoples of the world.

249. The range of non-governmental organizations is extremely wide. It includes women's organizations, trade unions, peace movements, social, cultural and religious organizations, professional associations and youth organizations. The comprehensive membership of the non-governmental organizations reflects the diversity of United Nations concerns. Non-governmental organizations are often better placed than Governments themselves to exercise influence on public opinion because they are less imposed upon by the impersonality of institutionalized bureaucracy. The General Assembly looks to non-governmental organizations as an important element in the field of dissemination of information relating to racism.

250. The particular concern of non-governmental organizations with the problems of racism and racial discrimination can be traced back to 1955 when a conference of organizations interested in the eradication of prejudice and discrimination was organized as a result of Economic and Social Council resolution 546 (XVIII) of 3 August 1954. The conference was arranged so that the non-governmental organizations and the United Nations might exchange views concerning the most effective means of combating discrimination, co-ordinate their endeavours in this work, and consider the possibility of establishing common objectives and programmes. A second conference was convened at Geneva in June 1959, following Council resolution 683 E (XXVI) of 21 July 1958. The report of this conference stated that non-governmental organizations could contribute to building a climate of world opinion inimical to prejudice and discrimination.

251. This early concern of non-governmental organizations to combat prejudice and discrimination has continued over the years, as demonstrated by their active participation in meetings, conferences and seminars organized in the context of the efforts undertaken by the United Nations.

252. A significant concentration of activities in support of the Decade for Action to Combat Racism and Racial Discrimination has taken place through the Sub-Committee on Racism, Racial Discrimination, Apartheid and Decolonization, which is part of the Geneva-based Special NGO Committee on Human Rights. The Sub-Committee was established in 1973 with a mandate to organize and co-ordinate activities which would contribute to the elimination of the subjects within its title. It aims primarily to encourage international, regional and national non-governmental organizations to develop activities to further United Nations programmes and decisions in support of the goals of the Decade.

253. So far the Sub-Committee has worked in three main areas: colonialism and apartheid, migrant workers in Europe, and indigenous peoples in the Americas. It will enlarge its activities during the second half of the Decade along the lines laid down by the World Conference in August 1978.

254. Six major conferences or symposiums have been organized by the Sub-Committee since the beginning of the Decade on the following topics: apartheid and colonialism in Africa (Geneva, 1974); discrimination against migrant workers in Europe (Geneva, 1975); the situation of political prisoners in southern Africa (Geneva, 1976); discrimination against indigenous populations in the Americas (Geneva, 1977); action against apartheid (Geneva, 1978); and children under apartheid, held at UNESCO headquarters in June 1979. More than 100 international

non-governmental organizations, as well as many regional and national organizations, have taken part in these events, which serve to formulate proposals for needed changes, and to mobilize world opinion which will bring about such changes.

255. These conferences have highlighted the important role non-governmental organizations play in the dissemination of information relating to racial discrimination and influencing world public opinion.

256. An illustration of action taken through these conferences, which could have concrete results in strengthening the fight against racism and racial discrimination, is seen in the questionnaire produced by the 1974 Conference against Apartheid and Colonialism in Africa. In preparation for the Conference a questionnaire on education was sent out to national associations of teachers, associations of students and pupils, of parents and social organizations which play a role in education, and to private and official institutions, such as ministries of education, international bodies, universities and private schools and national UNESCO commissions.

257. The purpose of the questionnaire was to discover the extent to which the problems of apartheid and colonialism were being dealt with in public and private schools. Response to the questionnaire, while slight, was geographically representative. However, the replies revealed that the subject is not dealt with in any extensive way by Governments or educational establishments.

258. Awareness of the importance of activating public opinion in support of the eradication of racism and racial discrimination as revealed by studying the Sub-Committee's activities is also reflected in the activities of individual non-governmental organizations.

259. The Programme for the Decade calls for the Secretary-General to submit to the Economic and Social Council an annual report containing information on topics relating to the Decade. In particular, under paragraph 18 (f) of the Programme, the report should contain information submitted by non-governmental organizations in consultative relationship concerning activities undertaken or contemplated during the Decade. The response of non-governmental organizations has been overwhelming, and they have expressed their positive support for the objectives and goals of the Decade as well as readiness to participate in the activities contained in the Programme.

260. The activities taken up by such organizations cover all aspects of the Programme of Action, in particular, those relating specifically to motivating public opinion in the struggle against racism and racial discrimination.

261. These activities tend to fall into the following categories: education, communications and confrontation. A consideration of these particular aspects of the subject does not, of course, minimize the other activities of the organizations, nor does it suggest that any single organization has limited its activities to the ones mentioned below.

Educational activities

262. Inasmuch as the struggle against racism can be considered as including the eradication of all forms of racism from the minds of children, young people and

adults, first in school and subsequently in post-school activities, the International League of Child and Adult Education is a good example, among many, of a non-governmental organization which stresses this particular concern. The League's emphasis on educating the young at school has been repeated in each of the annual reports it has submitted to the Economic and Social Council. The League attempts to achieve this end by holding conferences, film shows, meetings of youth and education. Other organizations have responded to the problem by holding international summer schools to explain the problem in southern Africa, by urging that school textbooks show the positive results of the coexistence of different civilizations and cultures and exclude all references to racism, by promoting "peace" chairs at universities and working on school programmes designed to combat racial discrimination from an early age, by conducting vigorous educational and information campaigns to dispel racial prejudice and to involve public opinion in the struggle against racism and racial discrimination, by calling for the establishment of programmes in schools and universities on the teaching of human rights, by promoting through educational and financial assistance the liberation of countries and peoples suffering under racial discrimination, by establishing and implementing educational programmes based on justice and development, and by conducting information campaigns and organizing a series of public lectures at major universities on the subject.

263. This emphasis on educating public opinion has also been underlined by the World Federation of United Nations Associations. Education for racial equality was one of the main points in its recommended programme for all United Nations Associations.

Communications

264. Various non-governmental organizations have placed emphasis on the value of the printed word as a medium of informing the general public of the evils of the problem. Some organizations have published articles which stress the problems caused by the policy of apartheid. Others have published the relevant declarations and instruments of the United Nations; they have published special reports on minority groups or they have organized programmes in moral education, international and regional congresses and other communications dealing with the subject. The International Organization of Jurists, for example, has established an extensive programme and has published articles, brochures and posters on the situation in southern Africa and reports of its members who have visited certain African countries.

265. Radio and films have also been used as media to galvanize public opinion through the production and distribution of materials and films on racial prejudice and discrimination all over the world.

Confrontation activities

266. Confrontation is understood to mean the bringing together of peoples as a means of breaking down barriers which have been either caused by, or can lead to, racism and racial discrimination. Confrontation of this type is recognized by the

non-governmental organizations as another very important means of eradicating racial prejudice and discrimination. The Asian Broadcasting Union, for example, has set up a special Programme Exchange Committee to assist in reducing prejudices about peoples of other countries through exchange programmes intended to increase understanding of other cultures. Other organizations which also believe that better understanding between people would greatly help to solve the problem of racial discrimination have promoted exchange programmes, extensive international travel and foreign study, or called on their branches and members to implement programmes which would bring together all the sections of humanity, or held regional and international meetings dealing specifically with the fight against racism and racial discrimination.

267. The fourteenth General Assembly of the Conference of Non-governmental Organizations in consultative status with the Economic and Social Council, which met in September 1979 in New York, made some important recommendations regarding the dissemination of information on the problem of racial discrimination. The Conference called on the Department of Public Information and other services of the United Nations to provide for the use of organizations and also for the public at large, pamphlets, leaflets, posters, journals and other forms of simple and illustrated literature, which would have a direct and popular appeal to citizens and be suitable for distribution to schools, religious institutions, clubs and other groups, thus making a special effort to arrange for this material to reach individuals and groups who have a particular influence in the formation of public attitudes. In the field of human rights, the Conference requested that such information should include making basic documents like the Universal Declaration of Human Rights, the Declaration on the Protection of All Persons from Being Subjected to Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, and the Standard Minimum Rules for the Treatment of Prisoners, 55/ available in all the official languages on a regular basis and in sufficient quantities; and that these and other materials should be given a more appealing and communicative format; that they should be available at the various United Nations Information Centres; and that additional written and visual materials should be produced which are more easily understood by the ordinary citizens of the member States. The Conference further suggested that consideration should be given to the production of monthly informative news sheets similar to Development Forum as an essential instrument for the continuing support of United Nations work on human rights, and also on disarmament. Consideration should also be given, the Conference recommended, to the production of popular summaries of studies and investigations on substantive questions produced by the Commission on Human Rights and its sub-commission.

55/ First United Nations Congress on the Prevention of Crime and the Treatment of Offenders: report prepared by the Secretariat (United Nations publication, Sales No. 1956.IV.4), annex I.A.

V. CONCLUSIONS

A. The role of the mass media: its possibilities and limitations

268. The discussion of the questions dealt with in sections II and III of the present report reveals basic areas where the role of the mass media can and should be strengthened. It also clearly demonstrates that the study of communication problems in modern society is a complicated one. The multi-dimensional nature of these problems is such that neither research nor practical experience has so far provided answers which are not contradictory or imprecise.

269. Further research appears to be imperative. Such research should obviously study racism and racial discrimination in the communication process within the social, political, economic and cultural setting of society to avoid the fragmentation and imbalances of the past. The following factors should all be included within the over-all framework of the research: distribution, control, ownership, support, resources, production, presentation, content, availability, exposure, consumption, use and influence.

270. It is equally obvious that the attitude of the people who work with the mass media, journalists, researchers and others, should be studied, for the positive or negative approach to the problems of race relations adopted by such people will ultimately affect the mass media response to the situation. Journalists should attempt to provide material which will challenge prevailing stereotypes. This can only be done by understanding the background to racial situations rather than merely reporting events as they occur. They should be familiar with the culture of the groups they are investigating and should endeavour to be objective and not give unbalanced reports of the situations or issues being reported.

271. It is apparent that there should be greater opportunity within the mass media for members of minority groups to express their own points of view, particularly by producing programmes or reports themselves. Also, members of dominated groups should have access to the professions within the mass media, especially journalism.

272. An important factor which has arisen from this study is that present journalistic procedures should be questioned with regard to the reporting of racial issues, for such procedures do not appear adequate to cover these issues in a balanced and constructive manner. In the attempt to provide an adequate and well-balanced coverage of racial issues, it can be suggested that, when such issues are discussed, they should not be presented in a way which would mislead the audience, i.e. make the audience feel that the issue is of entertainment or purely news value, rather than a serious discussion of an important public issue.

273. It should also be possible to provide sufficient space within the various instruments of the mass media for publicity regarding meetings, seminars and conferences which deal with racism and racial discrimination. In particular, efforts should be made to give wide publicity to the activities of the United Nations and its specialized agencies on the question of racial discrimination.

In this way the general public can be made aware that the problems of racial discrimination are regarded seriously throughout the world and not just as sensational news events.

274. UNESCO has stressed that the use of the mass media in the fight against racism and racial discrimination should be strengthened. However, it is obvious that no single strategy would be valid for all countries; therefore any proposed action should be adapted to the differences in actual situations. Such methods should be general and sufficiently broad to be applied as common denominators in different ethnic situations and should be adaptable enough to meet the political, economic and social conditions which exist in individual countries.

275. To bring about or enhance the positive impact of the mass media in the fight against racism and racial discrimination, there must be a commitment on the part of Governments, people and the media to use the power of the media in the public interest and in accordance with information policies based on results of concrete, comprehensive and relevant research in the light of the foregoing discussion.

B. Action by the United Nations in the field of information

276. Efforts continue to be made by the Department of Public Information to adhere to its mandate to generate publicity and information with a view to mobilizing public support for the goals and objectives of the Decade. Because apartheid is the most visible and extreme form of racial discrimination which exists today, the Department, the Special Committee against Apartheid and other organs of the United Nations have rightly made tremendous efforts to keep the evils of the situation before the general public. Obviously such pressure will continue to be applied to bring about the eradication of apartheid. As the report of the World Conference to Combat Racism and Racial Discrimination has emphasized, however, racial discrimination knows no geographical boundaries and no country can validly claim that cases of racial discrimination never occur within its territory. Therefore, the Department of Public Information should continue and strengthen its activities to combat racism in all its forms and to fight against racial discrimination wherever it exists.

277. The section of the proposed medium-term plan for 1980-1983 on public information 56/ proposes an extension of the Department's activities in the form of coverage, in-depth information materials and dissemination of material in order to secure greater attention for the aims of the United Nations, which would include eliminating racial discrimination, in the mass media throughout the world. To this end the following suggestions are made:

(a) Effective dissemination of information could be achieved by a more informal style in the reports and communications produced by the Organization. Esoteric language prevents a people-to-people approach, which should be a major

56/ See Official Records of the General Assembly, Thirty-third Session, Supplement No. 6 (A/33/6/Rev.1), vol. I, chap. 12, paras. 12.11 and 12.23.

aim of the messages conveyed through all publicity materials produced by the Organization. The "popularization" of communications, involving either written or audio-visual material could be a means of bringing the United Nations closer to the people;

(b) Concentrated efforts should be made to cultivate a closer rapport with the universal press, which could result in articles of major importance being produced by the press which may have greater impact on the general public than the formal reports of the United Nations. The present Editors Round-table is one forum in which such rapport could be achieved;

(c) Similarly, efforts could also be made to produce radio and television programmes which depict the evils of racial discrimination in a more vivid way, by illustrating, for example, the plight of individual victims of racial discrimination. Programmes of this type are likely to have great impact, particularly in countries where literacy is not widespread;

(d) The section of the medium-term plan on public information also rightly stresses that the media are not the only channels of communication with public opinion, nor are they always willing to participate in fundamentally changing public attitudes. It is necessary, therefore, to try to influence other important opinion moulders: educators, labour leaders, religious leaders, members of parliament, to mention a few. These avenues should be explored in greater depth, and more emphasis should be placed on providing adequate and regular information for these opinion moulders;

(e) The Division for Economic and Social Information forms part of the Department of Public Information. Although the mandate for the Division does not specifically include activities on the elimination of racism and racial discrimination, it would obviously be a further important source of action if the Division utilized the facilities at its disposal, particularly its publications, to include whenever possible United Nations activities against racism, such as mention of the Decade and the Programme for Action to Combat Racism and Racial Discrimination;

(f) In the guided tours arranged at Headquarters and at Geneva, the Decade and the Programme of Action should continue to be explained to visitors. In the same way, speeches and briefings given by officials of the United Nations should include the Decade and the Programme where appropriate;

(g) The educational materials produced by the Department should also include emphasis on the Decade; for example, one issue of the student leaflet could be dedicated to the elimination of racism and racial discrimination similar to the one produced on disarmament. The newsletter could keep the problems of eliminating racism and racial discrimination constantly under the eyes of educators; the student interne and fellowship programmes should continue to lay emphasis on the Decade and the Programme of Action;

(h) An initial project of major impact would be the production by the United Nations of a booklet for general distribution on racism and racial discrimination,

which could include not only the background to the Decade and the Programme of Action but also the measures which it is felt are necessary to accomplish the eradication of racism and racial discrimination from our world.

278. This stress on public support is fundamental. The growing size and gravity of global problems indicate the increasing need for action on the international level to find solutions to such problems. Action on this scale would need popular support to bring about a process of change. The public information activities of the United Nations will also play a crucial role in such a process, and this is acknowledged in resolutions of the General Assembly and in major world conferences. A comprehensive information policy to deal with major problems, including that of racial discrimination, will need to be shaped in the near future. Efforts to this end are already in progress within the Organization and it is hoped will be speedily brought to fruition.

C. Action taken by the Committee on the Elimination of Racial Discrimination

279. As indicated in section IV of the present report, the Committee on the Elimination of Racial Discrimination is devoting special attention to the implementation of article 7 of the International Convention on the Elimination of All Forms of Racial Discrimination. There is no doubt that with the active co-operation of UNESCO the efforts undertaken by the Committee will greatly contribute to the adoption of effective measures designed to promote understanding, tolerance and friendship among nations. The decision of the Committee to prepare general guidelines that might assist States in the implementation of article 7 is an important step in that direction.

D. Action by UNESCO and action at the national level to combat racism and racial discrimination through education

280. The UNESCO-sponsored Associated Schools Project in education for international understanding and co-operation is a valuable project that can contribute much to improve race relations. It should be continued through all the means available.

281. Both children and teachers need to be made aware of the danger with which the continuation of racial discrimination threatens the whole world. The need to understand the lives, traditions and cultures of other countries, and the benefits to be derived from such study, should continue to be underlined by UNESCO efforts in this field.

282. The various meetings organized or sponsored by UNESCO also make a valuable contribution to the understanding of the problems of racism and racial discrimination. It is hoped that such meetings will continue to take place and add to the general source of knowledge of these problems and their eventual elimination.

283. The activities of the UNESCO national commissions reveal how such activities can lead to greater enlightenment and enrichment in the field of human relationships. The progress made by the national commissions is encouraging, and efforts should be made to support their activities at all levels.

284. The sterling efforts made by UNESCO in surveillance of educational systems, and in particular school curricula, deserve the highest commendation. It is only through the total educational framework that understanding of oneself and others can occur. In this process, recognition of the richness of the variety of peoples of the world can lead to recognition of the futility and the evils of racial discrimination.

E. Action by non-governmental organizations

285. The individual and collective activities of non-governmental organizations show positive support for the objectives of the Decade for Action to Combat Racism and Racial Discrimination.

286. Particular reference is made in this connexion to the Geneva-based Sub-Committee on Racism, Racial Discrimination, Apartheid and Decolonization, which intends to enlarge its programme during the second half of the Decade. The conferences organized by the Sub-Committee during that period should be given maximum publicity.

287. It would perhaps be of value to circulate on a world-wide basis a second questionnaire on education similar to the one circulated prior to the conference organized in 1974 in order to see what further action has taken place during the last five years and to discover the future plans of educational establishments. Indeed, the regular use of such questionnaires could be an effective means of discovering the extent to which educational establishments throughout the world are responding to the concern of the United Nations regarding racism and racial discrimination.

288. National organizations should be encouraged to distribute such questionnaires within their respective countries because of the ease with which they could instigate follow-up action. The questionnaire need not, of course, be limited to the educational and informational aspects of the problems of racism.

289. Educational programmes form a large part of the concern of both the Sub-Committee and the individual non-governmental organizations. It could be argued that changes in school curricula regarding human rights and racial discrimination should begin at the earliest level with the aim of preventing rather than eradicating racial prejudices and discrimination.

290. It is obvious that, through the various activities sponsored by them, non-governmental organizations can be most effective in helping to create greater practical understanding among young people of the importance of actively combating all forms of discrimination, in their own countries as well as in the

international community. One of the greatest opportunities available to non-governmental organizations is to take the initiative with ideas and projects which Governments are either not ready or are unable to adopt. They have the opportunity to create and sustain awareness among their members of the evils of racism and racial discrimination. Such awareness can be transmitted from a national to an international organization with all the added benefits of experience in a particular country.

291. The various recommendations made by the fourteenth General Assembly of the Conference of Non-governmental Organizations regarding the preparation and distribution of clear and simple documents explaining the work of the United Nations should be given serious consideration. The production of such material would doubtless prove a very effective weapon in the fight against racism and racial discrimination, not least because it would bring the aims of the United Nations closer to the people.

292. The whole question of the mass media and the fight against racism and racial discrimination is obviously a highly complex one. For the mass media to be effective in this fight demands long-term plans with various forms of action which can be modified and adapted to the racial situation in individual countries. UNESCO has stated that the total elimination of racism and racial discrimination calls for far-reaching changes in the mental structures and values of the dominant group. But such changes cannot be brought about in a vacuum, solely through education and information. UNESCO observed in its report to the world conference on racism that "The problem of racism is above all a problem of the political, economic and social domination of one racial or ethnic group by another. Action must therefore be taken at the level of the structures and the social situations that generate racial attitudes and prejudices ... information and education must be used as a means of increasing the control of dominated racial groups over their environment" (A/CONF.92/29, paras. 201 and 202).
