UNION OF INTERNATIONAL ASSOCIATIONS
1910-1970
Past, Present, Future

Documents

for the study of international non-governmental
Union of international associations—Brussels 1970
60th ANNIVERSARY
OF THE FOUNDING
IN BELGIUM OF THE U.A.I.
(Union of International Associations)

Extracted from the International Review "Syntheses", No 288, June 1970, Brussels - Paris
On behalf of the Belgian Government, I have great pleasure in paying my tribute to the Union of International Associations to mark the 60th anniversary of this body.

Belgium is deeply honoured to have witnessed the creation on her soil, during the First World Congress of International Associations held in 1910, of an organization which is universal in scope, and whose activities laid the foundations for the organization of world society.

In those days, this first step towards international co-operation was taken on the initiative of a handful of far-seeing men of great faith whose pioneer work gradually drew the world's nations along the road they mapped out.

The new diplomacy at the level of international organizations has set the seal of success on the work of those pioneers without, however, placing a brake on the individual drive of non-governmental organizations, whose vast range of multifarious activities is spread out for inspection in these pages.

But our world, which is becoming ever more complex as its solidarity grows, would be in great danger of falling into utter confusion were it to be deprived of the essential means of orientation, liaison and contact.

And it is precisely to that imperative need for cohesion and connection that the Union of International Associations has responded, for its specific mission is threefold: the overall, universal perception of human relationships; the study and stimulation of the international approach, now to be extended to embrace the transnational approach; the amassing of knowledge and the diffusion of the information of which government departments and private enterprise have a daily growing need.

The United Nations Organization has endorsed the unique competence of the Union of International Associations by officially entrusting them with the task of becoming a centre of documentation and information covering the entire range of international affairs. The Yearbook of International Organizations has thus, of all the many publications issued by the Union, become a sort of bible — a work of reference which is authoritative all over the world.

But competence and authority carry their own obligations, and these are readily acknowledged by the Union of International Associations who have just announced the expansion of their activities thanks to new computerised techniques.

In the light of these dazzling prospects for the future, I am very happy to take this opportunity of voicing Belgium's hope that the Union of International Associations will continue to be her guest for many years to come, as well as the Government's desire to help it to the greatest possible extent in the pursuit of its work and the achievement of its aims.

Pierre HARMEL,
Belgian Minister for Foreign Affairs.
The Union of International Associations has decided to give its information, study and liaison activities the extension and dissemination made possible by modern technological methods and called for by the growing importance of international relations.

On the threshold of this new epoch, I extend to your association my best wishes for the realization of the important task which you have undertaken.

The commemoration of the founding of the Union of International Associations at the Brussels World Congress of 1910 evokes the pioneer days of international co-operation when private impetus bravely pointed the way to a world organization of nations.

Since then the San Francisco Charter has provided for the association of non-governmental organizations with the work of states by authorizing the Economic and Social Council to consult them on questions falling within its jurisdiction.

The Union's excellent "Yearbook" has become the reference book for all official or private persons who participate in international activities.

Year by year, the network of international contacts is growing, thanks to the constant improvement of communication and transportation and to the ever-growing access to them throughout all strata of society. International associations are being organized around all human activities, whether professional, scientific, social or cultural. This expansion of human interests on to a universal scale is one of the finest achievements of our era. Knowledge leads to understanding and tolerance. The task performed by international associations in support of the objectives of the United Nations Charter cannot be underestimated and I take this opportunity to pay warm tribute to them.
It is my most sincere hope that this collaboration will become even closer and in the name of Unesco, as well as in my own name, I send the Union of International Associations my warmest wishes for the continuation of its activity in the service of peace and of international intellectual co-operation.

Tributes are now being paid to the Union of International Associations as it celebrates the Sixtieth Anniversary of its foundation, and Unesco is happy to subscribe to them.

The Union has in fact played the part of a pioneer in questions of international co-operation and very quickly understood that such matters, more than any other, require the making of efforts towards synthesis and co-ordination. Through its information service, through its research and publications, the Union has supplied an exceedingly useful link between numerous international organizations, both governmental and non-governmental, providing them with valuable tools for their work: such indeed are their Yearbook of International Organizations and the Annual International Congress Calendar.

Moreover, Unesco has several special reasons for gratitude towards the Union. I would like to mention the fruitful collaboration which has arisen between both institutions, in the matter of scientific terminology, the circulation of scientific documentation, and the research which has been carried out on the subject of peace.
Viscount Paul VAN ZEELAND,
Minister of State
Past President of the U.A.I.

Joseph E. JOHNSON,
President
Carnegie Endowment for International Peace.

To all the documents dealing with the 60th anniversary of the Union of International Associations, I should like to add a double tribute.

Having followed the activities of the UAI fairly closely since 1949 as Chairman of its Executive Council for a certain period of time, then as a member, and also as President of the Federation of International Associations established in Belgium, I have been able to appreciate the very real concern of the directors and secretariat of the UAI to do efficient and constructive work totally dedicated to the development of international co-operation, with particular emphasis on non-governmental international relations.

Furthermore, the many years I have spent participating in international political activities and in the work of a vast number of intergovernmental and non-governmental bodies, have only reinforced my convictions as to the importance of the part played by both public and private sectors, the insufficiency of their mutual relationships, and the need to make full use of all existing organizations.

Consequently, may I express the sincerest good wishes for the continuation and development of the work being done by the Union of International Associations.

I take pleasure in congratulating the Union of International Associations on its 60th anniversary. The Carnegie Endowment is glad to claim the earliest possible ties with the Union, as well as a close and continuing relationship. Both our organizations had, in a sense, their origins in The Hague Peace Conferences, and they were founded in the same year. Even before 1910, when the Union was established in its present form, Andrew Carnegie took a direct interest in the creation of the Central Office of International Associations, as it then was, and the first Yearbook of the Endowment gives a glowing account of the Office's plans, as well as showing that the Office was among the first recipients of Endowment support.

Since these early days, the Union has continued to grow and prosper, especially under the able leadership of its present Secretary-General, M. Georges Speeckaert. To single out only one of its valuable publications, the Yearbook of International Organizations has become an indispensable work of reference for anyone interested in international affairs. Most recently, the UAI has shown that it is prepared to meet problems of the future by undertaking an extensive program of computerization.

The Carnegie Endowment shares the Union's aims of fostering international understanding and co-operation. We congratulate it on past achievements and wish it well for the years ahead.
THE PLACE OF THE UNION OF INTERNATIONAL ASSOCIATIONS IN THE STUDY OF INTERNATIONAL RELATIONS

by Professor F.A. CASADIO,

Director of the Societá Italiana per V Organizzazione Internazionale, President of the UAL

In the course of the past ten years, research into the field of international relations has shown a deep-rooted transformation both in its intensity, and in its direction and methods of work. This transformation is still in progress, so that only a summary interpretation can be put forward at this time.

In our opinion, the transformation in research in the field of international relations originates at the level of training for international careers and, as a general rule, in the teaching of international relations. We feel that this mutation does not derive from, or does not depend to a great extent on, any internal evolution in the field of such research. It was about ten years ago that it became clearly necessary to completely reform the system used in training for careers in Diplomacy, to concentrate on training for public office, to adapt those civil servants who had been trained for State administration to a type of work which was ever-increasing in diversity or in international scope.

At the same time, three other factors, all tending in the same direction, have increased in importance: decisions taken by private institutions, especially those dealing with economic questions, and which necessarily fall into the international sector, have increased in number; public information on media are witnesses of an increase in the amount of news coming from other countries and which may be of interest to the general public, or again, an increase in the amount of home news which needs to be interpreted in an international context; and the number of centres of international relations of the States (especially) and international organizations is increasing at the same time.

Whether one is considering groups which deal professionally with international relations, such as the Diplomatic Corps, or whether one is dealing with those which are more indirectly concerned, their ability to fulfil their appointed functions is highly questionable.

With a few rare exceptions, universities have not reacted with the desired flexibility to the massive demand for coverage of the field of international relations. There is taking place, however, one interesting phenomenon of adaptation of existing structures, to which there are three different aspects: in universities it is being recognized that teaching must always form a proportional part of, or be supplemented by, research; research institutes in the field of international relations are encouraged to undertake training work, even if only highly specialized or in certain sectors; and, above all, research in international relations is being encouraged to explore new paths. The crisis being lived by the universities of almost every country in the world creates a positive atmosphere of stimulation, despite the difficulties it raises on a practical level.

To put the question in a very general manner, it may be said that training for international relations only becomes possible in institutions which at the same time do research work themselves. But even this research in international relations is in its turn obliged to undergo complete revision. Institutions of international relations have not always entirely understood the transformation which was being undergone by the subject-matter with which they were dealing. Occasionally they were dealing with fields which were too circumscribed to show the change in quality which had in fact occurred. In other cases, it was even possible to believe that this was only a natural development resulting from the preceding research and implicit in it. And this may in fact be partly true.

In any case, research into the field of international relations has had to face up to three major problems of adaptation. The first and fundamental problem has not yet been completely solved. It is necessary to replace a system of thought which regards as international everything which is exterior to the State by a system which considers as international everything which is internal to the international community.

Here, more than in the other aspects, lies the great effort at conceptual revision of the philosophy of international relations. Human Rights are one aspect of the internal life of the international community, and no longer a zone of interest removed from the State. International non-governmental organizations, transnational social movements and other forms of international cooperation exist, from a conceptual point of view, independently of the States and of the place which the States assign to them, for they are phenomena of the internal life of the international community, which are quite as "legitimate" as the States themselves. The accession to independence of territories which were previously dependencies, when considered from the point of view of fact and value, is an example of a way of internal existence in the international community.

Two other obstacles in the field of research in international relations have also had to be overcome. These deal essentially with questions of method. Several new subjects, or even subjects which already existed in the curriculum but which have fairly recently acquired a new importance, can no longer be studied within the framework of one single discipline, but should be studied by interdisciplinary means and methods. In some cases, such methods appear to be completely innovations and many universities have met with great difficulties in the practical organization of such research on any level other than doctrinal. Moreover, many subjects can only be studied when sufficient data has been collected, and in the case of a large number of topics this data increases so rapidly as to be quite unwieldy.

Still speaking in a very general manner, it may be said that if training has passed into the hands of those who can at the same time deal with teaching and research, the latter has now passed into the hands of those who are able to furnish the necessary data, but it is vital that such data be of a sufficient quantity and quality.

The switch to action in the realm of studies on international relations is due, as far as concerns field of documentation or the time spent on it, to the necessity for finding an answer to four major problems. Two of these problems go right to the roots of the topics in question.
The science of international relations can never exist without its catalogue of "subjects" for international relations. It seems now to be clear that, in order to establish a basic network within which to place any international problem, a frame of at least 100,000 subjects must be taken into account. Obviously, in practice no research will ever be concerned with all these subjects simultaneously. But it is equally obvious that, in underestimating the number of international phenomena, or in omitting to include soon enough in the reality of international fact the existence of 3,000 international non-governmental organizations, or that of 10,000 secondary bodies or subsidiaries of international organizations, a serious error was committed. The other fundamental problem concerns the "themes" of international co-operation and their number. In this case we have seen not only an increase which has altered the quality of the phenomenon, but we have had to face the problem of the dispersal of topics, most of which are dealt with under a multitude of headings, at varying levels and from different angles.

The two other problems in the field of documentation deal with methods of utilization. It is vital to establish contact between such a large mass of data and the large number of potential users of such data. This problem must be considered by realizing that some of this vast quantity of information will be of the greatest possible interest to some of the very large number of potential users. This is one of the greatest problems for the large international organizations. Finally, the last problem of documentation is that of its systematization.

Documentation on international life, that is, its exhaustive and speedy production, has passed into the hands of the kind of those who know how to "systematize" it. This means two things: namely, the classification of matter in such a way that, for every case, necessary and sufficient data can be picked out to give substance to each topic in question; and the filing of such classified information under a system of categories which are connected in a logical manner with one another. This sort of work is not always carried out consciously, but it is certain that it is a necessary preliminary to any practical use of the immense quantity of data which is typical of present-day international relations.

Other methods than those employed above might have been used to show up the main problems which institutes of international relations have had to overcome and which are to a great extent responsible for the change in their functions. The system used here has, however, the advantage of describing situations which have actually been experienced by our institutes and our centres for international relations, since it recalls conditions which the development of this research, documentation and systematization have forced upon us. Obviously, none of these institutes has been able to solve all of them completely in the order which has been rapidly described above. Such an order is in any case only a logical one and not a succession of events as they took place in time. It is also true that on the other hand no institute of international relations has been able to resist, even partially, a change of this kind in its functions and thus in its methods.

The UAI has played a twofold part in the study of international relations. First of all, it has always systematically collected and regularly published all basic information about the international community. This work has fortunately been unaffected by any varying degrees of importance which fashions in doctrine or changes in scientific policy may have attached to different levels or sectors of international life. If the UAI has largely concerned itself with international non-governmental organizations and in general with the sociological aspect of international life — which is now being rediscovered at a doctrinal level — this is due to the fact that other research centres have not felt able to accord as much importance or effort to this sector and level of the international community.

In the second place, as a result of dealing with the basic documentation, the UAI has almost been obliged to draw up definitions or descriptions, make classifications and draw attention to various tendencies.

Both these contributions are based on a systematic use of a logical inductive method, supplied by a survey of data and producing an extrapolation of categories and tendencies.

THE CO-OPERATION OF INDIVIDUALS IN THE ACTION OF STATES

by Etienne de la VALLEE POUSSIN,
Past President of the Union of International Associations.

If we compare our Europe with that of Napoleon III, one is surprised to note that the constitutional frameworks have changed far less than their contents, the politico-social structures. The "Liberal Empire" is not so very different from the Gaullist government. No spectacular revolution has overturned the traditions of the House of Commons. The Belgian or Dutch constitutions have undergone no widespread amendments, except for the introduction of universal franchise.

But beneath this immovable lid, the nations are no longer recognisable. The industrialist, worker or peasant of the Second Empire would find no contemporary beings that resembled him, either in mentality, behaviour, or again in their way of life and ambitions. And the politician would be the most surprised of them all.

He would, of course, note that absenteeism is the rule in the national assemblies just as it used to be; that essentially the political game is played in the wings by a small number of initiates; that speeches do not change voting habits; that eloquence and power in the assemblies. In former times, Parliament was truly the centre of political thinking. A historian of the English Parliament has recalled that during the Fifties, "The Times" gave an almost verbatim report
of the Commons debates, covering almost one-third of the newspaper, and that as everything had been said and decided in Parliament, political articles in the press were merely by way of an extra, their interest depending almost exclusively on the personal worth of the man who wrote them. Today, the assemblies retain the legal power, but in all the industrialized States the real power has largely passed into the hands of the economic and social organizations.

A session at the United Nations

The farming vote is binding on members from farming constituencies. To a great extent the trade-unions, the leagues of army veterans or political prisoners, certain industrial interests and a thousand and one occasional trends and movements have come to dominate Parliament. These organizations confer directly with Ministers; they know how to condition public opinion; sometimes they even install some loyal friends in the top ranks of government offices. Consequently, let us say without trying to exaggerate that Parliament has lost its monopoly of representing the citizens to the government.

On the other hand, the State — faced with an increasingly complex society — can no longer uphold the common weal save by constantly extending the sphere of its activity. Its former tools — the law, ministerial decisions, and the police — are no longer adequate when it comes to arranging credit, or dealing with public health and capital-labour relationships. Therefore it is obliged to delegate part of its authority to intermediary bodies. In our country, many of these are known as “parastatal” or State-controlled organizations, but there are hundreds of other forms in which this delegation of authority is done, and which is likely to become more widespread in Belgium under the influence of community legislation.

Taken to extremes in Belgium, rather more moderate in other countries, nevertheless the same trend is apparent everywhere. And the MP of 1870, after striving at length to grasp such a mutable reality, would probably sum up his impressions by saying: In my time, the political authorities assigned themselves tasks that were far fewer in number but perfectly clear-cut, and in that framework their sovereignty was wielded whole and entire. It left everything else to the free choice of its citizens, on condition that the latter acted on their own individual responsibility and, except in the form of politicial parties, that they never enter into coalitions or associations, because if they did, they would be trying to assume the role of the public authorities. Today, the frontier between public and private affairs can hardly be distinguished any more. On the government side, and on the citizen’s side as well, there is a profusion of bodies and institutions which are no longer purely public nor purely private. A vast amount of social effervescence smothers the distinctions of former days, which used to be very precise, very abstract, but which have now become increasingly foreign to the human relationships of our time.

In one form or another, all our contemporaries have accepted this as a phenomenon specific to their country. But they are less in need to notice the international aspects of this development.

And yet, while the Nation State is no longer confronted with autonomous individuals but does all its negotiating with autonomous organizations that are often very rich, powerful and disciplined, international affairs are also losing their individuality. Though the supranational State has not yet come into existence, the international societies are very much alive and kicking. The UAI takes a census of them each twelvemonth for its yearbook. Their number and importance are constantly growing, and the rate since the war has been impressive. They are not solely the INGOs (International Non-governmental Organizations) but also include those which a neologism has termed “transnational companies”, meaning the joint-stock companies with branches in numerous countries.

The existence and multiplication of these transnational companies is certainly a good thing, because economic development is hindered by frontiers and regulations, and consequently benefits to a growing extent from the international dynamic character of big business. On the other hand, the State’s authority may, in the long run, be undermined by the irresponsible acts of vast industrial consortia which are no longer really controlled from anywhere. Their shareholders are widely dispersed, ignorant and passive. No State can take effective action against powers that reach far beyond its frontiers, and of which in most cases the State stands in far more need than the company needs the State. This phenomenon takes on a disastrous character in the developing
countries which are not only greedy for capital investment but incapable of disciplining the transnational companies which establish themselves on their soil.

If the UN were to play its part to the full, it would be its duty to act as policeman over the host of international companies which reign over the world of today. The latter derive the maximum advantage from progress and technical advancement, the rapidity and ease of communications, the speed with which civilisation is becoming uniform. Their power is one of humanity’s best trump cards in the fight against poverty and for the advent of a better world. Many INGO’s have purely philanthropic and humanitarian aims. Some of them are among the best adjuncts to worldwide mutual aid. Even the joint-stock companies, founded for a purely profit-making purpose, should in principle be beneficial since the only way to raise the living standards of the backward nations is to use their natural resources, increase their tools and skills, and improve their output. Who would not hail as a great step forward in History the spread all over our planet of those enormous, dynamic sources of energy which are weaving at ever increasing speed the web of a universal society, the first that man has ever known?

But is this society of companies which is growing up in the shadow of States and public institutions invading our planetary space under the banner of law and order, or that of anarchy?

The INGO’s are obviously a great factor in maintaining order. Indeed, they permit citizens of different States to meet together, compare notes, and define their common interest within their specific branches of activity. These relationships, which are becoming ever closer across the world’s frontiers, help to attenuate national egotism and rivalries, shed light on essential problems, hold in check the tyranny of States when the latter allow themselves to be confined in narrow ideologies. For paving the way towards a world policy in all those fields where it will soon be necessary to chart one, these companies and organizations have incomparable virtues. They condition public opinion to understand the need to make certain efforts and certain sacrifices, they study technical solutions, they promote agreement and understanding between nations far more than inter-State negotiations could ever do. One of the most striking examples of what the INGO’s can do is the current drive to protect nature. Under the aegis of UNESCO, the Council of Europe and other public bodies, meetings are taking place with increasing frequency at which all the national and international organizations sit down at the same table with the experts, become aware of the urgency of the problems, work out what measures should be taken, and admonish their governments. Failing some worldwide political authority to which recourse might be had, it is still necessary today to rely on the goodwill of the existing States. Individually, the latter cannot act effectively to combat all the evils which know no frontiers. The pollution of our water, and particularly our air, are physical phenomena which have spread all over our planet. Consequently, it is urgently necessary to mobilize international public opinion in order to urge the States to reach some understanding and arrive at a concerted decision as to what regulations and protective measures should be enforced everywhere simultaneously.

In the field of public health, the fight against crime and drugs, the protection of youth, the improvement of working conditions, the development of culture, the perfecting of informational media — how many things are possible only through international action! And when one measures the impotence of the individual governments, their aversion from examining questions which are in fact common to all, the incompatibility of their administrative methods which paralyze all attempts at concerted action, the incredible lack of flexibility in their mental structures which even prevent them from understanding each other — then one is better able to appreciate the flexibility of the INGO’s which group the citizens of those hidebound, stiff-necked States and international companies in assemblies of outward-looking men between whom contact becomes easy on account of the affinities created by similar professional habits or tastes. In disarming outmoded forms of nationalism, so many of which are artificial, there is nothing better than the atmosphere of meetings organized by the international associations. The friendly warmth of congresses is a wonderful stimulant in getting nations to co-operate in disinterested ventures which affect the fate of humanity at large, whereas the coldness of the governments is a terrible obstacle.

The Communist countries are still almost inaccessible to these new forms of human relationships. But throughout the rest of the world, the developing countries are aspiring towards them ever more earnestly.

Distance has been abolished on our tiny planet. Different civilizations, which were formerly preserved by their isolation, now find themselves rubbing shoulders with those around them, with no room to move. The great industrial giants can no longer provide for expansion without seeking out their raw materials in the countries where they are to be found, and they can only balance their production by distributing it to the four corners of the earth. The foul residue of their smoke and their detergents contaminates the skies of every countries and befouls the seven seas. In brief, these Titans cannot stir and grow without upsetting the whole world. But though they may be a nuisance, the fact remains that they are also the creators of immense wealth and the initiators of astonishing discoveries develop even more.

Thus, the human caravan is today travelling through a forest of contradictions. The governments and their diplomatists are wearing themselves out trying to restrict and lessen the conflicts breaking out on all sides. How can the humble inhabitant of a distant farming region, or for that matter even the average voter in our civilized countries, find his way through the maze? The essential information is not available to him. His contacts with the real leaders is extremely tenuous or non-existent. Humanity is going through an extraordinary crisis of growth, and we cannot see our way for the fog.

To that lost and isolated man, the private organizations, both national and international, offer a haven of security and a means of disentangling the enigmas of the time. They are perhaps the best social tool for resolving the most difficult problem confronting our democracies: that of information. That is why they are so necessary, and why the individualism of last century has almost entirely yielded to the “society of companies” which characterizes our day and age.
It is important to ensure that the developing countries are closely associated with this process of evolution. They, more than any others, need to make themselves heard. More than any others, they are entitled to be informed. Within the INGO's, relationships are easier and more intimate than in inter-State conferences. The subjects are more definite, the facts speak louder for themselves, and friendships grow up more naturally.

Where many INGO's are concerned, there is no better or more useful task than to increase the number of their members in the developing countries so as to be better able to understand their worries and difficulties, to compare their desires and needs with those of the industrialized countries and thus, within the organization itself, to work for the conciliation of interests and the coordination of efforts. Very soon the governments will no longer be able to do without such help, because the very nature of diplomatic negotiations has the effect of underlining obstacles and difficulties — which it is, of course, necessary to know in order to be able to overcome them — whereas contacts within international organizations that are not politically committed tend more easily to highlight points of agreement and fundamental needs.

But the factor of order, of union among nations, social progress, non-governmental and transnational organizations, bodies serving particular interests but which have no general political responsibility — may not these become a kind of ferment of anarchy in this world of ours? In the absence of a State, has a society ever been known to organize itself spontaneously along the path towards the common weal?

Can it not be asserted, even at this early stage, that the proliferation of non-governmental organizations and transnational bodies postulate the existence of a valid interlocutor, endowed with full legal status?

The United Nations, UNESCO, FAO, the Council of Europe, etc. all accept the principle of co-operation with the INGO's, since they acknowledge their advisory status. But is that enough?

As for the transnational bodies, they have no international interlocutor anywhere.

It may therefore be confidently stated that the legally-established international bodies are today largely outstripped by the growth, in number and importance, of private initiatives. And if this imbalance were to last too long, it would not fail to be productive of abuses and to create dangerous tensions which neither the United Nations nor the Nation States could easily deal with.

Faced with this situation, the task of investigation and promotion which the UAI has assigned itself becomes ever more important. It must learn and analyse more thoroughly than ever before the phenomenon which is a completely novel one in our history: this growing proliferation of private international organizations. They develop on the fringe of the law, and are becoming an increasingly weighty factor in the development of peoples. The phenomenon is such a vast one that it is difficult to grasp, and one day it will be necessary to double or triple the means available to the UAI if the latter is designated to become the worldwide body dedicated to that new science: which, in the final analysis, is its true and rightful vocation.

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A GLANCE AT SIXTY YEARS OF ACTIVITY (1910-1970) OF THE UNION OF INTERNATIONAL ASSOCIATIONS

by Georges Patrick SPEECKAERT, Secretary General of the UAI.

INTRODUCTION

"La Vie Internationale et l’effort pour son organisation." (International Affairs and the drive to organize them).

That title, given to the leading article of the first issue — which came out in April 1912 — of the magazine of the Union of International Associations, is a perfect summary of the scope of action and the task assigned to the Union by the two authors of the article, Henri La Fontaine and Paul Otlet. These two, with another Belgian — Cyrille Van Overbergh, were the first General Secretaries of the Union whose 60th anniversary is being celebrated this year.

It has been said, and cannot be sufficiently emphasized, that they were the main founders and, for over thirty years, the kingpins of the Union of International Associations which I shall henceforth designate by its initials UAI.

Having discovered, read and re-read their thoughts, realized their hopes and dreams, noted their methodical outlook and their tenacity, discovered their prophetic concepts and disinterested idealism on so many occasions and in so many of their writings over the last few decades, I should like to present this historical survey as a tribute to their memories.

To my mind, this tribute would be weakened were I to disregard certain setbacks, and indeed certain errors made in the course of an otherwise remarkable work.

The backbone of any institution is constituted by human beings, as Jacques Rueff wrote one day, and consequently it is invaluable that another article of the present issue devoted to the UAI should help us, by tracing the portraits of Henri La Fontaine and Paul Otlet, to arrive at a better understanding of the spirit and quality of the men who built up the UAI.

While it is my hope to devote an entire book to this subject one day and thus pay a tribute to the whole army of great pioneers of international co-operation whose names, in so many cases, are bound up with the history of the UAI, today I must restrict myself to the limited number of pages allocated to me and therefore abandon my idea of recalling their personal contribution in order to recall merely the targets, milestones, setbacks and achievements of an institution which is unique of its kind in 1970, and was even more so at the time of its founding in 1910.
I shall avoid overweighting this brief survey by footnotes and other references, and invite all readers interested in a detailed study of the points referred to in this statement, to consult the Select Bibliography on International Organization — 1855-1964 (150 pages) which we published in 1965.

Those passages in quotation marks which are cited without any reference as to source, are taken from UAI publications prior to 1940.

Before examining what the Union of International Associations was, what it attempted and what it achieved, a certain amount of data must be borne in mind.

The first few international organizations came into being gradually after the Congress of Vienna: only six were created between 1815 and 1849, and twenty-nine between 1850 and 1869. The number of international congresses held during the same periods was fourteen and one hundred and twenty-two respectively.

Then the movement began to speed up. Yet, in 1900, there were still only 208 international organizations, 186 of which were established in Europe, 17 in North America, 2 in South America, 2 in Asia, and 1 in Africa. Twelve per cent of them were intergovernmental bodies.

The following fact seems to me to be a revealing one. On 6th May 1910, in honour of the people participating in the 1st World Congress of International Associations which was to lead to the foundation of the Union of International Associations, a reception was held at the Sociological Institute in Brussels.

And as they assigned to the UAI the task of assessing and describing the degree of internationalism prevailing throughout the world, they gave it the aim of pointing up a concept of internationalism and a programme for its implementation.

To the founders of the UAI, "internationalism is a science insofar as it observes and theorises international affairs; it is a social doctrine insofar as it attempts to point up the aims which should be assigned to the human society, to search for the means of achieving those aims and to express them in rules; it is an art and a social policy insofar as it attempts to apply those rules and to convert its precepts into practice."

And as they assigned to the UAI the task of assessing and describing the degree of internationalism prevailing throughout the world, they gave it the aim of pointing up a concept of internationalism and a programme for its implementation.

A fairly detailed document published in August 1921 clarifies the concept, notably by indicating that "internationalism is opposed to other doctrines" such as — and we quote from the actual text — "the militarist philosophy which is convinced of the necessity and the beneficial character of opposition between States, a theory which leads to war; the "statist theory" which raises the State to the rank of supreme expression of the social ideal and the maintenance and development of its strength to the status of supreme purpose, as also the extension of its territory and authority; the "nationalist theory" which rests on narrow patriotism and leaves no room for reasoning, which admires one particular nation to the exclusion of all others and is convinced of the providential nature of one particular State's mission in the world". Yet we should add at once that this brand of internationalism was designed to be quite different from unitary "cosmopolitanism" which regarded the whole of mankind as a single social community irrespective of national groupings.

I. ITS AIMS

Sociology

In 1907 Cyrille Van Overbergh, Director General of Higher Education, Science and Literature of the Belgian Ministry of Science and Art, and Director of the "International Sociological Movement", wrote in the preface to a survey on "International Association", published by the Belgian Sociological Society:

"Among the various social structures, there is one which is capturing the attention of the civilized world to a growing extent; it is developing and growing under our very eyes, with a speed and fertility that prove its response to a growing need: this is the international association in the present-day sense of the term, one of the most characteristic expressions of solidarity among nations and, one might say, the compound essence of the concept of internationalism in its highest and most fruitful expression."

Here we should pause a moment at the word internationalism, which is now obsolete, but which was widely used in the first documents published by the UAI.

A recent and fascinating neologism, to the intellectual elite of the early twentieth century it recalled a notion of a newly born civilization, a new organization of society. It was also used to designate "the study of international affairs and their organic coordination".

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On the first page of the 1908-1909 edition of the "Annuaire de la Vie Internationale", in an article entitled ["Internationalism as a Science", Alfred Fried wrote: "Internationalism as a science is of very recent origin. It is based on the concept of international co-operation considered from the standpoint of its causes and its essence... Internationalism, as it appears today, is far from seeking the mechanical blending of individual nations or the abolition of peoples and homelands. Quite the contrary: it is based on nations and homelands and derives from these formations the strength and basis for its existence. By uniting the isolated nations in a common task aimed at attaining a superior culture, and to ensure a more effective representation of the individual interests of all homelands, internationalism first wishes to help in the progressive development of those homelands, the advancement of the vital value and grandeur of each nation; it does not seek to abolish the homelands, but rather, through the accumulated effect of work in common, through the regular exchange of their output, to ensure that they enjoy greater wellbeing and security. In actual fact, internationalism is a higher, nobler form of patriotism."

In this passage, which was intended to refute such accusations as "enemies of the nations", "traitors to their country" which were then being hurled against the internationalists, the concept of co-operation in development will not fail to strike the reader.

Similarly, in the report of the 2nd World Congress of International Associations, held in Ghent and Brussels in 1913, we read that: "The Congress has also dissipated the last lingering doubt that may still have existed in some minds regarding the possibility of combining the legitimate interests of nationalism with those of internationalism. Far from aiming at a colourless, levelling brand of cosmopolitanism, internationalism — of which the Congress is the organic expression — rests on the existence of the national communities themselves. It respects them and would like to see them develop, just as within a single nation it is permissible to hope for the development of the various communities of which it consists and the human individuals who are part of those communities "It is through increasingly close contacts between nations, the pooling of their experience and achievements, that internationalism will achieve its greatness and strength. Thus, from all the reconciled, united national civilizations, a universal civilization will gradually develop."

The fundamental concept which led to the institution of the UAI is clarified as follows in the same report of the 1913 Congress:

"The effort must first be directed towards the development of the International Associations as these constitute the social structure which best responds to the organizational needs of the universal society."

It seems interesting to linger awhile over these concepts which may seem rather outmoded today, but which, at the time when the UAI came into existence, were the subject of great controversy. Even in those days it was necessary to restate them since, as Guizot said, "yesterday's history is the least known and this morning's the soonest forgotten". But those quotations are still extraordinarily topical, both as to the thought and the way in which it is expressed in words such as welfare, well-being, security, united civilizations, development.

It was also necessary to quote these excerpts from the numerous texts on the subject published by the UAI in order to make for a better understanding of the fundamental concept which brought the UAI into existence, and which is set out as follows in the report on its 1913 Congress:

"To accomplish these tasks, a central body is necessary. This body is the Union of International Associations with its World Congress, a representational and debating organization, and its executive body the Central Bureau,"

Documentation

Especially during the period preceding the foundation of the UAI, it was considered that one of the important tasks of the international associations was to ensure that documentation on matters coming within their competency should be established and organized on a universal basis.

One might even say that the basis for the increasingly close relations between the international associations, and which led to the creation in 1908 of the Central Bureau of International Associations (which became the UAI Secretariat after 1910) was their concern to arrive at an efficient organization of documentation accruing from the international associations by relying on the services of the International Bibliographical Institute, founded in 1895, and which itself may be claimed to have led to the creation of the UAI. It will be recalled that Henri La Fontaine and Paul Otlet in 1905 were the directors-general of that Institute, and that same year submitted a joint report to the 4th International Conference on Bibliography and Documentation held in Brussels, dealing with "The Present State of Bibliographical Affairs and the International Organization of Documentation".

Very soon the target was widened to embrace the collection and distribution of a wealth of documentation on all the associations, meetings and publications which were international in character. Then the ambition slowly developed of organizing a world documentation centre, to be fed and developed through the co-operation of all organizations which produced or utilized such documents

Furthermore, from 1908 on plans were afoot to add another department to the Central Bureau dealing with information on international bodies and on affairs connected with internationalism.

In 1920 there was talk of creating "a general publication and documentation system that would unite in one vast network all the most important study and research centres so as to co-ordinate scientific information and ensure its widest possible distribution."
Co-ordination and Co-operation

The objectives of a documentary and sociological nature were rounded off by that of promoting co-ordination and co-operation between international associations. Right from the start, the words co-ordination and co-operation caused alarm in many minds.

The Chairman of the 1st World Congress of International Associations, Auguste A. Beernaert, a Minister of State and President of the Interparliamentary Union, strove lucidly to clear up misconceptions by stating in his opening speech, after reviewing many instances of the work done by international bodies:

"We see, therefore, that the question is one of a vast movement of ideas, observations and studies, and the extent to which it is growing in parallel to the ceaseless development of people-to-people relations and the breathtaking advance of science. And after that, is it still necessary for me to make a great effort to demonstrate the utility of co-ordinating all those energies and get them to apply similar methods so that each may benefit from the executive power of the whole? Each association must retain its autonomy and its own character, just as the establishment of interparliamentary relations in no way affects the absolute independence of the States whose nationals are members of that movement. But the charting of an agreement is only one of the ways in which autonomous initiative is exercised. And an agreement of this kind is equally desirable for the unity of effort and for the simplification of means..."

In the article "International affairs and the drive to organize them" written in 1912 by Henri La Fontaine and Paul Otile, mentioned in the first few lines of this article, the objective is defined as follows:

"In parallel to the federation of individual bodies, a genuine federation of work is taking place, based on co-operation and co-ordination.

"Co-operation is based on combined programmes, collective aims charted by mutual agreement, and concerted views on the best means of implementing them.

"Co-operation and co-ordination between International Associations may be directed either towards the purpose of their work (a purpose common to several of them) or towards their methods (unification of documents, unified systems, unitary work factors), or again on the conditions in which the work is done (co-operation to provide the means of doing work at one time and for the benefit of all, that would be in excess of the capabilities or means open to individual bodies)."

The same article goes on to stress the need for co-operation between the international associations and intergovernmental bodies. It underlines that "one of the most important tasks of the International Associations is drawing up rules and regulations. Agreements between States is nearly always directed towards this end. But where private associations are concerned, the place occupied by rules and regulations is constantly growing."

Edited in 1914, the programme of the 3rd World Congress, which should have taken place in 1915 at San Francisco, expresses the wish that "in future, there shall no longer be any field of work or research which is not represented by an international association; that all functions which are part of the life of nations should effectively be scrutinized by appropriate bodies, and that connections should be established between them, so that all of them may co-operate in the general organization of the world."

Peace

The following story is told by Cyrille Van Overbergh in an article published in 1912 in the magazine "La Vie Internationale". It should be recalled that he was at the time one of the Secretaries-General in question:

"The Secretaries-General of the Central Bureau of International Associations can hardly ever meet one another without giving each other the good news that a new international body has been founded — to such an extent that quite
recently, at a pacifist meeting where one of us was talking about progress in this field, an eminent statesman cried: But that's the real positive basis of international pacifism. To unite against war is all very well, but the union has a negative target. It is far better to unite in founding international associations, in multiplying and developing them: I hail this course as the most fruitful kind of civilizing pacifism."

The idea is voiced here in the terminology and atmosphere of an age when the cream of all nations, large and small, sought through diplomatic conferences, congresses and multifarious associations, for the basis of a durable peace edified on a foundation of law, arbitration and disarmament. But the idea itself — peace through the international organizations — which had, moreover, already been put forward at the 1907 Peace Conference in The Hague, was undoubtedly one of the major concepts which guided the work of the Union of International Associations from the time of its foundation.

It is rather surprisingly symbolized by the fact that two of the three authors of the 1908-1909 edition of the Yearbook of International Organizations, which in those days was called "L'Annuaire de la Vie Internationale", were awarded the Nobel Peace Prize: Alfred A. Fried in 1911, and Henri La Fontaine in 1913, not of course for their work as editors of the Yearbook alone.

It is also symbolized by the fact that the Yearbook was published jointly by the Central Bureau of International Organizations, the International Bibliographical Institute and the International Peace Institute; and by the fact that the next edition — that of 1910-1911 — was published in cooperation with the Carnegie Endowment for International Peace.

Let us add at this point, leaving aside for a moment the chronological framework we have followed up to now, that underlying all these activities and projects undertaken since 1910 by the Union of International Associations, the idea of peace through international organizations has just regained pride of place in the UAPs future programme as result of the recommendation made to Unesco by one of the Soviet members of the UAI, Professor A. Kovalsky. This recommendation is mentioned in the article by Mr. Fenaux, and we shall therefore not deal with it again here.

II. THE MILESTONES

The history of the UAI can be divided into three phases, each of which is delimited by the world wars.

1st phase

It dates back in fact to July 1906, a year in which the few international bodies which had their headquarters in Brussels began to draw closer to one another. This was just after the World Development Congress in Mons (1905) and on the eve of the Hague Conference (1907).

On 4th June 1907, the representatives of twenty or so associations decided to set up the Central Bureau of International Organizations. This was officially founded, under the patronage of the Belgian Government, by the General Assembly of 29th January 1908, during which it was decided to organize a World Congress of International Associations, to be held in Brussels in 1910.

The Congress, which ended in a report totalling 1,246 pages, attracted a great deal of attention. It was held from 9th to 11th May 1910 in the Palace of the Academies, Brussels, under the presidency of Auguste Beernaert, 1909 Laureate of the Nobel Peace Prize, a former Prime Minister, the President and representative of the Interparliamentary Union. Prince Roland Bonaparte; Mr. Clunet, President of the Institute of International Law; Mr. Gobat, 1902 Laureate of the Nobel Peace Prize and a delegate of the International Peace Bureau; Mr. Guillaum, President of the French Commission on Electrotechnical Terminology; Mr. Wilhelm Ostwald, 1909 Laureate of the Nobel Chemistry Prize and President of the International Association of Chemical Societies; and Mr. Ernest Solvay were the vice-Chairmen of the Congress.

Delegates representing 132 international associations, 13 governments, several dozen other associations, and five Nobel Prizewinners took part. This 1st World Congress of International Associations led to the foundation of the UAI.

The three Secretaries-General of the Congress: Henri La Fontaine, Paul Otlet and Cyrille Van Overbergh, became the Secretaries-General of the new body.
The structure of the UAI was as follows: The World Congress, to be held every three years; the International Council, composed of delegates of the international associations, meeting every year; and the Central Bureau as the UAPs executive body.

The 2nd World Congress took place in Ghent and Brussels from 15th to 18th June 1913, under the presidency of Mr. Cooremans, Minister of State and President of the International Congress of Administrative Sciences. It was attended by delegates from 169 international associations and 22 governments.

The work of this Congress, the report on which runs to 1,264 pages, consecrates the results achieved by the first Congress and was "a new milestone along the road to international organization through the unrestricted co-operation of the associations, aided by the States".

The 3rd World Congress, preparations for which were interrupted by the outbreak of war, was to have been held in San Francisco in 1915 within the framework of the Exhibition designed to commemorate the centenary of peace between the United States and Great Britain and to celebrate the opening of the Panama Canal.

In 1914 the UAI had federated 230 international non-governmental organizations, or rather more than half the total number existing at that time.

2nd phase

During World War I, the UAI maintained a relative amount of internal activity, but its directors published a number of studies abroad aimed at the organization of the League of Nations, (H. La Fontaine, The Great Solution, 1915; Paul Otlet, Les Problemes internationaux et la guerre, 1916; Constitution mondiale de la Societe des Nations, 1917).

In this respect, a seven-page memorandum by the Secretary-General of the League of Nations, classified as Council document No. A.43 (B) 1421, communicated on 5th September 1921 to the member States of the League and to the delegates of the Assembly, on the subject of "Educational Activities and Co-ordination of Intellectual Work accomplished by the Union of International Associations", underlined in the following terms the support given by the UAI to the institution of the League of Nations:

"The principles and ambitions of the Union of International Associations were consecrated by the formation of the League. The very nature of the work carried out by the Union of International Associations before the war rendered it indirectly and within the means at its disposal, one of the promoters of the League of Nations. It had already expressly declared at one of the Congresses that the principle of a League of Nations was the ultimate end of all international movements. During the war the leaders of the Union drew up drafts of a Covenant and of an international constitution."

This memorandum paid tribute to the importance of the bodies and collective organizations grouped around the UAI, the natures of which it summarised as well as the debt they owed to Henri La Fontaine and Paul Otlet. It concluded with the following passage:

"Surveying as a whole the picture we have just drawn, the work of the founders of the Union of International Associations, a work of documentation and information, of co-ordination of effort, of general education, appears as a vast enterprise of international intellectual organization, characterised by the breadth of its conception and design. Its action is twofold as regards principles; it owes to the logical force of the ideas which it has brought forward an educative influence which is highly conducive to the development of the ideas of union and international organization. As regards, facts, it has proved its efficacy by the institutions which it has created. The Union of International Associations, its Congresses, the publications connected with them, and the International University, form particularly effective instruments for the "diffusion of a broad spirit of understanding and world-wide co-operation". The League of Nations should regard these institutions to-day as most valuable organs of collaboration.

"This view was affirmed by the Assembly when it approved the moral and material support given by the Council to the Union of International Associations and to the International University. We may, perhaps, interpret the Resolution of the Assembly as a tribute implicitly rendered to the two eminent workers in the cause of international union to which these institutions are due.

Yet the paragraph which preceded this praise also contained a reminder of the financial support extended to the UAI, inter alia by the Belgian Government and the Carnegie Endowment: two dangerous phases for establishing working relations between the League of Nations and the UAI. We believe it useful to quote the entire paragraph, because it is the only piece of accurate information we still have on the UAI's financial resources prior to 1914 owing to the destruction of the Union's administrative records during World War II.

"The cost of the work accomplished by Mr. La Fontaine and Mr. Otlet has amounted, since its beginning to approximately 1,200,000 francs. During the years immediately preceding the war, the Belgian Government and the Carnegie Peace Fund contributed annual subsidies of 20,000 and 50,000 francs respectively for the Union of International Associations and for the Office of Bibliography, and 15,000 dollars for the Union. After the war the Belgian Government granted a credit of 100,000 francs for the third World Congress, and met the cost of establishing the International Centre in the Palais du Cinquantenaire. But the financial situation of the Union and of the International Centre remains precarious. If they are to continue their work, it will be necessary to proceed to financial consolidation and the establishment of a working capital. It was proposed to allot, if necessary, a sum of 20 million francs out of the available funds of the Belgian National Committee war created during the war by Mr. Solvay; but for legal and political reasons the question has been left undecided. It must not be forgotten that the activity of the Institutions created by Mr. La Fontaine and Mr. Otlet hitherto owes its success to these two personalities and the question of future control is as great a cause of uncertainty as the question of material resources."
In actual fact, trends counter to the wishes of the UAI were beginning to come to the fore. When the war ended the desire of the UAI executives, and especially of its two Secretaries-General, was to see some intellectual organization set up within the League of Nations along similar lines to that already established for manual work, in the hope that it would support the international bodies already created by the UAI and that it would help in the creation of new ones, such as a World Scientific Research Institute, an International Bureau of Unit and Standards, an International Patents Office, an International Institute for Social Progress — as is indicated in the very detailed draft convention for that organization, drawn up by the UAI early in 1921.

Already on 5th January 1919, a meeting of UAI delegates held in Paris laid down the terms of a memorandum addressed to the Peace Conference delegates containing a projected World Charter of Intellectual and Moral Interests. Mr. Paul Hymans, who represented Belgium at the Peace Conference, was the first to present intellectual co-operation as an important factor in the work to be accomplished by the League of Nations, and proposed that an International Committee on Intellectual Co-operation should be set up. But at that time his proposal was not adopted.

The 3rd World Congress of International Associations, held in Brussels in August 1920, debated and worked out the plan for an organization of intellectual activity to be implemented in co-operation with the League of Nations. The UAI also convened an International Congress on Intellectual Activities, which took place from 20th to 22nd August 1921. This congress examined the draft statutes of an International Confederation of Intellectual Workers which was effectively set up in Paris on 8th April 1923. On a proposal by Adolphe Ferriere, it expressed the hope that "in liaison with the League of Nations and the proposed Intellectual Activities Organization, an International Educational Bureau should be set up for the comparative analysis of information on modern teaching methods", which was founded in December 1925 as a non-governmental organization, and later became an inter-governmental organisation on 25th July 1929. After recalling the work done by the UAI's International Centre, the congress also asked "that the League of Nations should give its consideration to the practical accomplishments already recorded, and transform them into a technical organization similar to those it has set up for Labour and Health, and the operation of which is illustrated in the project prepared by the Union of International Associations". But in their turn, the French Association for the League of Nations had become interested in a similar project, and during its session of 21st June 1921, expressed the hope that an International Bureau of Intellectual Relationships and Education should be created, appending a draft of the statutes to its request.

During its session of 13th December 1920, the League of Nations Assembly had sent another proposal back to its 2nd Commission for study, concerning the establishment of an international organization. This was submitted by Messrs. Poulet (Belgium), Negulesco (Rumania) and Ferraris (Italy). It had designated Henri La Fontaine as rapporteur. The paramount influence of Mr. Leon Bourgeois, French representative on the League of Nations Council, in the debates on intellectual co-operation, brought the dual wish formulated by the UAI and the French Association to a successful conclusion — mentioning these bodies in its report — but reorientated the programme on the creation of a Commission with its headquarters in Paris.

To sum up briefly, we shall recall merely that the League of Nations Council adopted Mr. Leon Bourgeois's report on 2nd September 1921. This proposed the creation of a "Commission for the study of international questions pertaining to Intellectual Co-operation and Education, which would draw up a report on the measures which the League might take in order to facilitate intellectual exchanges amongst nations". Later, the word Education was deleted, and on 4th January 1922 the Council decided to set up the International Commission on Intellectual Co-operation.

During its first meeting in Geneva on 1st August 1922, this body elected its chairman, choosing the French philosopher Henri Bergson. In 1924, for the purpose of proceeding to the implementation stage, it was proposed that an International Institute for Intellectual Co-operation be set up. On 24th July 1924 the French Government offered to house this Institute in Paris, and bound itself to endow it with its own budget of an annual amount of 2 million French francs. This proposal was accepted, and from 1925 to 1946 the International Institute for Intellectual Co-operation, installed in the Palais-Royal, to some extent materialized the wish formulated by Paul Valery: "A League of Nations presupposes a League of Internationals".

The Unesco constitution, adopted in London on 16th November 1945 by 43 States, put an end to the Institute's activities.

It was necessary to recall the circumstances surrounding the foundation of the International Institute for Intellectual Co-operation, not only to underline the part played by the UAI in its creation but also because of the veritable shattering of the UAI's work as a result of that Institute's activities. The latter included in its programme all sorts of tasks which were part and parcel of the UAI's activities, and caused the displacement from Brussels to Paris of the hub of the international intellectual movement.

Thus, to give but one example, it happened that already on 10th December 1925, the first meeting of representatives of 19 international associations took place in Paris on the premises of the International Institute for Intellectual Co-operation. On the initiative of a Frenchman, Mr. Andre Waltz, and an American woman, Mrs. Laura Barney, they decided to create a Joint Committee of the Major International Associations. This worked very closely with the Institute and, in fact, vanished with it.

The League of Nations certainly continued to display an interest in the UAI's work for several years. It granted a certain degree of patronage to the first three sessions of the International University, founded by the UAI in September 1920; it allocated a subsidy of £1,500 sterling for the publication in 1925, under its aegis, of the first volume of the "Code des Voeux Internationaux", a work of 942 pages.

But three decisions made by the League of Nations had adverse consequences for the UAI, The first was the creation of an International Bureau Section
in the League of Nations Secretariat itself; the second was the publication, by that section, of a quarterly bulletin containing information on the work of the international organizations, which appeared regularly from 1922 to 1939; and the third was another publication by the section, from 1921 onwards, of a Handbook of International Organizations.

These initiatives virtually deprived the UAI of every opportunity of continuing to publish its own magazine and yearbook on a satisfactory basis. And to underline the historical irony of the matter, let us add that the League of Nations began by publishing a simple "List of International Unions, Associations, Institutions, Commissions, Bureaux, etc.", containing a preface signed on 4th November 1919 by Mr. Inazo Nitobe, Director of the Section of International Bureaux of the League of Nations. The two first paragraphs of the preface read as follows:

"The work connected with the formation of International Associations was carried on actively and increasingly up to the beginning of the war, when over 500 were in existence, but at the outbreak of hostilities their activities necessarily slackened and in some cases ceased altogether. With the return of peace, it is to be hoped that most of them will resume their work. As so little is generally known of organizations working for international co-operation and good will, the Union of International Associations in Brussels has been asked for permission to reprint in a tabular form the names of such associations. A detailed account of their constitutions and activities is given in the "Annuaire de la Vie Internationale". Some of the associations mentioned have ceased to exist; of others no recent report can be obtained. The list is based mainly on information collected in 1911, but a certain number of additions have been made of associations which have since come into existence, or are about to do so in the near future."

"Senator La Fontaine and M. Otlet, Directors of the Office of International Associations, have kindly revised the list, and it is due to their indefatigable labours that the list is as complete as it is."
Brussels certainly had been a very important centre of international affairs prior to 1914, this was no longer the case and the headquarters of the UAI should therefore be set up in one of the three great international cities just mentioned.

An important meeting took place in Brussels on 20th July 1949 as a result of the contacts established the previous April in New York and Geneva with United Nations officials in charge of relations with the NGO’s, during which the members of the Interim Committee discussed with them the structure and programme of the UAI. Held in the offices of the UAI in the Egmont Palace, the meeting was attended by Minister of State Paul van Zeeland, Chairman of the UAI Mr. Howard Wilson, Chairman of the Interim Committee of Non-Governmental Organizations; Baron de Gruben, Secretary-General of the Belgian Foreign Ministry; Miss Anne Winslow of the Carnegie Endowment and Mr. Max Habicht, a Geneva lawyer, acting as experts on behalf of the Interim Committee; Mr. Aake Ording of Oslo, formerly director of the United Nations Appeal for Children; Mr. Jules Polain, and myself.

By mutual agreement, it was considered preferable not to attempt to rebuild the UAI into a federation of international associations, but nevertheless to retain its title and its programme as a centre for documentation, study, service, and the promotion of closer relations between international associations, and to leave the question of technical and administrative problems resulting from the consultative relationship between the United Nations and the NGO’s to the conferences organized by the consultative NGO’s and to the Permanent Liaison Committee of the consultative NGO’s which was to be set up.

The executives of the UAI voiced their intention of recruiting members of all nationalities, largely but not exclusively chosen among the directors of international associations and elected in their personal capacity.

They asked Mr. Aake Ording to devote himself for a few months, in the capacity of Executive Vice-Chairman, to the development of the UAI programme and structure, on account of the interest he had already shown in 1948 in the creation of an international centre that could render service to the NGO’s.

A draft series of new statutes for the UAI was adopted by the UAI Executive Council on 6th September 1950. It provided for new categories of members: individual members who alone had voting rights, the number of which was limited to 100, corresponding organizations, associate members.

The first post-war General Assembly was held on 5th February 1951 in Brussels. It adopted the new statutes (which were later modified on 10th June 1955 and on 10th May 1965); proceeded with the election of some fifty new members of various nationalities and with the appointment of new members of the Executive Council. These were Leon Jouhaux, Sir Ramaswami Mudaliar, and Sir Harry Gill.

This General Assembly marked the end of the first stage in the reorganization of the UAI.

It was consolidated by the fact that the UAI had just overcome a rather serious risk, namely: the project emanating from the United Nations Secretariat concerning the proposed publication of a Yearbook of International Organizations, when the UAI had already resumed its former activity in that direction and was about to bring out a new edition in June 1950. The risk was great of finding ourselves back in the same situation as the UAI had experienced when the League of Nations embarked on a similar venture. But this time the danger was averted. In fact Mr. Walter Kotschnig, United States representative on the Economic and Social Council, proposed a resolution, seconded by the Indian delegate Sir Ramaswami Mudaliar and adopted as Resolution 334 (XI) on 20th July 1950 by the United Nations Economic and Social Council. This pays tribute first to the work and the yearbook of the UAI and goes on to express the hope that the Secretary-General will offer the Union of International Associations as much information and co-operation as possible; and "Decides not to give any further consideration, at this time, to the publication by the United Nations of a handbook concerning non-governmental organizations".

At the same period, the UAI was also in danger of seeing Unesco duplicate its yearbook by the publication of a Directory of International Scientific Organizations which included no less than 400 bodies. Luckily the second edition in 1953 was also the last.

To conclude quickly this question of the establishment of relations between the UAI and the United Nations, let us add that on 18th September 1951, the UAI was raised to the status of a consultative body to the Economic and Social Council. Consultative status with Unesco was granted in 1952, and later on, several contracts brought Unesco's aid for bibliographic work and also for a study of NGO’s. Two other decisions in principle confirmed and consolidated the UAI’s good relations with the United Nations.

During its 16th session (1953) the Economic and Social Council received the following recommendation from the Committee of the Council in charge of Non-Governmental Organizations: "The Committee unanimously expressed its appreciation of the value and usefulness of the Yearbook of International Organizations published by the Union of International Associations. Members voiced the hope that the work of the Union would become even better known both to the public and to Member States and that its continuation would be secured" (UN Doc E/2489). Then, dealing with Resolution 128 B (VI) dated 10th March 1948 by the Economic and Social Council, requesting the compilation of a list of inter-governmental bodies so that the Council could examine whether there was not some duplication of effort or dispersion of energies by those bodies, the Secretary-General of the United Nations, in a note dated 17th November 1955 (E/2808), proposed that the Council, should it decide as in the past to undertake a general review of the structures of inter-governmental organizations, should base its work on the Yearbook of the International Associations.

Relations between the UAI and the other inter-governmental organizations and with international non-governmental organizations developed harmoniously from then on.

More than a hundred of articles written by them were published in its monthly magazine, entitled successively "Monthly Bulletin of the Union of International Associations" (1949 to 1950), "NGO Bulletin" (1951 to 1953) and "International Associations" (since 1954), which increased from 16 to 64 pages and sometimes more, and from January 1954 on, has been illustrated.
Without aiming to list here all the publications issued by the UAI, let us mention simply the launching of new series apart from the Yearbook of International Organizations and the monthly magazine:


A special note, because it illustrates certain dangers, should be made of the calendar of forthcoming international meetings, published by the UAI from its foundation and resumed in January 1949.

Indeed, an unfortunate initiative by the Library of Congress in Washington did some harm to the UAI and might in the long run have forced the latter to discontinue publishing its calendar despite the connection between this work and the production of the Yearbook of International Organizations, the Bibliography of Proceedings, and the magazine. In June 1959, the Library brought out the first issue of the World List of Future International Meetings, a calendar almost identical to that of the UAI. The decision was made with no prior consultation with the UAI in spite of excellent relations previously. Luckily, that publication ended with the September 1969 issue, without the UAI being informed on this occasion either.

The UAI viewpoint regarding this venture was explained in the following commentary published in its November 1969 magazine:

"We expressed the fear that other analogous initiatives at a national level would lead to complete disorder in information on international meetings, that such publications would be based on decisions at a national level only, totally unaffected by the requirements of an international documentation system. Our major fear concerned the need for continuity and the protection of the independence of such a publication from the consequences of abrupt changes in policy within one country."

Apart from publishing, we shall sum up farther on the UAI's working programme. Here we shall just mention that after the first post-war general assembly held in Brussels on 5th February 1951, the subsequent ones took place in Brussels on 8th September 1952, during which Senator Etienne de la Vallee Poussin was elected President; in Paris on 8th March 1953; in Paris on 9th and 10th June 1955; in Brussels on 3rd and 4th September 1958; in Lausanne on 14th March 1960; in Brussels on 10th November 1964; in Rome on 16th November 1962; in Copenhagen on 30th March 1966, during which Mr. F.A. Casadio was elected President. The next assembly will be held in Barcelona on 6th May 1970.

Coupled with exchanges of views between international associations on points of mutual interest, they mark the various stages in the development — aloof from political problems and disruptions — of an organization and programme

orientated towards positive action as a centre for documentation, study, services and promotion, covering the precisely defined and fairly large field of international organizations, meetings and publications.

During the last two years, the problem of computerization has arisen and that of the forthcoming introduction of yet a third category of international organizations — that of the profit-making transnational companies. Much attention and time has been devoted to examining and preparing for a modernization of working methods and a consequent adaptation of structures and programmes implemented by the UAI, bearing in mind the needs and new dimensions of international affairs.

The year 1971 will usher in a fourth period in the UAI's existence, as indicated by the articles written by Mr. Robert Fenaux and Mr. Anthony Judge, to be found elsewhere in this issue.

III. THE SETBACKS

In view of the rather extraordinary part played by the UAI during a period that constitutes a milestone in history — for it was that of the preliminary organization of a new civilization based on international bodies — we believe it is interesting to look at the period starting with its 1910 congress in Brussels and ending with its 1924 congress in Geneva and to see, within the framework of the UAI's general objectives as defined at the start of this article, which of its aims ended in failure.

We can only list them here as space is lacking for lengthy comments and explanations. We shall mention these objectives, insofar as possible, by quoting from a text drawn up by Henri La Fontaine or Paul Otlet who were undoubtedly the genuine authors of the projects, at a time when there was no League of Nations, no international school, no World Trade Centre, nor even any Congress Palace or Centre for the study of international relations, the oldest of which — the Royal Institute of International Affairs in London — was founded in 1920.

The Dual Society

"As human relations and interests are grouped into divisions that are territorial in character (States) or according to similar purposes or functions (Associations), the International Organization, to bear this in mind, must be a dual one:

a) the organization of States among themselves: after grouping the interests based on the territories they administer (national interests), they must conceive and settle their interests between them by regarding themselves as members of a League of Nations;

b) the organization of international associations among themselves: after the grouping and federation, each in its own field, of the same specialized interests all over the world (universal interests), they must envision relations between all those interests and functions, and form themselves into a confederation: the Union of International Associations."
"These two organizations, while distinct and separate from each other, must multiply their relations and direct their efforts towards a single organization that will achieve a balance between the forces concerned by giving each a proportional share of representation and authority in the exercise of those functions essential to the management of great collective interests: deliberation and legislation, jurisdiction and arbitration, execution and administration. A Constitution or World Charter should be its expression." (UAI Publication No. 56, 1913, p. 11).

The International University

This term was launched in 1911 in a booklet of the Central Bureau, in a chapter entitled "The Organization of an International Form of Education".

"The International University is aimed at uniting, in one high educational and cultural movement that is universal in scope, all universities and international associations. It should permit a certain number of students to complete their training through initiation into the international, comparative aspects of all great problems." (UAI publication No. 98, 1921, page 71).

The first session took place in Brussels from 5th to 20th September 1920. Fifty professors from 11 countries confronted about 100 students from over 10 countries, and gave them 106 hours of lectures broken down into 53 classes and conferences; the League of Nations and 13 international associations had special Chairs. During the second session which took place from 20th August to 5th September 1921, 69 professors dealt with 76 subjects during 174 classes and lectures.

At that period, the International University was an autonomous body whose members comprises 15 universities, 346 university professors belonging to 23 countries, and the international associations which occupied 23 chairs at the 1921 session.

The International University virtually ceased its activities after the third session, also held in Brussels from 20th August to 3rd September 1922 (90 lectures by 60 professors from 16 countries) despite a fourth session held in 1927.

The International Library

"We have spoken above about the scope and importance of the permanent investigation which the Central Bureau has organized with particular reference to the facts of international affairs. Such an investigation is inconceivable unless it can rest on absolutely accurate documentation.

"This documentation has necessitated the creation of a Bibliography of Internationalism, a Directory of Documentary Files, and an International Library. The latter will contain not only all publications issued by international organizations, but also all those which tend to solve or facilitate the solution of problems which are international in character." (UAI publication No. 15, 1911, p. 11).

This objective was implemented in part, as shown by the memorandum of the Secretary-General of the League of Nations dated 1921, and mentioned earlier on, From 1897-1910 the International Office of Bibliography organized four international Conferences on Bibliography and published a code of rules, which has been adopted by a thousand public and private establishments in various countries.

"The foundation-stone being thus laid, M. La Fontaine and Otlet set up at Brussels a group of new institutions, a genuine centre of international documentation. The Universal Index of Bibliography ("Repertoire bibliographique universel") includes to-day more than 12,000,000 cards. The International Archives ("Archives Internationales") which at present contain more than a million documents, and are kept up-to-date, constitute a genuine documentary encyclopaedia of contemporary international activities, especially as regards scientific, technical and sociological questions. The International Library ("Bibliotheque internationale"), formed by the amalgamation of more than sixty libraries belonging to various international institutions established in Brussels, now possesses more than 100,000 volumes and includes the majority of publications of international interest."

International Museum

"The aim of the International Museum is to show the progress accomplished in all subjects in the field of international organizations and the importance, from the scientific and social standpoint, of the outstanding happenings connected with the organization."

"If we consider that all the thoughts, all the institutions, all the tools, everything that mankind has conceived, formulated and achieved can be used as museum material, planned from an international and comparative viewpoint, it is easy to realize the scope that can be given to the International Museum." (UAI No. 15, 1911, pages 51 and 53).

A temporary exhibition was organized on the occasion of the first World Congress of International Associations in 1910 when the progress made in all fields of international organization, as well as the needs from which they arose, were illustrated by graphic and statistical charts. This exhibition was the forerunner of an International Museum which, in 1920, occupied some forty rooms and contained about 14,000 exhibits and documents. It was divided into five parts: 1) historical; 2) geographic; 3) scientific and technical; 4) procedure; 5) a comprehensive outline of international life.

A fairly large number of governments contributed to the national sections of the geographical part of the Museum.

In addition to the general catalogue of the Museum, a catalogue of the International Administration Museum was published in 1910, of the bibliography and documentation section in 1912, on the child welfare section in 1914; documents on the International Education Museum in 1913, on the establishment of a Technical Museum in 1914.

At the congress held in June 1913, it was stated that between June 1912 and May 1913, the International Museum had 10,487 visitors.
The World Palace — The International City

Amongst the resolutions adopted in 1913 by the Second World Congress of International Associations in which took part delegates of 169 international associations, that is, almost half the total number, as well as the representatives of 22 governments, appears the following:

"There is a need to develop on the basis of co-operation, neutrality and practical utility the International Centre, its services, meetings, work, publications and collections, along the lines of the plan drawn up by the Central Bureau and which has already been put into some degree of execution: Association offices, library, bibliography, archives, museum, study and instruction, common library, translation and secretarial services.

The International Centre is divided into national sections and special or comparative sections.

The services and collections of the International Centre should be installed in a Palace worthy of the importance of the Associations which created it through their own efforts, and which may become the point of departure for a group of other international buildings (international City). In this connection, an appeal must be made to governments and wealthy patrons for their assistance as well as to the associations themselves" (UAI publication No. 56, 1913, p. 35).

The President of the Congress, Minister of State Cooreman who was also the Chairman of the first International Congress of Administrative Sciences stated on this point in his opening speech:

"In the final analysis, Gentlemen, the World Palace is intended to become a common home of all the international associations; this hospitable mansion should therefore be international in character, interest and utilization. Does it not therefore seem both rational and just that the financial contribution to its establishment, arrangement and maintenance should also be international?

Gentlemen, you well know what suspicion and war cost a nation; you know how all people sigh for the lightening of their intolerable burden and the heavy fiscal burden which weighs upon them. You also know the demands of the present situation and the serious difficulties which have arisen in the path of the pacifist movement. Would it not be more comforting to the universal conscience to see legislators and governments meeting from one country to another and collaborate in building this World Palace which is destined to become the hearth of this work of concord, rapprochement and co-operation known as the Union of International Associations.

It is unnecessary to add that, to sit down at this hearth, nobody — no person, no government, no nation — would have to abdicate one jot or title of their personality, independence or liberty. The hearth would be wide enough to shelter both the autonomy of each and the solidarity of all." (UAI publication No. 56, 1913, page 36).

In fact, the project was already an old one, and had been stimulated in 1907 by Andrew Carnegie's offer to build the Peace Palace in The Hague.
On 21st December 1907, at the inauguration of the new headquarters of the Central Office at No. 3bis, rue de la Regence, in Brussels, Baron Descamps, Minister of Sciences and Arts in Belgium, past-president and "rapporteur" of the Committee of Arbitration at the first Peace Conference at The Hague in 1899, confirmed in his speech the Belgian government's project for a constitution for the future palaces to be erected on the Mont des Arts and its intention to reserve premises for international institutions in the building complex which was intended to be as big as the Brussels Palais de Justice and for which the model and the plans had already been made.

A certain amount of rivalry for the title "International Capital" was already apparent between The Hague, Brussels and Berne which were in 1907 the three main host-towns for international organizations, in spite of the declarations on the need for a "functional centralization" rather than a "material centralization".

We cannot recall here all the phases of the persistent efforts made chiefly by Paul Otlet, aimed at the fulfilment of the project for a World Palace and that of an "extra-territorial international city" as an "Integral Capital of the League of Nations"... "a new city to be created which would fill, in international life, the same function as that which Washington assigned to the town which bears his name, when he laid the foundations in the Federal District of Columbia" as Paul Otlet wrote in 1919 (publication UAI No. 88, 1919, page 27).

In this same pamphlet of 1919 — twenty years before Mussolini built the Rome congress centre, the first of its kind, Paul Otlet suggested the construction of permanent buildings within the framework of the "World Intellectual Centre" to serve the League of Nations, which would be ready to accommodate large meetings and would be equipped so as to cut down the expenses of these meetings, and make them more regular and more efficient.

From 1912 to 1932, these projects, centred first on Brussels, then on Geneva and Antwerp, were explained by the UAI in seventeen pamphlets. These contain detailed plans, established by architects of renown and of various countries, such as Hendrik Anderson and Hebrard (World Communication Centre in Brussels) in 1912; Francotte (The League of Nations Palace and the International Associations palace in the Park of Woluwe in Brussels) in 1920; Le Corbusier and P. Jeanneret (Mundaneum at Geneva in collaboration with Paul Otlet) in 1928.

A "skeleton" of the projected World Palace, comprising 100 rooms, existed in Brussels for a few years after the first World War. Sited in the park of the Cinquantenaire, in a structure put up in 1880 at the time of the 50th anniversary of the State of Belgium, on a plot of some 2% acres, and completed for the 75th anniversary, this palace lodged the various services and establishments of the UAI mentioned above, as well as the headquarters of several other international associations.

**Clearing Office**

Another attempt, belonging to the third period, can also be mentioned quickly among the setbacks.

Despite the desire of the UAI executives to restrict the programme to what was possible, in 1950 it seemed desirable to find some way of solving the difficulties which the non-governmental international associations encountered with regard to their movements of capital at a time of currency exchange restrictions.

The constitution of a Clearing Office for the transfer of NGO funds, by opening a special UAI account at the Bank of International Settlements, seemed to provide a possible solution.

An agreement in principle to the opening of such an account was obtained, and on 4th May 1951 a circular and a questionnaire were sent out by the UAI to all the international associations. But by the time the system had been worked out and the prior agreement of the authorities in each country obtained, the exchange restrictions slackened and the project was abandoned.

For organizations and individuals alike, setbacks and failures are often instructive and sometimes praiseworthy.

They can be due sometimes to the choice of a wrong target or one that is premature, obsolete, too vast; they can be due to inadequate working methods, personal conflicts, and even more frequently to the insufficiency of material means.

As was the case for the 3rd Peace Conference, due to take place in The Hague in 1915, and the 3rd World Congress of International Associations scheduled for 1915 also in San Francisco, war too affects institutions and people alike. Whatever the reason for the failure of the projects we have just enumerated, the latter cannot help but stimulate our admiration for the vision of international organization which the UAI founders already had some sixty years ago.

**IV. THE ACHIEVEMENTS**

In life there are visible things and invisible things, and the latter are often the more important.

For the UAI, as for many other bodies, dozens of pages would not be sufficient to relate, as a historian, the achievements — a word taken in the sense of effective activities, even though this term too might cover objectives that are impossible to achieve, which is quite another matter from setbacks or failures.

Indeed, just as parents pursue the impossible aim of bringing up perfect children, or as a gardener works endlessly to transform nature and discipline it to a fine orderly display, so the UAI has devoted a great deal of time and trouble to the advancement of the social order and to the speeding up of a process of evolution.
Some tangible achievements can certainly be noted; facts, names, dates and figures can be given. Prior to 1915 the UAI had published, over and above the 3,200 pages of its magazine "La Vie Internationale", exactly 94 books and booklets totalling 10,147 pages. Between the two wars, there were 59 books and booklets totalling 2,225 pages. Since it resumed work in October 1948, and up to the end of 1969, it had published 68 works totalling 19,874 pages apart from the 15,286 pages of its magazine "International Associations", with all that this volume entails of precise objectives, meetings of all kinds, collaboration with outside bodies, plus all the necessary teamwork at the production level.

But we are not seeking to draw up a balance sheet of UAI achievements: it would be as boring to compile as to read. We shall try in the course of a few brief lines to assess its action in favour of progress, and its influence on a process of evolution.

This puts one in mind of a thought expressed by Paul Claudel: "To be like a man carrying a candle, who illuminates the entire procession". This might have been said about the UAI:

1) "Although the Peace Conference of 1919 and the Covenant of the League of Nations gave no official recognition to the purposes of the Union of International Associations, one of the founders of the organization, Henri Lafontaine of Belgium, eloquently urged the First Assembly of the League to provide facilities for information and centres of collaboration for exchanging the intellectual work of all nations. Impressed by this argument, the Assembly turned the matter over to the Council, and on May 15th 1922 the Council appointed a twelve-man committee (later increased to fifteen) entitled the Intellectual Co-operation Committee."

This excerpt from a book by Gerard J. Mangone, *A Short History of International Organization* (1954), page 239, illustrates an initial series of achievements, namely: the suggestions or recommendations made by the UAI in its capacity as pioneer in those fields where no organized co-operation yet existed.

These recommendations, especially before 1914, often aimed at the creation of the necessary bodies which, once founded, quite often soon forgot those who had charted their route. There are many instances of this.

In other cases, they aimed at the need to consider an existing situation which had more or less escaped the attention of the authorities concerned. A fairly recent example is that of international congresses, the importance of which had to be stressed by the UAI in a number of written works and at meetings between 1950 and 1960 before it aroused the attention — which has today become almost over-exaggerated — of States and municipalities as well as professional and economic organizations.

A similar instance, but one which is still making its way, is the attention which the UAI has for several years been trying to attract to the importance, from every angle including the economic, to the host countries of welcoming the head-

Ten encyclopaedic documentary archives installed in the Nassau Chapel *on the Mont* des Arts in Brussels in 1912
quarters of international non-governmental organizations. Most of those
governments and municipalities still believe that they represent a burden;
in a few years from now they will be trying to attract them with every possible
blandishment, as is currently the case for international congresses. And then,
on the plane of material constructions, we shall witness the blossoming of
beautiful international houses alongside the congress centres, and on the plane
of legal developments, the enactment of legislation in favour of the juridical
entity of the international non-governmental organizations, those international
outlaws of our day.

Obviously the aim of the UAI in such promotional action — and this too
clarifies what it is doing and what it is seeking to do — is to contribute in pro-
viding the international associations with all the instruments necessary for
their work.

2) A second group of achievements comprises the aid extended by the UAI
in the study of international relations, after deserving most of the credit for
having initiated it.

"In its immediate consequences, the most important contribution made by
the Union of International Associations was probably the impetus it gave to
the proper documentation of international studies," wrote Professor F.S. Lyons
of Dublin University in 1963, in his book "Internationalism in Europe 1815-1914"
(page 206).

It should be specified that since 1948, the UAI has intentionally restricted itself
to international organization in the proper sense.

Concerning the Yearbook of International Organizations, the magazine Inter-
national Affairs wrote: "This is the only reference book giving reliable and up-
to-date information on both inter-governmental and non-governmental
international organizations"; Le Monde Diplomatique: "L‘ouvrage se recom-
mmande a tous les specialistes de la politique internationale"; Yearbook of World
Affairs: "A godsend to administrators and their secretaries"; Die Tat: "Dem
Journalisten und Politiker ist das "Yearbook" ein unentbehrliches Nachschlage-
werk"; International Association of Universities Bulletin: "University circles
will particularly appreciate the vast documentation on international organization
in the innumerable scientific fields"; International Council of Scientific
Unions Bulletin: "Indispensable for all concerned with international work";
Ergonomics: "Every Embassy, Foundation, research council, library and Govern-
ment agency concerned with international affairs should have at least one
copy of the Yearbook for ready reference and a second copy for leisure moments."

Concerning the International Congress Calendar, the magazine Professional
Engineer states: "A must for any good industrial library" and the Indian and
Eastern Engineer writes: "The subject and geographical indexes which are
provided in the volume offer fascinating clues as to the variety of interests which
are catered for at international meetings, as well as to their world-wide distribu-
tion".

Concerning the Select Bibliography on International Organization, the apprecia-
tion of the Bulletin des Bibliotheques de France is as follows: "Un ouvrage de
references indispensable pour l‘etude de ‘organisation internationale’.

We apologise for these quotations taken from among so many, but after having
indicated above the truly impressive number of works published by the UAI,
it was also necessary to indicate that the quality of those works had met with
universal approval, as is also shown by the fact that nine-tenths of the UAI
budget is now covered by its publications.

This preliminary achievement in the sphere of studies connected with inter-
national organization, represented by the publication and distribution of the
reference books essential to those studies, demands considerable work and it
is impossible to overstress the competency and dedication of those who
amass, collate and compile the material.

So we should like to say how necessary it is that everyone should participate
in, support and even protect this work of documentation and information.
The time has indeed come to react against far too many counterfeit editions
of the UAI’s reference books. Their authors, or rather their publishers, are
merely seeking cheap mercantile results, for it is certainly easy to insert notices
on international organizations which have been filched from the UAI Yearbook
in other directories that were formerly limited to listing cultural or educational
bodies, in national administrative yearbooks and other directories, or to publish
congress calendars lifted bodily from that of the UAI.

For the future, work is proceeding for the purpose of endowing the UAI with
the full capacity permitted by computerization, and this will enable the informa-
tion and documentation services already rendered to be increased enormously.
The article written by the man in charge of the project, Mr. Anthony Judge,
dispenses me from going into the matter here.

3) Apart from the permanent inventory of international organizations and
their work, the UAI programme involves a study of them.

As we shall see in a moment, this has largely centred on the legal, administrative
and technical problems common to international non-governmental organiza-
tions.

But it was also directed towards the general theory of international organization
and its sociology, as is sufficiently demonstrated in the first pages of this article.
In recent years, alongside studies pertaining to the structure and functioning
of international organizations, work has been done on their classification, their
role in society, relations between the inter-governmental bodies and the inter-
national non-governmental organizations, and on the future of the latter.

In 1956/1957, with financial aid from Unesco, the UAI set up a study group
for the purpose of establishing a plan for evaluating international non-govern-
mental organizations, and published the report written on this work by
Professor Jean Meynaud.

An effort has been made in favour of reforming university teaching on the
subject of international relations. The question of national participation
in the work of the INGO’s also retained its attention, with particular emphasis
on the problem of participation by the newly independent African states. On
this subject Roger Savary, Secretary-General of the International Federation of Agricultural Producers, wrote in 1961: "The Sixties will see an extraordinary widening of the scope and activities of international co-operation, the scale of which has just been radically altered by the accession to independence of the African nations. But the participation of the governments of the new States in the work of official international authorities is now paving the way for that of their elite in the exchanges, so fruitful and so necessary, ensured by the private international associations. This organizational phenomenon at government level, which is not yet backed by close contacts between the citizens of the countries concerned, runs counter to the developments which led to the blossoming of international co-operation among the nations whose economic development is of longer standing... The search for a solution to these difficulties will place an even heavier burden on the UAI" (International Associations, January 1961, page 8).

We shall not linger over the type of UAI achievement which now embraces the study of transnational companies as the new third category of international organizations, since this aspect has been dealt with in other articles.

Yet we believe it is necessary to make three comments.

Firstly, the relations already established between the UAI and certain universities reveal some very interesting prospects, but also involve an extra burden of work for the UAI.

Secondly, relations could be developed between the UAI and the national centres of international relations, especially when the time comes for those centres to study not only the political and legal aspects of international affairs, but also their sociological and administrative angles.

Thirdly, in order to extend its programme of studies, to continue it in co-operation with the universities and international relations study centres, and to exploit the data which can be supplied by its future computerized information service, the UAI will have to find other sources of income.

At the end of 1950 Dr. Rene Sand wrote: "The science and technique of internationalism, international politics, international law, international economy, international mutual and, international health — all these, in order to develop on solid foundations, are waiting for the birth of an international sociology, psychology and biology of which as yet we do not possess even the rudiments. The UAI has great work to do in this respect".

Is not this notion still fully valid today?

4) By means of varied initiatives: studies, meetings, publications, recommendations, the UAI has helped the international non-governmental organisations to perfect their tools. This work, which no organization can carry out alone or which it would be ridiculous for each to attempt separately, dates back to the origins of the UAI and is still going on.

One of the first objectives which the UAI set itself was to obtain a legal international status for INGO's. A draft international agreement was worked out by the UAI in 1910. In 1959 another project was submitted to Unesco, and the UAI's collaboration was recently extended to the Council of Europe which is contemplating the possibility of establishing such a status for INGO's at the European level.

In this connection, we should recall that the Belgian law of 25th October 1919 granting a legal entity to international scientific associations — the only piece of legislation in the world related solely to INGO's and the scope of which, after four years of efforts, we managed to get extended by the law of 6th December 1964 — was due to the efforts made from 1906 onwards by the founders of the UAI, who wished to see its scope of application internationalized in due course through the implementation of Article 9 of that law.

Another example of a completely different kind is the Colour Code of Language Classification, studied and proposed by the UAI in order to facilitate the pinpointing of working documents of international congresses. Regarding these, we should mention the five international congresses on congress organization, held between 1959 and 1970.

Among our publications and the articles which have appeared in "International Associations", many are of a technical nature, such as the manuals dealing with congress organization and the INGO Administration Manual which is now in preparation. Studies have been made on the types of structures, publications, methods of disseminating the results accruing from the work of INGO's, etc.

A special programme was put in hand in recent years regarding the staff of the international non-governmental organizations for the purpose of integrating them in a genuine career in the private "international civil service". A study ending in practical recommendations was carried out two years ago in connection with an international complementary pension scheme for INGO staff. The first seminar for INGO executive training was held in Turin in October 1969.

Dr. John Rees, Director of the World Federation of Mental Health, wrote in 1958: "In the Union of International Associations, I see a technical, regulating organization in the international field. Its publications and meetings have made a substantial contribution to the accomplishment of this task. No other body has tackled it."

5) The activities of the service centre deserve a mention, for requests for information, advice and help of all kinds take up quite a lot of the UAI's time. They range from a mere telephone call to a stay lasting several weeks by research workers or students. They come from every possible source, both official and private, international and national, scientific or commercial. They involve equally varied work ranging from a letter, through an interview lasting several hours, to contracts covering nearly a month's work.

It would be desirable to extend even further the activities of this sort of clearing-house or intermediary organization. We are thinking particularly of the part the UAI might play in advising university professors and students in search
of a thesis subject or other reference material on those questions which the international associations would like to see studied, and on which they have plenty of documentation but not the necessary university collaborators.

6) Before concluding this already long survey of the effective work of the UAI, I must mention another achievement — the most important of all to our mind, even though it belongs to what we might call the world of invisible things.

This is the consolidation, and we might even say the defence of the international private sector, which may come to be the main support of the national private sectors to an increasing extent.

The root of the problem has been sufficiently defined in the article by Mr. Etienne de la Vaillée Poussin and by what I myself said at the beginning of this very article concerning the general aims of the UAI.

By the whole range of its work of documentation, studies, service and promotion, throughout the whole span of the last sixty years, it has attempted to disseminate a better knowledge and understanding of the scope and value of the international private sector, to study its weaknesses as well, to develop its effectiveness, increase the use of the INGO's technical competence and influence on public opinion, to underline the complementary character of the public and private sectors, and to promote co-operation between them.

Furthermore, special publications have been issued by the UAI for this purpose; for instance, in 1960, "International Co-operation and You" by Mr. Louis Verniers, which appeared in four languages; in 1962 "Freedom of Association — a study of the role of international non-governmental organizations in the development process of emerging countries", by James E. Knott.

A project involving a poster for UN Headquarters, designed to visualize the INGO's contribution to the work of the United Nations was put forward by the UAI in December 1959 with the help of the artist Jacques Lendot.

The UAI stimulated and then helped with the compilation of memoranda and university theses on INGO's, and with having them reviewed in studies on international organization.

Today, it may be said that every new book dealing with international organization uses the information and statistics published by the UAI, and quite often reflects its point of view on the role of INGO's, which were hardly ever mentioned in any works that appeared between 1925 and 1960.

V. CONCLUSIONS

Without the UAI's work, both recent and in the past, the international non-governmental organizations would not, as a group, occupy the important place they now have in the thinking of research workers and of the officials responsible for public international affairs.
If the UAI did not exist, it would have to be created. Since it exists, it must be able to secure the means necessary for its present work and its future requirements.

For a long time many international associations did not grasp the fact that they had so much in common that it was essential for a body like the UAI to exist. In this, they reflected a trend of thought current in the outside world. Many people thought that there was no common denominator or reason for associations pursuing different aims and active in different fields to co-operate with each other.

This stage is more or less behind us now, and everybody is aware that the same rule applies to the group formed by the international associations as it does to other groups: those of manual workers, industrialists, traders, etc. — a group which has a definite function in human society, along with a common methodology and future despite the internal diversity of its work, output and members. But should we not look even farther ahead, in view of the prospects and possible developments bound up with the internationalization of this world of ours and the structures and circuits which may develop in consequence?

At the crossroads between the individual, the power of the great international bureaucracies of the family of nations, and the might of the giant transnational business enterprises, the international non-governmental associations — the working or middle classes of international co-operation — may, if they secure the indispensable support of the States, transnational companies and foundations, become the initiators of genuine progress in an environment which must remain human.

As is stressed in the working document of the Conference of International Associations held by the UAI in Geneva on 8th and 9th September 1924:

"Generally speaking, the International Associations are called upon to play the same part in international affairs as the National Associations play in the internal affairs of each nation...

"International affairs are quite another thing from diplomatic negotiations and the often perilous competition of powers. They are also compounded of the vast activity of mankind — individuals, groups and nations — activity on such a scale that it cannot be confined within the narrow limitations of political boundaries...

"In every age, progress has been due to the convergent action of three dynamic forces: the greatly gifted individuals who discover and create; the free groups which organize and stimulate; and the official authorities who, acting through their administrative offices, generalize and impose those measures. It seems that every civilization which seeks to disregard one of those three forces will not progress but fall behind..."
From this period date his treatises on the Rights and Obligations of Enterprises engaged in Public Works (1885), which is still authoritative, and on Counterfeiting (1888).

Bibliography was to unite two men: passionately fond of mountaineering, in 1889 Henri La Fontaine published a Draft World Bibliography on Alpine Ascensions, followed in 1891 by an Essay on the Bibliography of Peace; while Otlet, also in 1891, collaborated with some of his brother barristers (he had just been called to the Bar) on the Periodical Summary of Law Journals.

Paul Otlet 1868-1944

Henri La Fontaine was to join this team, and from 1895 onwards his name remained bracketed with that of Paul Otlet. The two friends embarked on a collaboration which was to last until death parted them. This was the creation of the International Bibliographical Bureau, the inauguration of which was sanctioned by a Royal Decree of 12th September 1895, and the International Bibliographical Institute. The former drew up bibliographical repertories, the latter studied the best and most modern methods in this field.

An International Bibliographical Conference was held in 1895 on their initiative, and this was to ensure the publication of the Universal Bibliographical Repertory which, using the working methods of Melvil Dewey but improved and complemented by the authors with the agreement of that American writer, was to affirm and generalise the Universal Decimal Classification.

Called upon in 1893 to teach international law at the new university which had just been opened, Henri La Fontaine was elected to the Senate in 1895. He held his seat until 1912, during which period he was Vice-President for many years. Questions pertaining to international law and politics interested him, but pacifism was his passion.

In 1889 he founded the Belgian Society for the Arbitration of Peace, which organized an International Peace Congress at Antwerp in 1894. The first conference in The Hague in 1899 had paved the way for international arbitration, and there was no manifestation in its favour in which La Fontaine did not participate. His work in this sphere was to be crowned by the award of the Nobel Peace Prize in 1913. Already in 1901 he had published a history of international arbitrations, and by his participation in peace congresses and in conferences of the Interparliamentary Union, he had let no occasion escape of propagating his pacifist concepts.

The growing number of international associations being established in Brussels and the development of those non-governmental organizations incited the two friends to set up, in 1910, the Union of International Associations, the development of which has proceeded uninterruptedly over the years. It was on their initiative too that Belgian legislation which, until 1921, had refused to endow non-profit making associations with a definite legal status, passed a law on 25th October 1919 creating the status of international associations for scientific purposes, thus giving a number of bodies which had established their headquarters in our country a chance of benefiting from the privilege of becoming a legal entity. This was the fortunate outcome of a number of bills tabled in Parliament since 1906.

In 1912, Henri La Fontaine and Paul Otlet stressed the importance of the federation of international organization on the basis of co-operation and co-ordination.

"Co-operation is founded in the first place on the division of labour and the allocation of work, and secondly on the concentration of the results accruing from such organized work."

"Co-ordination is based on overall programmes, collective aims decided upon by mutual agreement, and consent as to the best ways of achieving them." (International Affairs and Attempts to Organize Them, in "La Vie Internationale", 1912, page 22).

Over sixty years ago, those two visionaries clearly perceived that "international life required the attention of all in this day and age" and that "in actual fact, people lead an international existence: their life, so to speak, is impregnated with internationalism, whether the question is one of ideas to which they owe their intellectual formation, the products they consume, the markets to which they send the fruits of their labours. They begin to perceive very clearly the possibility of superimposing a world structure on the social structures which,
in modern times, have led to those of the State after passing through the various stages of the Family, the City, the County and the Duchy." (Op. cit., page 10).

Consequently, there is nothing surprising in the fact that, during the first World War, the two friends — although divided by events, one being in the United States and the other in Switzerland and France — both campaigned for the creation of an international political body. As early as October 1914, Paul Otlet published a draft "general peace treaty based on a world charter asserting the rights of mankind and organizing a Confederation of States", in which he advocated the organization of a League of Nations. He further clarified his concepts in "International Problems and the War", a work published in 1916 in which he proposed the establishment of a spiritual power endowed with worldwide executive powers. In Paris, he was a member of a group that promoted a society for a league of Nations based on an international constitution; in May 1915, he published a draft constitution and, the following year, "The world constitution of the League of Nations" which set out in much detail the basis on which the new organization should be founded.

At the same time Henri La Fontaine, in the United States, with the help of the World Peace Foundation, published his essay on constructive pacifism entitled "The Great Solution", which proposed the statutes of an international organization of States and provided for an international administrative body, periodic conferences between delegates of the member States, the incorporation of international jurisdiction, and developing the ideas put forward at the 1907 Peace Conference. Aware that this charter would be as important to mankind as a whole as Magna Charta had been to the national history of England, since it too would ensure law and order throughout the great Family of Nations, he gave it the name of "Magnissima Charta". While a Latinist might prefer the superlative "maxima", the fact remains that the project was a bold one and was aimed at preparing the Anglo-Saxon races to accept the idea of instituting a League of Nations.

Thus, on both sides of the Atlantic, and in the very heart of the death-struggle rending half Europe, the two friends were pursuing their common ideal of world peace through the constitution of a League of Nations.
28th August 1921, on the Woluwe Plain in Brussels, in the name of the International Confederation of Students whose headquarters were also established in the World Palace, I thanked the owner of the Val Duchesse Estate for the welcome extended to us and expressed our hopes that the International City would rise on that same plain — a group of buildings and pavilions destined to house the international organisations around a number of central departments capable of governing the political, economic, social and intellectual life of all peoples from the Mundaneum.

Unfortunately, it was only a dream which materialised nowhere, neither in Brussels nor Antwerp, nor again in Geneva, despite the great interest displayed by the famous architect Le Corbusier in the project.

Succeeding years brought the promoters of the Union of International Associations a great many disappointments and difficulties. When the State took back the Cinquantenaire Palaces, La Fontaine and Otlet were obliged to move with their collaborators, collections, archives and documentation, to whatever premises they could find, and to continue their work in extremely uncomfortable material conditions.

The German occupation was to complete the disaster when the military government destroyed 63 tons of periodicals.

Yet the two friends never let themselves be discouraged.

Henri La Fontaine was to die on 14th May 1943. In his house on Square Vergote, his collaborators and friends regrouped themselves around Paul Otlet and Mile. La Fontaine in order to pay a last tribute to the great champion of international co-operation and world peace. A year later, on 10th December 1944, it was Paul Otlet's turn to leave the world which had understood so little of what this pioneer of international organization was trying to do by dedicating the full scope of his intellect and fortune to the progress of international co-operation.

But the work these two pioneers left behind them is vast indeed: not only their concepts regarding political and intellectual organization among nations have begun to be implemented first in the League of Nations and later in the United Nations Organisation and UNESCO, but their other creations: The International Bibliographical Institute, the development of decimal classification, the invention of microfilm records, the grouping of the international non-governmental organization into the Union of International Associations — all these remain as living testimonies to these men of genius, not only in our own generation but in those to come.

Belgium must keep the memory of her two great citizens ever green.

But their concern was also directed towards intellectual organizations which they would have liked to see placed under the direct control of the League of Nations in its capacity of "guardian of the cultural inheritance common to all peoples".

In November 1920, Otlet and La Fontaine proposed a plan for the international organization of intellectual work within the League of Nations. Thus, the Intellectual Co-operation Commission came into being, with Otlet presenting an introductory note on its work. Part of this plan was to be implemented by the creation, in Paris, of the League of Nations Institute of Intellectual Co-operation. Both friends enjoyed the privilege and honour of welcoming all the members of that Commission in the World Palace in Brussels during March 1923. Meanwhile, their two leading promoters of international organization had continued their activities in Belgium in the Field of international associations.

Having secured the government's agreement to use one of the halls in the Cinquantenaire Palaces, in September 1920 they installed there all the organizations they had created: The International Bibliographical Institute and Bureau, the International Library, the International Press Museum, the Union of International Associations. The entire settlement was given the name of World Palace or Mundaneum, and it was also destined to house a great documentary museum for the purpose of providing an overall picture of human civilizations and achievements. But the lack of means prevented this project from materializing, and the modest attempts to which the founders were obliged to restrict themselves only earned them the derision and wilful misunderstanding of the government and the general public alike.

Through their teaching they spread their science and their knowledge.

From 1896 Henri La Fontaine gave a course on the rights of man at the New University, born of protest, at the Free University of Brussels, and this he was to be responsible for until 1914. After the First World War, the Belgian Institute of Higher Education, having survived the "New University", made him responsible for lectures on the League of Nations; Henri La Fontaine studied aspects of new international law (1920-1921) and he drew up and initiated a course on world law on which he lectured up to the eve of the Second World War, dealing with the new structures and development of the world community seen from the legal, intellectual, moral and economic points of view.

As for Paul Otlet, he was entrusted, from 1910 on with courses on the organization of international life developing, on the one hand, his conception of intellectual economics, universalism and new aspects of international problems, and, on the other hand, devoting himself to encyclopedic matters, synthesis of the Sciences and the international organization of intellectual workers.

Also in 1920, La Fontaine and Otlet founded the International University Fortnight which was soon to grow into the International University, a meeting-place of the cream of the professorial and student circles in all countries — another element in the construction of that world city they dreamed of. The students were closely associated with the project, and I remember that on
FUTURE PROSPECTS FOR THE U.A.I.

by Robert FENAUX, Honorary
Belgian Ambassador.

"A drive towards the ideal, a comprehension of what is real"

JAURES.

"Private international organizations are best able to express the relationships based on mutual interests, ideas and tastes among the social groups of various countries. They are the best evidence of the growing internationalization of contemporary life. These non-governmental organizations stimulate international co-operation and, through their work, have often paved the way for the creation of governmental organizations. They attest to the extremely rapid development of international contacts in the most widely varied field they are the outcome and expression of a genuine international opinion, especially in the Western democracies." Pierre GERBET. "The International Organizations."

"The work done by non-governmental organizations has, in many cases, preceded and stimulated that of the individual governments. It was inevitable that such co-operation between private bodies and government organizations should assume ever more complex forms and demand a periodical rethinking of working methods for purposes of improvement and constant development. It is not the first time in the course of the U.I.A.'s fifty years of existence that this has been done... I should once again like to state the great value which the United Nations Organization attaches to the work you are doing, day after day, in order to develop international comprehension and co-operation... The United Nations Organization needs your help, and relies on it absolutely." P.P. SPINELLI.

(Statement by the Director of the United Nations European Office, representing the Secretary-General at the conference of International Organizations which are corresponding organizations of the UAI, meeting in Brussels on 3rd September, 1958.)

"The UAI must be associated with the peace problem since it is a scientific research organization which studies the activities of all existing international bodies." Professor KOVALSKY (U.S.S.R.) Report to UNESCO.

Our century, in search of a civilization based on universal concepts, seems to display a dual feature of complexity and solidarity.

A complexity of things and a solidarity of people. Human activities develop on all sides in an increasingly shrunken and compact world. Information flies round the world at the speed of sound, and the appearance of the ultimate weapon has given every human being, white or black, rich or poor, religious-minded or agnostic, the same apprehensive perception of a single inexorable fate. Hence the signature, this year, of the treaty on the non-proliferation of nuclear armaments by ninety-two of the world's nations.

The old city walls may still be standing, but they are no longer the impregnable guardians of those closed communities of former days. Even the word "international", which so recently came into general use, has become obsolete. Contemporary dictionaries still define it as a neologism, and describe it as the concept of nation-to-nation relationships. The forerunners and founding fathers of internationalism, whose bold and generous initiatives have been depicted by Lange and Schou (*), forecast the excesses of our day and age, but were far from imagining either the speed or extent of those excesses...

Lange and Schou. Histoire de Vinternationalisme. 3 vols.

The age of solidarity

Paul Hymans, my old teacher, used to say back in 1901 in his penetrating way: "Nobody can live by himself alone... nobody can live for himself alone... The concept of solidarity will predominate this century. Those who do not understand it, or who try to escape its implications, will come to grief." But that far-sighted politician who, twenty years later, was to become the first president of the League of Nations, was at that time thinking of his country, Belgium, and the surrounding European nations.

For, only yesterday, Europe was the organized world, with its overseas ramifications: the American continent and the colonial empires in Asia and Africa. Those were the bourgeois days which Siegfried described so well in "The Soul of Nations": — "In all good faith, the 19th century believed itself to be nationalist and imperialist... in actual fact, though, it was internationalist and liberal." Yes, but in that privileged sense which meant that "the white race of the Western or European world had, under its direction, achieved a form of world unity reminiscent of the old Roman Empire. As soon as one left Europe one found oneself in the midst of a kind of international mercantile republic operating under the aegis of Britain, in which all whites, whoever they might be, did in fact enjoy the same rights... The climate was one of trade, and almost of free trade."

The golden age (in the financial sense as well) of a favoured race and class whose prosperity spread far and wide. Half a century of political and social upheavals have disrupted that world of middle-class citizens, satisfied with themselves and with others as Joubert said, and have moulded a new society. I am thinking of a concourse of earth-shaking circumstances: here the granting of universal suffrage, elsewhere a revolution of the masses, and everywhere mass demands for better living standards and prospects; on the international plane, the granting of independence to colonies, the temporary humbling of a divided Europe, the rise of the great super-powers, the United States and the USSR, the prodigious recovery of Japan, the smouldering, teeming land mass of China.

The World of Yesterday and Today

Today, international affairs have been thrown wide open to a universal future. No longer do all roads lead to Rome, where faith and morals are concerned, or to Paris for wit and literature, to London for diplomacy and business, to Berlin for military strength. The modern world has become emancipated from Europe of yore, but through force of circumstances still retains relationships based on mutual interest, which are important to our theme.

The present picture of the international organization of States reflects this transformation. The UN has established its headquarters in New York and its regional centres which radiate economic and social activity are to be found in Bangkok, Addis Ababa and in Santiago de Chile, even though Geneva has resumed the full scope of its international function.

The centre of gravity of the world capitalist system is to be found in the United States, where the Monetary Fund and the International Bank are located, but
specialized international co-operation bodies are to be found in Paris for education, science and culture; in Rome for food and agriculture. In Geneva again for Labour and Health, and in Vienna for atomic energy. The USSR and its socialist system participate actively in world organization, but in the restrictive sense of “peaceful coexistence” which implies walls and aloofness and suspicion. Finally, Communist China is still kept out of the game even though there seems to be general agreement on the threat of such exclusion to collective security.

On the regional plane, America and Africa have charted their continental relationships at different levels, and the two halves of Europe — the Strasbourg half and the Moscow half — have formed themselves into communities. Organized regional alliances round off this intergovernmental diagram.

The International Associations

Another institutional order based on private initiative, whose bodies are marginal to the States, has covered the world with a vast network of non-governmental organizations. In an epigraph at the head of this article, we read that Mr. Spinelli, spokesman for the world intergovernmental organization, paid the non-governmental organizations the tribute due to their pioneer work in the field of co-operation which, in many fields, “preceded and stimulated that of the individual governments”, on the national and international planes alike.

Here again, through the inherited and acquired workings of creative genius, we find that the network of international bodies is the densest of all in Europe: with the sole exception of New York, the great centres of these non-profit-making bodies are to be found in Paris, London, Brussels and Geneva. This is a tradition which perpetuates itself in the same way as it came into being: spontaneously, from the dominating principle of free enterprise®.

On the great loom of spiritual and temporal values, there are men at work day and night, uninterruptedly weaving a serried web of solidarity. Some threads may break while others stand up to hard wear, but like Penelope’s tapestry, the work knows no let nor pause. Human relationships are linked and interwoven in a brilliant tangle of societies, federations, leagues, alliances, syndicates, unions, co-operatives, chambers and clubs — all with the most varied aims — which bring ideas, interests or aspirations into close contact.

UNO and the NGO

The organization of States has noted and acknowledged the scope and importance of the non-government organization of international associations by granting them an advisory status. Article 72 of the United Nations Charter provides that “the Economic and Social Council may make all arrangements it deems useful in order to consult with the non-governmental organizations dealing with questions coming within its sphere of action”. A Consultation procedure has been worked out — and recently amended — on the basis of criteria of importance. Having had the honour, during the Fifties, of presiding in New York over the United Nations Committee in charge of non-governmental organizations, I was able to adopt as my personal credo this new aspect, and such an essential one, of an international co-operation which is as yet far from complete.

Intergovernmental sessions, assemblies, councils, commissions and committees, are diplomatic conferences attended by representatives who are generally designated by their respective States or the authorities responsible to those States. I grasped the whole import of this prerogative of responsibilities when I witnessed at the time the actions of a large trades-union federation which tried to block the work of the government delegates. An intolerable pretension, and one which was, moreover, not tolerated, but the unfortunate outcome of which was possibly to get this advisory work, the essential sounding of international opinion, off to a bad start.

The Communist States and the NGO

In those days, the instructions given to Communist delegations were systematically opposed to wow-governmental organizations, most of which came from the Western world — more or less in the same way as Coolidge’s pastor was against sin. In this case the sin was indeed original, in that the principle had arisen of free associations which could aim at escaping the hegemony of the various States, but not necessarily that of economic imperatives.

Since then, the Communist States have, if not revised their attitude towards non-governmental organizations, at least shown greater flexibility of approach. They have become more pragmatic, and their criticisms are directed less at the nature of those organizations than at the implementation and allocation of the advisory status.

On the basis of these calmer trends stemming from the standpoint of peaceful coexistence, some Russian authors find that the non-governmental organizations (at all events the most responsible of them, those in the “special category”) make an important informational contribution to international affairs. This viewpoint was expressed in the magazine “Law and the Soviet State” by Mr. Morozov, Director of the Department of International Organizations at the Institute of World Economics and International Relations in Moscow.

In the mind of this top-ranking Kremlin civil servant, there can no longer be any question of throwing a veil of silence over huge wow-governmental international enterprises that organize resounding congresses, negotiate with governments and legislative bodies, chart agreements, send out missions — all to such an extent that these enterprises do indeed appear to be the expression of an organized public opinion.

The NGO and the Law

Now, the NGO’s are nothing and do not exist under international law, except insofar as the provisions of the Charter regulate their participation in the work of the United Nations, this being extended to embrace the UN’s Specialized Agencies and the regional organization of States (*). Mr. Morozov regrets this, and suggests “the concerted agreement of States” in order to grant the

(*) “The associations have no international legal status. Apart from the jurisdiction of the State on whose territory they are established (which sometimes grants them the benefit of special legislation) they are regarded as foreign legal entities and their activities run into multifarious difficulties”. Pierre Gerbert, “Les Organisations Internationales”, Presses Universitaires de France, page 55.
NGO's which obey the principles laid down in the United Nations Charter "a single legal capacity extending over the territory of all States in which those organizations have local sections".

This attitude on the part of a senior Soviet civil servant — and which, in Moscow, is never the expression of a purely personal conviction — seems to me to be important. Especially as it coincides with the attitudes adopted by various communistically-minded international associations which are beginning to take serious liberties with regard to the governments of the popular democracies. It is certainly the sign of a development favourable to the aims of international co-operation.

The Support of the Third World

While rejoicing at this new trend, I am also thinking about the extremely desirable support and participation of the Third World in non-governmental organizations, and in particular that of the young nations of Africa. The newly constituted States practically all pass through the trials of authoritarianism, usually the military variety. Free enterprise is unavoidably hindered. Consequently, the international associations — churches, trade unions, Chambers of Commerce or humanitarian bodies such as the Red Cross — encounter a deep suspicion, for the very good reason that they bring with them an aura of Western interest. This suspicion can and should be dispelled by objective co-operation, for the non-governmental organizations are in a position to supply unparalleled moral and material aid to the developing countries.

Indispensable Co-ordination

But all those with practical experience of international organization know that it has a functional defect: that of watertight compartments, dispersal of efforts and means, overlapping of initiatives, duplication of work, and consequently, an urgent need for co-ordination. How many suggestions have been put forward with this in mind! I am speaking from personal experience, having one day been delegated by Unicef to Geneva in order to plead the case for the necessary co-ordination of that body's activities with those of the World Health Organisation, after years of annoying difficulties.

The recent Jackson report on the strengthening of the implementation mechanism, published by the United Nations Organisation, shows in this connection the great need to rationalize international activities, bearing in mind both the vast scope and diversity of the work to be done in the sphere of development, and the inadequate means available for doing it. The conclusions reached by Mr. Jackson are equally valid where private international organization is concerned, and, in passing be it said, it is a pity his investigation was not extended to cover this sector also.

We are now coming to the reason for the existence of the UAI, concerning which we have already learnt from Mr. Speeckaert's historical survey in the preceding pages, about its origins, course, development and expansion. The profusion of international and transnational activities can be compared to the traffic in a city. It needs to be regulated by a well-organized police force, to be signposted and directed.

The Task of the UAI

The UAI has been entrusted with that task ad hoc. An association of associations, the co-ordinator of other international organizations, the UAI might define its purpose in this fine aphorism of Rousseau's: "A splendid order in general which attests to the harmony of the various parts". A kind of international registrar and land surveyor's office, the UAI keeps a record of identities, an index of activities, a survey of knowledge on the trends of international organization, both governmental and non-governmental. It is the Board of the UAI which urges the creation of new international associations — or possibly discourages them. It is the UAI's verdict, its "dignus est intrare" in the Yearbook, which sets the seal of authenticity on each association.

"Who does what" in the field of human relations is possibly the great enigma of our day and age: the UAI's vocation is to answer that question, and it has armed itself with the necessary tools to do so. Its information is the fruit of a unique range of documentation which is constantly being added to.

But tradition and reputation entail obligations. So the UAI has decided, in order to meet the demands of the time, to update its store of knowledge by means of an integrated, computerized system. It will then always be able to present a complete, worldwide picture — overall, details and perspective — of all international and transnational achievements and projects. This way of adapting itself to 20th century requirements will endow it with powerful means of collecting and distributing information. Mr. Anthony Judge, who has devoted his expert attention to this work of modernization, describes the plan farther on.

UN Agreement

An informational centre, the UAI quite naturally became a publishing house of reference books and other works pertaining to international organization.

In 1950 the United Nations Economic and Social Council, on receipt of a proposal to publish a directory of non-governmental organizations, realised that this work was already being done by the UAI. Consequently, a resolution invited the Secretary General to extend "the broadest possible co-operation" to the Union with a view to the publication of a complete yearbook.

The Yearbook

Having thus been officially approved by the United Nations Organization as a documentation and information centre, the UAI was able to give its Yearbook the impressive appearance we know so well, and it has now become the world's bible for everything connected with the full range of international and transnational activities.

The undertaking is so vast that it has supplied the UAI with its means of existence and gives the impression that the association is, to all intents and purposes, a weighty tome. It comes out every two years, though plans are afoot for an annual publication with a version in French. Thirteen editions have already appeared, with information covering 4,300 organisations. And all this is rounded off by the voluminous record of international congresses: "International Congress Proceedings".
The UAI Magazine

But while the UAI justifies its existence through its documentation, information and publishing service, that is not the entire scope and limit of its work.

An idea of its other activities may be gained from perusing the collection of its monthly magazine "International Associations". The organic life of the international associations is reviewed from every angle in these pages. Thus, private activities in the international sphere, of comparatively recent date, have posed a whole mass of new problems of principle, of organization and executive personnel. The UAI collects all the surveys published on such problems, and quite often carries out its own surveys as well. Such research work is done systematically, and it might be asserted that the sum total of these published works are valid as laying down precedents, and even as jurisprudence, in this still confused sphere of action.

The UAI is helping in the establishment of a genuine private international civil service through its uninterrupted work of research and investigation, conferences, debates, seminars, publications and varied initiatives directed towards all problems whether these be legal, administrative, technical or of any other kind, so long as they are common to the non-governmental organizations.

The first seminar on private international organizational affairs was held last year in Turin under the aegis of the local International Centre, in the presence of representatives of numerous non-governmental organizations. This event aroused lively interest, and the subject appeared so rich and varied that the Italian authorities have offered to repeat the seminar and are even contemplating making an institution of it.

The Services rendered by the UAI

Through the competence it has acquired in international organizational affairs, both public and private, the UAI renders signal service to a large clientele composed of State or non-governmental international organizations, national administrative bodies, public offices, private enterprises or persons, particularly in the form of different kinds of contractual work.

The UAI is a body which maintains contacts and liaison with the entire international co-operation mechanism, public and private, and does so at all levels — worldwide, regional or national.

Co-operation has been established between the UAI and the FAO for more than ten years now. The Food and Agriculture Organization called on the services of the Union for a number of subjects on the agenda of its conferences on international organization, such as: the legal status of NGO's, the definition of the various types of statutory organizations and international meetings, the methods of distributing the results achieved by NGO's in their work, the organizational structure and operation of NGO's, executive training within NGO's, the organization of a complementary pension scheme for NGO's personnel.

The UAI Secretariat multiplies its contacts, receives innumerable visitors from all over the world, and its representatives are invariably present at important events bound up with the international movement. This ceaseless interchange of visits and initiatives has given the UAI an extremely dynamic experience of the work of the international associations.

Conferences

One of the UAFs many specialized activities pertains to congresses in the modern sense of that term: meetings of persons who debate subjects of mutual interest or common activities.

The UAI has launched a programme of meetings for the study of international congresses from every aspect: the sociological phenomenon, the administrative structure, the economic venture, and the instrument of human progress.

The UAI, which suggested the building of congress centres — including that of Brussels — has worked out a skilful technique regarding such international events, and this causes it to be consulted very frequently indeed. Now, international congresses seem to be assured of growing prosperity, judging by their steady increase which, from some 3,000 today, is likely to rise to about 30,000 by the end of the century.

When it is realized that a world congress of any size brings in about half a million dollars to the town which offers it hospitality, the economic importance of such an undertaking is easily grasped. As a result, new careers — such as those of organizational experts — have come to join the already traditional vocations of interpreters and translators.

The UAI has assumed the task of helping to train this conference personnel. The experience it has acquired in the field of international secretarial work enables it to assume the administrative direction of several organizations.

One of its current projects advocates the building or appropriation in Brussels of an International House which would Group the secretariats of various international organizations around a nucleus of common services.

The Creation of a Study Centre

Another project — conceived and pursued by Mr. Speeckaert — aims at creating a Museum-Study Centre on International Co-operation, to shelter the UAF's archives, its important reference library and its unequalled collection of documentation dating back many years. This study centre would be open to professors, research workers, students, trainees or international civil servants of all nationalities who are already approaching the Union for the material they need for their work, surveys and theses.

On the other hand, permanent and temporary exhibitions would shed light on the history of the international movement, its development and its work over the last 150 years, and the topical nature of international organization.
The Profit-Making NGO

And now a new path has opened up before the UAI; the transnational companies. The 2,600 or so associations which today gravitate in the orbit of international co-operation have disinterested non-profit-making objectives. But the business world, which has grown to planetary dimensions, also claims to set up an organization without frontiers. The International Chamber of Commerce held its congress last year in Istanbul, during which it foresaw the fast-developing concentration of world business, three-quarters of which would reduce the great centres of economic activity to about 300 towns. The UAI has been invited to prepare for the advent of these non-governmental organizations of a new kind, and work out the criteria governing their inclusion in its yearbook and directory.

Symposia, Seminars, World Congresses

The UAI’s expansion with the help of new means should enable it to carry out, stage by stage, a vast plan which is essential to the future of non-governmental international organizations and which is undoubtedly of universal interest. Many problems common to all these organizations must be examined and solved from the legal, administrative or technical standpoint. The persons primarily concerned are the executives of those organizations: they should be called upon to meet in small groups for the preliminary work. Then the stage would be set for a genuine seminar on the present and future role of the organizations and their relationships within the new league of nations. Such a seminar might consist of about a hundred people selected from the most varied environments: statesmen or industrialists, trade union leaders, university professors, experts on international affairs, and also executives of inter-governmental organizations, national study centres dealing with international relations, or members of the great foundations. Finally, a World Congress of International Organizations would be called upon to pronounce on the conclusions of the seminar and to formulate recommendations.

A truly democratic procedure which would tend to associate competence with responsibility and the common weal with the individual interests of all parties concerned.

The Aim: Peace

At the term of these efforts, there is an act of peace in accordance with the aims of the United Nations Charter — an act of peace which the UAI was invited to perform by Unesco when the latter associated it with its "long-term plan of action in favour of the consolidation of world peace and the development of peaceful co-operation".

In this connection, Unesco consulted a group of experts whose work was summed up in a report by Professor Kovalsky (USSR). This report states: "The problem of peace cannot be dissociated from the UAI, a scientific research body which studies the activities of all the existing international organizations".

On the basis of this recommendation, Mr. Maheu, the Director General of Unesco, stated in his report to the Executive Council:

"The Union of International Associations announces the creation of a computerized information centre which could co-operate with Unesco by supplying the latter with data on the international, national and local organizations dealing with questions of interest to the Unesco plan for peace (e.g.: education directed towards international understanding, co-operation with youth, social science research, research for peace, informing the public, etc. For this purpose, the UAI might need some financial assistance from Unesco as well as other forms of support (1).

And here, as Dumas might say, we are witnessing a body which generates and coordinates private international and transnational co-operation becoming integrated with the public intergovernmental movement by rendering the latter an invaluable service in the field of information and documentation.

A Stimulus to the Responsible Authorities

In his work on international organizations, Mr. Pierre Gerbet devotes an entire chapter to private international associations.

These organizations, says the author, which are constantly increasing in number, "constitute the best expression of the relationships based on interests, ideas or tastes between social groups of different countries. It is they which best reflect the internationalization of contemporary life. These non-governmental organizations exert a variable degree of influence on their governments, to an extent which is often difficult to determine but is by no means negligible. They urge them towards international co-operation, and through their work, have often paved the way for similar governmental organizations" (2).

And he sums up: "The dynamic, creative role of the non-governmental organizations, which have often blazed the trail for the States along the road to co-operation and have incited them to set up inter-governmental organizations (such as the International Association for the Legal Protection of Workers, which aroused the first inter-government talks which, in 1919, led to the inauguration of the International Labour Office) will undoubtedly contribute to the progress towards a gradual attenuation of government intervention in international organization and towards better liaison between individuals and the international community." (2)

This conclusion reached by a political philosopher, who regards the international associations as a kind of great human cry capable of influencing the consciences of the responsible statesmen and — better still — of urging them to action, is echoed in the fine survey by Mr. Alfréd Sauvy on "public opinion".

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The eminent French sociologist has emphasized the increasingly evident fact that "there can be no democracy without information". Now, public opinion — whether spontaneous or dictated — "has often been gravely at fault in the course of contemporary history" and, if mistakes have been the rule rather than the exception, this must be ascribed to the paucity and inadequacy of information.

Everywhere and at all times the stress is laid on the moral and political necessity of complete and accurate information. Reasons of State, "might is right" or just simply "we have our reasons..." will be rejected to a growing extent until they come to be regarded quite rightly as intolerable, as public opinion comes to be more objectively informed.

Mortal danger can stem from a failure in communication at the tragic summit of an escalation. Hence the famous "hot line" between the two super-powers...

Mr. Sauvy quotes from a play in the repertory of the melodrama which is a striking picture of misunderstanding. A young deaf and dumb boy was left alone for a few moments among blind people who became alarmed at sounds they could not understand. The deaf and dumb boy, seeing their frantic gestures, felt obliged to defend himself, with the result that one of the blind men, armed with a knife, put out both his eyes...

The moral of this story is this: "That is what society is like. It can only live in relative harmony if the widest forms of communication are open between the various groups, and especially between potential antagonists. If those communications are properly established, then public opinion can play a powerful part in stabilizing the situation".

Oedipus and the Sphinx

Public opinion, communicating across the partitions and curtains of a growingly interdependent world, constitutes the serried network of all these organizations or associations of a non-governmental nature which are sometimes wrongly termed "international" for lack of a better word able to define and portray their new dimensions.\(^1\)

But the ransom demanded by the progress of science and the malicious developments of our day and age seem to multiply the enigmas at the same rate as mechanical and technical means are found to solve them. Like the Sphinx in the fable, they threaten to devour ignorant passers-by. The symbolic figure of Oedipus who successfully withstood that peril, seems to us to be a fairly good way of illustrating the destiny of the UAI.

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\(^1\) See farther on the article by Mr. Anthony Judge on an international data bank.
was played, in the drawing up of those parts of the Charter dealing with Human Rights, by the representatives of about forty American organizations and associations which had been admitted to the Conference of San Francisco as "unofficial consultants" to the United States delegation. Chiefly by means of contacts with the United States delegation and with other delegations to the Conference, they contributed, it seems, to the adoption of Articles 68 and 71, which are the two articles which provide the basis for practical action on the part of the United Nations and for participation by non-governmental organizations in this field. Article 68 stipulates that the Economic and Social Council shall set up commissions whose chief aim shall be to ensure progress in Human Rights, and has achieved the creation of the Commission on Human Rights and that of the Commission on the Status of Women. As for article 71, which permitted the Economic and Social Council to take any useful measures for consulting non-governmental organizations dealing with questions which lay within its jurisdiction, it thus established the basis for the collaboration which was to be set up and developed in various forms. This article specifies that the said measures shall be applicable to international organizations and, if necessary, to national organizations after consultation with the Member State of the UN.

From 1946 onwards, as a result of demands from several non-governmental organizations desirous of obtaining for their representative participation in the work of the Economic and Social Council, and in pursuance of Article 71 of the Charter, the General Assembly did in fact recommend that the Council should, as soon as possible, take all necessary steps to permit such NGO's, whether international, national or regional in character, on whose experience it might be deemed necessary to call, to collaborate with the Council as consultants. In 1946 a system was established to enable such consultations to take place. At first, its procedure was somewhat rudimentary in character, but it was properly codified in 1950 by the Council in Resolution 288 (X). Since then, in 1968, new dispositions have been set out under the terms of Resolution 1296 (XLIV) of the Council, and this is the code governing the situation at the present time.

The Council decided that it would be useful to develop consultations with NGO's to as great an extent as possible, and therefore in the resolution it defined in a detailed manner the principles to be applied in the establishment of such relations and the different methods to be followed, according to the category of organization. To this end, the Council makes a distinction between those organizations which deal with most of its activities (those vested with General Consultative Status in Category I), those organizations whose action and special competence are expressly limited to only a part of its field of activity (those vested with Special Consultative Status in Category II) and those organizations which may, on certain occasions, provide a useful contribution to the work of the Council or to some of its subsidiary bodies (these are not vested with Consultative Status, but their names are allowed to appear on a list). The number of NGO's which at present have been vested with Consultative Status is: for Category I, 16, for Category II, 116; and in addition, 40 NGO's are included in the list. Organizations to which Consultative Status has been given in the second category, because of their special usefulness for Human Rights, come under a special heading. It is stipulated that such organizations must have international activities of a general scope in the relevant fields, and not be limited to the interests of a certain group of persons, nor of one single nationality, nor to the situation of one single state nor of a small group of states. On the question of admission to consultative status in this category, it has recently been stressed that special consideration will be given to applications coming from organizations whose aim is to fight against colonialism, apartheid, racial intolerance and other manifest violations of Human Rights and fundamental liberties.

A detailed examination of the procedure for consultation laid down in Resolution 1296 (XLIV) and in that which preceded it, reveals that they provide the NGO's with an effective means for active — and, to a certain extent, direct participation in the work of the Council and of its subsidiary bodies, and especially in that of the Commission on Human Rights and in the Commission on the Status of Women. Thus, those organizations in Category I may, with certain reservations, propose the inclusion of questions in the draft agenda of the commissions. In addition, those organizations in categories I and II may, in matters which fall within their special field of competence, present written reports on the work of those bodies and they may also require to be heard by them.

The contribution of NGO's as consultants to the work of the subsidiary bodies of the Council may even take the form of true collaboration in studies undertaken on the initiative of such bodies. It is indeed laid down that, subject to
the applicable financial clauses, a commission may recommend that an organization which is especially competent in a certain field may undertake certain studies or enquiries, or prepare certain documents for this commission. Equally, it is possible for the Secretary-General to ask organizations to undertake special studies or to prepare special written reports. In practice, the Secretary-General frequently requests the help of the NGO’s, following relevant resolutions on the part of the General Assembly or of the Council and of its commissions, in order to carry out studies which such bodies have requested him to undertake. To mention only a recent example, a large number of NGO’s were associated with the preparation of the study undertaken in execution of Resolution Number 2450 (XXIII) of the General Assembly of December 19th 1968 on the problems raised by developments in science and technology (which are particularly well suited to this type of consultation) in connection with Human Rights.

It should in addition be noted that NGO’s have the possibility of joining regularly in the system of examining the periodical reports, set up from 1956 onwards, and which functions at present under Resolution No. 1074 (XXIX) adopted by the Council in 1965. Under this system, Member States of the UN or of the Specialized Agencies are invited to submit reports following a three-year cycle; this covers in the first year, civil and political rights, in the second year, economic, social and cultural rights, and in the third year, freedom of information. Following the relevant resolutions of the Council, those NGO’s which have consultative status are officially invited to submit information of an objective nature. A special committee of the Commission on Human Rights is entrusted with the study and evaluation of reports and other information received, and submits its observations, conclusions and recommendations on the subject to the Commission. It should be noted that, when information submitted by NGO’s makes mention of Member States of the UN or of members of the specialized Agencies, such information is transmitted to the said Member States for any comments it may wish to make. The Secretary-General then communicates any remarks received from the NGO’s, together with any comments which may have been made by the State in question, to the Commission on Human Rights and to that on the Status of Women, and also to the Sub-Commission on Prevention of Discrimination and Protection of Minorities.

The mechanism for consultation briefly analysed above permits the NGO’s to play no small part in the international promotion of Human Rights, within the institutional framework of the UN. The NGO’s, however, and especially those which possess ample means for research and dissemination, should consider carefully whether, over the past years, they have made sufficient use of the means made available to them through the bodies of the United Nations, to carry out effectively the objectives laid down in the Charter of the United Nations and in the international instruments dealing with Human Rights.

It is scarcely necessary to recall the part they played in the drawing up of the Universal Declaration. Some of the authors of the Declaration have mentioned especially the value of the encouragement and help which the governmental delegations received from the representatives of the NGO’s. Mr. Rene Cassin, former President and member of the Commission on Human Rights and former President of the European Court for Human Rights, rightly recalled, in a speech made in Paris during September 1968 to the International Conference of NGO’s on Human Rights, that the successive drafts of the Universal Declaration had been definitely improved thanks to the collaboration of the NGO’s and their judicious remarks. Mention should also be made of the persevering action on the part of the NGO’s during the work on Human Rights of the Commission and of the General Assembly, which led in 1966 to the adoption of the two Human Rights Pacts and to the Optional Protocol. This Protocol provides individual persons who consider that they are victims of a violation of the rights set out in the Pact with the possibility of making statements to a Human Rights Commission, which then examines them and brings their case to the notice of the State in question for explanation or remarks.

Some NGO’s are also invited as observers to other meetings held under the auspices of the UN, such as seminars organized in the course of the work of the consultative services and established under Resolution 926 (X) of the General Assembly. The Secretary-General invites those NGO’s which are vested with consultative status and which have a special interest in the subject under discussion by the seminar to send representatives as observers. Many NGO’s have thus been enabled to attend some thirty eight seminars which have been held up to date. In addition, the Economic and Social Council has the possibility of inviting the NGO’s to join in conferences called by the Council in pursuance of paragraph 4 of Article 62 of the Charter and, through Resolution 479 (V) of the General Assembly, which was adopted in 1950, the Council may also arrange non-governmental conferences. It may be remembered that in this way two conferences of NGO’s dealing with the elimination of prejudice and discrimination were called in 1955 and 1959.

When the General Assembly decided to hold the International Conference on Human Rights at Teheran in April and May of 1968, it also, by virtue of its Resolution No. 2509 (XXII) of 18th December 1967, invited those NGO’s vested with consultative status and with a clear interest in the items on the agenda of the Conference to send observers. Many NGO’s did in fact accept this invitation, including some NGO’s which did not have consultative status, but which had been invited by the Commission preparing the conference by virtue of the decisions of the General Assembly.

Because of the limits laid down in the Charter to their participation in the work of the UN bodies, however, it is from the outside and in their own sphere of activity that the NGO’s are able to give the greatest service to the objectives of the United Nations and to enable the achievement of positive results in the field of Human Rights. The part which they can play by persuasion and inspiration is here of considerable importance. Numerous important cases could be cited where official national bodies have been led to take steps, either on the direct initiative of NGO’s or under the influence of their action. As regards the various forms of discrimination still in existence in many countries, for example, it is clear that the action which they took on their part was not without influence on the movement which developed at the United Nations, and which finally brought about the proclamation in 1964 of a Declaration on the elimination of all forms of racial discrimination, and the adoption, in 1965, of an International Convention on the elimination of all forms of racial discrimination, which came into force in January 1969. In the same connection, it has often been stressed how much the NGO’s could and should contribute, through active support and through suitable campaigns, to the practical application of international
decree on Human Rights which have been promulgated under the auspices of the United Nations. This possible aspect of their action is moreover connected with the part which they have never ceased to play as sources of information and education and which is the basis of all their work. It must be noted that those NGO's which have done a great deal towards the diffusion of the Universal Declaration and the spread of its principles are particularly well qualified, because of their specific ability, to give information about any progress achieved, or obstacles which have been encountered, in the course of its application. They are especially capable of drawing the attention of the public and of those in authority to any lacuna or imperfections in the codes in force, and also to any abuses and violations which need to be remedied. Conversely, it is the NGO's which are the best placed to witness the aspirations and reactions of public opinion, and thus become intelligent interpreters of the collective conscience.

Human Rights Year, which was celebrated in 1968, is probably the most striking and most significant illustration of the collaboration which can be set up between the United Nations and the NGO's in order to achieve those aims which are common to both. The General Assembly adopted a programme of specific measures and activities in which not only the specialized Agencies and inter-governmental regional organizations but also the non-governmental organizations were invited to join. This at once aroused a wave of considerable interest among the NGO's, and during that Year, as a result, there occurred an intensification of their efforts and initiatives in the sphere of Human Rights. It is only necessary to open the Information Bulletin on the International Year published between June 1967 and January 1969, by the Information Service of the UN and the Human Rights Division, or the reports of the Secretary-General to the General Assembly during the International Year, to realize what efforts were made by all the local, regional, national and international organizations, in their various spheres of activity, towards the achievement of the objectives and plans of the International Year. Altogether 164 national and international organizations, some of which group hundreds of thousands or even millions of members, in response to the demand made by the General Assembly, sent information to the Secretary-General on the work they had done during that Year; the figure speaks for itself. It is not without interest to note that the national non-governmental organizations gave their full support to the National Committees which, on the recommendation of the General Assembly in Resolution No. 2217 (XXI), had been created in several countries to coordinate any national manifestations and other activities taking place during the Year. In many cases these national committees had been set up officially by the governments with the participation of the NGO's. In some cases, the governments even handed over to the NGO's the entire responsibility for organizing the celebration of the Year. It is only right to emphasize special efforts made by the national committees, such as the Belgian committee, which was the most important conclusion to be drawn from the Paris meeting, in the branch with which we are now dealing, is that the NGO's, inspired by the tangible results already obtained in the field of Human Rights, thanks to the international action which they have always enthusiastically supported, have expressed their desire to intensify their efforts to help the United Nations continue its work, by following the paths indicated at Teheran, new and untried though these frequently are. They also intend to see that the UN continues to work in the spirit which was laid down in the Charter for a more effective protection of the respect for Human Rights throughout the whole world.
THE UN — AFTER A QUARTER OF A CENTURY
by Rene FOURDIN.

The year 1970 will be an important one in the history of international co-operation, for it will be the occasion of a number of celebrations, dedications and undertakings.

The Union of International Associations will be celebrating sixty years of existence, and many will wish to take this opportunity of paying it a well-earned tribute for the close and effective collaboration which it has always given to international organizations, both public and private.

Moreover, the year 1970 will also provide the possibility of celebrating the twenty-fifth anniversary of the United Nations, for the San Francisco Charter was signed on 25th June 1945 and came into force in October of that same year. In addition, through the application of Resolutions Nos. 2218 B (XXI) and 2305 (XXII), the year 1970 will also see the beginning of an especially important effort in the field of co-operation in development, for the years 1970 and 1980 were designated by these resolutions as "Years of the Second Development Decade".

It may perhaps be of interest to attempt to draw some conclusions about these various stages and to try to elucidate what the past can teach us with reference to the future.

First of all, it is important to stress that the San Francisco Conference, officially known as "The Conference of the United Nations on International Organization", began on 25th April 1945, that is to say, even before the war in Europe had come to an end. This Conference resulted in the adoption of the Charter, during a plenary session held at San Francisco on 25th June 1945, that is, a few days after the end of hostilities in Europe.

After ratification by the required number of governments, the Charter came into force on 24th October 1945 — the birthday of the United Nations, since known as "United Nations Day" — at a time when the fighting of World War II had scarcely ended in Asia.

In short, the San Francisco negotiators were already occupied with preparations for peace for the international community, when the end of the conflict was only just in sight.

In such an atmosphere, the Charter and its contents could not fail to be influenced by a certain attitude of mind of which the main trait was clearly a desire to prevent another war and to establish peace on lasting foundations.

This becomes even clearer when it is recalled that the text which was adopted at San Francisco came as the result of a series of meetings, negotiations and declarations which formed the preparatory phase, the political approach and the creative phase of the UN. Among these were the Inter-Allied Declaration, made in London on 12th June 1941, the Declaration of 14th August 1941, known as the Atlantic Charter, the United Nations' Declaration made by 26 States at Washington on 1st January 1942, the Moscow and Teheran Conferences during the year 1943, and, finally the Conference at Dumbarton Oaks in 1944 and that at Yalta at the beginning of 1945. These different stages all show one common preoccupation, which was to decide how the post-war world should be organized, especially as far as its security was concerned.

It is thus quite logical to find that such a view of matters lies at the very basis of the structure of the Organization. It is for this reason that, of all the varied bodies set up by the Charter, the Security Council, which has "the responsibility for peace and international security" (article 24 in the Charter) should have received special attention on the part of the negotiators.

Alone of all the bodies, the Security Council possesses means of coercion, while the General Assembly only possesses the power of recommendation and the Economic and Social Council, at the time of the Charter was chiefly considered as a body whose work was "to undertake or to initiate studies and reports on international questions in economic and social matters, or to deal with culture and education, with public health and other matters connected with the same and to address recommendations on all such matters to the General Assembly, to the Members of the UN and the Specialized Agencies" (article 62 in the Charter).

Certainly, article 63 and the following articles in the Charter do give the Economic and Social Council special competence in certain fields and especially in that of the co-ordination of the Specialized Agencies. But it is equally certain that those who drew up the Charter had no idea of the extent and importance which such activities were rapidly to attain.

In fact, certain questions, which were only mentioned in a general manner during the work of preparation for the Charter, have evolved with unexpected rapidity. The accession to independence of non-autonomous territories has changed the political physiognomy of the United Nations. In 1945 the number of Member States of the United Nations was only 51, but it reached 83 in 1960 and 126 in 1970.

In addition, among other matters, the idea of co-operation in development or that of assistance to developing countries is acquiring a special importance. The year 1960 was notable, apart from anything else, for the adoption by the General Assembly of the "declaration on the granting of independence to colonial lands and peoples", and the year 1961 was that in which the President of the United States proposed that the present decade should officially be known as the "United Nations Development Decade".

This was in fact the first development decade of which was the start of a great and ever-increasing movement during which the economic and social problems which were examined by the United Nations were to take their rightful place.
among the political problems. The notion of development is one which only began to appear quite recently in the minds of the members of the United Nations. The way in which the Organization has been coping with development problems is quite new and pragmatic, and at first was limited to the giving of technical assistance.

It is no exaggeration to say that when such action was first undertaken there existed no general policy: action was carried out in fragmented fashion, both by the UN and by the Specialized Agencies dealing with the problem. First of all, aid was given to certain definite countries, then came the wider programme of technical assistance, and it was not until the United Nations set up a special Development Fund that the idea of development became part of the everyday vocabulary of the Organization.

On every side, efforts were made, both on a multilateral scale through the United Nations, and also in the much bigger field of bi-lateral action, which was inspired more by historical reasons than based on the concept of giving help intended to accelerate the rate of growth of developing countries with a view to assisting them to attain a steady rate of growth.

Some people, and the Secretary-General of the United Nations among them, have maintained that the results of the first Development Decade have been relatively disappointing.

Disappointing they may have been, when compared with the hopes raised by the words of President Kennedy in 1961. But, on considering the results obtained and on comparing them with other attempts during the course of history, and remembering the immediate antecedents, it may be possible to revise this opinion to a certain extent.

The rate of economic growth in Latin America, in Asia and Africa and in the Mediterranean countries during this period has been about 4.5% yearly. This figure is less than that achieved by the United States and Japan during the nineteenth century, but it is, however, comparable to the economic advance which occurred in European countries at an equivalent stage in their evolution. Moreover, it must be remembered that, both in the UN and in the industrialized countries, different theories have arisen during this period as to the best way of accelerating development. These theories stressed first one point, then another, but all had in common the illusion that, once the specific remedy had been applied, the growth of developing countries would become extremely rapid.

To-day we know that development must be regarded as a whole and requires action which is powerful, well co-ordinated and well-balanced in order to achieve even what may appear to be a relatively small measure of success. In addition, in order not to be the cause of a waste of resources, it requires a minimum of economic administrative infrastructure, which had first of all to be set up and trained.

Lastly, and perhaps very fortunately, much of the assistance which was given was allocated to sectors of the infrastructure where results could not immediately be translated in terms of growth,

Of course, looking back, it is now possible, and was in 1965 already possible, to recognize mistakes which were made. But it would have been almost a miracle had there been none, considering the lack of existing experience, even on a world scale, in dealing with these problems. In order to remedy these errors, the Economic and Social Council has been applying itself, for nearly
two years now, to the preparation of a strategy for the development of the Third World during the decade beginning in 1970. A planning committee on development has attempted, by the use of the techniques of that recently-developed science, macro-economics, to establish a certain number of objectives and priorities in order to increase the gross national product of developing countries. The committee has established the figure of 6 to 7% as the mean annual rate of growth, which would imply an increase of about 4% in agricultural production, about 8% to 9% in industrial production and about 7% to 8% in imports. This would also imply that the rate of saving within these countries will increase and reach between 15% and 20% of the gross national product.

It must be stressed, however, that economic development will not be the only preoccupation during this second decade, for it is intended that social development should take an equally important place. Here, the experience gained during the first decade, which has been chiefly aimed at economic development, must be taken into consideration.

If it is desired to ensure a minimum of social justice and really to improve the social lot of the mass of human beings, it is essential to recognize the interdependence existing between social and economic phenomena and therefore to establish objectives and social and economic programmes which are integrated one with another. This will certainly face governments with a difficult political choice when they are drawing up their list of priorities, but it is necessary to consider this matter if everyone is to play his part — and this is indispensable — in the development, so that every country may be sure of obtaining its share of the fruits of development.

The United Nations must also see that this work is not slowed down by doctrinal quarrels, nor limited by conceptions which are too narrow, nor endangered by opposition between different blocs. Such hazards would inevitably lead to an impasse, unless great care were taken.

This is the reason why the incentive for this movement must come from the conviction that it is in the common interest — an interest which appears quite clearly to all those who consider objectively the solidarity or even the complementary character of the economies of the various countries of the world today. To-day, the only economic independence is to be found in interdependence; no country is safe from the risk of an economic crisis, no real and lasting prosperity can be built on unstable foundations.

The economic and social section of the United Nations, and especially its Economic and Social Council, must concentrate on carrying out this task. The part of co-ordinator which it must play in this field is quite clear. Experience has shown that, as a general rule, developing countries only produce results very slowly if they rely solely on their own efforts, that assistance without adequate personal effort is a sheer waste, but that a combination of both does cause such countries to make sure progress.

This aid covers all fields and affects numerous bodies. The former need, as far as possible, to be co-ordinated, and the latter encouraged to co-operate in a useful manner. When considering this co-ordination, the study of practical means and the setting up of "mechanisms of co-operation" on a local and regional scale take a very important place, since they are necessary in order to make the action of all more effective, to improve distribution and the utilization of the means to hand, and to encourage harmony and co-ordination in individual efforts.

It will not be easy to succeed in this task. Indeed, if difficulties are already being experienced in setting out projects and making plans for the economic development of one country, or of a relatively homogeneous group such as the European Common Market, how much more difficult will this task be when applied to the whole world, with its immense variety of countries, differing so greatly one from another in resources, in economic potential, stages of evolution and in the political doctrines they are applying. Here there exists no simple solution, no miraculous remedy.
Faced with this situation, it is indispensable that the part which the Economic and Social Council plays in co-ordination be intensified, for this was only laid down in very general terms under the Charter. In addition, faced with the proliferation of institutions, and the diversity of existing programmes, it is necessary that the Economic and Social Council be vested with means of co-ordination which are adapted to present-day needs.

To put the matter in a different way, in the economic and social sphere the Economic and Social Council ought to be, for the United Nations, what the Security Council is in the political sphere, though each must, of course, possess its own means and suitable methods of working.

The best way for each of us, whether Public Administrations or Non-Governmental Organizations, to do useful work for the whole international community, is to consider this problem with the greatest care.

At this time, when the United Nations are about to enter on the second quarter-century of its existence, its structure certainly does not need to be modified, but rather to be adapted in its functions and methods to the needs which have recently appeared.

The conclusion to these reflections can be found in the speech made by M. P. Harmel, Belgian Foreign Minister, on 25th September 1969, during the XXIVth session of the General Assembly:

"We are struck by one undoubted fact. The twenty-five years which are almost past have revealed a movement on the part of humanity — a movement more filled with change than many other centuries. And we are equally certain that the twenty-five years which still separate us from the third millennium of our era will show an equal acceleration in the speed of history.

The dimensions of the universe are continually changing, for the earth, since this year, will no longer be isolated from the other planets, and the people of our own planet are daily coming to live closer to one another: they have the physical feeling of interdependence, even before acquiring the abstract notion; hence-forward, they will be living in an ever-increasing blending of interests, religions, race, or social and political systems, all leading towards different types of new ecumenism. This is why, as the twenty-fifth anniversary approaches, we are convinced that the United Nations is more needed than ever; but we wonder whether our Organization, conceived as it was a quarter of a century ago, and structured to fit a world which since then has greatly changed, is adapting itself sufficiently to become the starting-point of a true movement of the whole earth towards unity.

"The continuing evolution of the world ought to incite us now to celebrate this XXVth anniversary by making the necessary effort to enable our Organization, at the very least, to keep pace with contemporary events."

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TECHNICAL INTERNATIONAL CO-OPERATION AND THE EDUCATIONALISTS

by Louis VERNIERS,
Honorary Secretary General of the Belgian Ministry of National Education.

Whether the question is one of politeness, courtesy, the fight against alcoholism or drugs, patriotism or international understanding and goodwill, the prevention of cruelty to animals or the preservation of trees, the public authorities invariably turn to the schools and expect them to take charge of the matter. And so do the parents. It is up to the teachers to carry out the wishes voiced at ministerial or any other level. Is it not their job to train children and adolescents in the way they should go?

Yes, of course. But now even more so than in the past, they cannot do everything. At the most, they can make their contribution to the children's general education. And even then, if their contribution is to be really effective, there must be a complete renovation of the curriculum, working methods and the concept of discipline (i.e. the relationship between masters and pupils).

"To keep the young generation carefully screened from major political and social problems and then expect them to vote on those problems at the age of 21 is a paradoxical system, the consequences of which are definitely risky." That was my opinion in 1936 (cf. La Renovation de l'Ecole, published by Collection Equilibres, Brussels, page 11). That is still my opinion today. The events of May 1968 in Paris and other places have served only to strengthen it.

The reader is asked to pardon my lack of modesty and to permit me to quote another short passage from my survey of former days: "Freedom, life, spontaneity and action — those are the key words of a renovated educational system, but it is not enough to write them, proclaim them and repeat them on every occasion: they must be converted into the levers actuating a genuine transformation of our moral and intellectual education." (id., page 54).

In writing that, I was not inventing anything new. In speaking out against the barrack-room discipline prevailing in so many schools, and against the overcharged curriculum, the flood of words, and in advocating instead a system of autonomy for school-children, a coordination of the subjects taught after some judicious pruning, the changeover to a working method that calls on the natural curiosity and activity of the pupils and a more extensive utilization of resources in the world outside the school windows. I was only taking as my inspiration the work of such great pedagogues as Decroly, Kerchensteiner, Ferriere, Claparede and many others.

I followed the recommendation put forward by another great innovator, the American John Dewey, who used to proclaim: "Children must be prepared to participate in social activities precisely by participating in social activities."
Edouard Peeters (1873-1937), a Belgian schoolteacher, was the originator of the idea of an International Education Bureau. In 1909, he funded an International Bureau of Educational Documentation in Ostend, which he directed and supported up to the time of the first world war. A whole chapter is devoted to him in the book by P. Rossello, "Les Precurseurs du Bureau International d’Éducation" (The Forerunners of the International Education Bureau), which was published in Geneva in 1943.

School cannot be a closed shop. On the contrary, it must be wide open to the outside world, in close contact with the actual environment and in touch with the realities of life. It must satisfy the curiosity of young people and their desire for action. To do so, it must throw overboard the old scholastic ways that bred boredom at least, and in many cases rebellion as well.

Considering the question of the part that educators (primary and secondary school teachers) can play in promoting international co-operation, let us begin by saying that it is no use merely adding yet another subject to a study programme that is already too crowded. A ministerial circular is not enough. There can be no question of instituting a series of “lessons” in the form of an ex cathedra lecture; instead, there should be “occasional talks” which, in most cases, will accord with Claparède’s wish and be the teacher’s replies to questions asked by the pupils.

You can be sure that such questions will be forthcoming. They will spring quite naturally from what the children have seen or heard in the family circle, in some youth group, or from listening to the radio, watching films or television, or gleaned by chance from a poster, a newspaper or a magazine. For what the children learn outside school must be reckoned with, and working methods must be adapted to fit new circumstances and conditions created by the mass media (even though MacLuhan’s theories need not be adopted wholesale).

To the greatest possible extent, good teachers prepared to make their contribution to international co-operation will do their utmost to develop the spirit of co-operation in their own classes, either by organizing some form of school co-operative venture or by resorting frequently to team work.

It goes without saying that procedures will differ depending on whether the question is one of a primary class with a single teacher or a secondary class in which specialized subjects are taught by a number of teachers (who have to deal with adolescents and not children any longer). Where it has been possible to institute and maintain a system of self-government, the moral contribution to international understanding and co-operation will, I believe, be appreciable.

Inter-school correspondence and international youth exchanges will also be useful.

To round off these few brief considerations, let me say that to expect the primary and secondary school teachers to do everything would be folly indeed, but to deny that their action is effective would be even more foolish. Let us say that if the teachers cannot alone do everything necessary for the promotion of a spirit of international co-operation, they can certainly help to develop that spirit. It is then up to the parents, youth leaders, executives of the various permanent education organisations, radio and television, to pursue, round off and, if possible, extend their action.

Let us have confidence in our teachers; let us encourage and help them, in particular by supplying them with the documentation and information published by the United Nations, its Specialised Agencies, and the international non-governmental organizations regarding all the undertakings based on international co-operation which are being successfully carried out under their auspices.
VISUALIZATION
OF THE ORGANIZATIONAL NETWORK
- THE UAI AS AN INTERNATIONAL DATA BANK (*)

by Anthony J.N. JUDGE,
Assistant Secretary-General, Union of International Associations.

"The most probable assumption is that every single one of the old demarcations, disciplines, an
cellularities is going to become obsolete and a barrier to learning as well as to understanding. The
tact that we are shifting from a Cartesian view of the universe, in which the accent has been on parts
and elements, to a configuration view, with the emphasis on wholes and patterns, challenges every
single dividing line between areas of study and knowledge."
( P.F. Drucker, The Age of Discontinuity: guidelines to our changing society, 1)

Introduction

Since its creation in 1910, the idea governing the programmes of the UAI has been to use information in such a way as to maintain and disseminate a comprehensive overall view of world society — "une perspective d'ensemble". This has always meant remaining open to information from every sector of human activity across ideological and other barriers — a stance which is in itself extremely rare in a period of increasing specilization. The amount of information quickly created pressure to concentrate not on the documents produced — a static focus on the past — but on the producers of the documents and programmes — a dynamic focus on the present and potential future. This then led the UAI to concentrate on international bodies — both governmental and nongovernmental — as the potential focal points for the co-ordination of activity or the exchange of information, and thus the key to a balanced view of world society.

The information collected was first made available in the Yearbook of International Organizations (1) and other publications and this procedure has been continued since the Second World War (4). Since 1945, however, two significant trends have developed to the point where an entirely new look at the UAFs role and possibilities is necessary.

The first of these is the considerable increase in the amount and degree of interrelatedness of the information necessary to an adequate "vue d'ensemble", for which the traditional manual documentalist approach is almost completely inadequate. These developments and some associated social problems are explored in the next sections together with UAI plans for a computer-based information centre. The second is the incredible development in the technology of information processing and computers which not only offers the key to the solution of the UAF's traditional difficulties, but also opens up exciting vistas of totally unsuspected and much more powerful methods of conveying the "vue d'ensemble" in a more dynamic integrated way. It suggests means of using this perspective more skillfully as one key to many important problems in society. Some of these possibilities are explored in later sections.

Organization Complexity

Over the past twenty years the number of organizations concerned with a given subject or problem area has increased considerably (5). The growth in the number of independent organizations has been paralleled by a fragmentation within them as their size has grown. This has led to a proliferation of agencies, commissions, divisions and sub-sections (6). Accompanying these trends is an uncharted growth in the variety of forms of organized activity, which is particularly evident in business enterprises and in mixed business-government-research bodies.

Within and between large organizations, sub-section structures ramify to the point of overlap (7).

These developments have a direct impact on the treatment of data about organizations and their activities within the world system. The value of grouping organizations into neat categories, based haphazardly on out-of-date concepts becomes highly questionable.

Some examples of the superficiality of conventional distinctions are: a small "organization" meeting rarely with few activities and a regular "meeting" of a large number of people; the tendency of "programmes" to be transformed into "organizations" as in the case of the World Food Programme; the variation in the meaning of "profit" and "non-profit" organizations from country to country, and even from state to state (within the USA); the variation in the meaning of "international" to include bodies with 99% of their members in one country, "national" bodies acting internationally, bodies with members in three small European countries, but to exclude "national" bodies with members in all the constituent republics of the USSR; the variation of the meaning of "inter-
governmental" to exclude Interpol, the Bildeberg Group and "non-governmental"

(*) A French version of this article is being published in the journal Syntheses (June 1970). English, French, Flemish, German, Italian and Spanish versions are appearing in the series Textes et Documents published by the "Ministere des Affaires Etrangeres et du Commerce Extérieur" of the Belgian Government.


"front" organizations, but to include organizations grouping representatives of the constituent states of the USA (*); and the existence of "nongovernmental" organizations in the socialist countries.

Furthermore, under certain conditions a governmental body, or journal, etc. may be performing the functions of nongovernmental, or business bodies, etc. in other situations (2). In addition, organizations may become from year to year more or less governmental, profit-oriented, international, etc., depending on fluctuation in membership, sources of finance, nationality of decision-makers, choice of programme, etc.

The ease with which thinking is trapped into one or two of these categories has important consequences. Current official use of "international" to mean "intergovernmental" leads people into "the elementary error of identifying the state with the whole hierarchy of social institutions" (3).

The majority of international relations research has swung onto intergovernmental relations whilst ignoring other possible interactions between nations and their citizens. A survey of research in the period 1960-1969 showed that 66% dealt with the United Nations (28 agencies), 85% with intergovernmental organizations (229 bodies), 14% with international non-governmental bodies (2577 bodies), and 0% with international business organizations (2819 bodies). No research dealt with the relations between organizations (4). The situation at the national level is no better (5).

"Whilst the conventional categories may be perfectly adequate for conventional problems over a short period of time, a new problem may require a cross-category grouping of organizations or other types of structure. The flux of problems requires new ways of looking at this "organized complexity". It becomes necessary to take the emphasis off the conventional concept of an organization as an isolated unit and place it on the web of relationships into which an organization is embedded (6). The problem to be solved is that of designing a data bank to reflect this level of complexity.

(1) For example, the Intergovernmental Task Force on Information Systems.
(2) The existence of a journal with a network of subscribers may avoid the need for an organization with members. Eurochem is an intergovernmental business organization.
Network Concept

The first difficulty to be faced is that due to the educational background supplied by Cartesian thinking, few mental models exist to contain the shifting patterns of organized activity evoked in the last section (1). It is so much easier to simplify the situation, ignoring inconvenient organizations or vaguely understood relationships, so that it may be handled with the aid of a small number of categories.

There is however one fairly common concept which evokes the complexity required, whilst lending itself at the same time to mathematical treatment and computer processing methods. This is the concept of a network (2). Just as a fishing net is made up of strings crossing at knots, it is possible to visualize each organized entity as being represented by a node (knot) linked or related to other nodes in a complex network. The links (strings) may be flows of information, funds, goods, or more concrete in the form of telephone lines or roadways. The nodes may be in the most general sense any information processing entities such as organizations, programmes, individuals, bibliographies, etc. Unlike fishing nets, the organizational network is not flat or two-dimensional but is very definitely multidimensional. It is useful to think of organized entities one is able to detect as being spread through a multidimensional space in a manner similar to the spread of the stars through the galaxy "around the Earth". There are clusters of organizations with related interests, organizations which appear (from a given viewpoint) to be of greater significance than others which can be barely detected, etc.

The network of organizations is not a rigid unchanging structure. To be useful as a concept it must reflect the dynamism of society. It is therefore possible to visualize certain nodes as being visible for only a short time, as in the case of ad hoc meetings on a new subject or perhaps a 6-month project, or of being visible intermittently (with a characteristic frequency and type), as in the case of regular series of meetings. Similarly, the links between nodes might be permanent, corresponding to lines of responsibility between an organization and a dependent body, or only intermittent (with a characteristic frequency and type), corresponding to regular exchanges of information, or participation in a meeting, etc.

Visualization of the total network gives to an "observer", the impression of nodes and links activating with such rhythms as to create shifting patterns of relationships between nodes. These are currently only registered semi-intuitively, making the structure of society difficult to objectify. There is a lack of relationships between nodes. These are currently only registered semi-intuitively, making the structure of society difficult to objectify. There is a lack of suitable terminology to describe such concepts and to provide an objective conceptual framework for such historically defined conventional social building blocks as "non-governmental", "nonprofit", etc. organizations. A strong case could be made for replacing these inadequate and negative terms by the general and dynamic term "net". In which case, all information processing entities could be treated as nets with different characteristics, but nevertheless linking together or blending into one another to form more and more comprehensive networks. The lack of some such term reinforces the misconception that society is structured in a manner corresponding to the terms developed to delimit organized entities for specific limited purposes such as tax legislation, the law of contract, etc.

The current lack of ability to focus effectively on social structure for both academic and planning purposes has restricted thinking to the individual as an economic unit. Bertram Gross notes that the division of human beings into categories is less significant than the network of relationships between them, but that United Nations world surveys make no attempt to identify the resultant structure, restricting attention to "certain minimum welfare concepts" developed a decade earlier (1). Such reports give statistics on the number of cinemas, newspapers, radios, etc. per capita — the methods of informing, and influencing individuals from centres of power. No details are given on the groups and interlacing structures via which individuals express, protect and further their particular interests to determine the direction of development of society.

Subject Complexity

The evident complexity of the organization of society has largely arisen because of the need for organized response to newly recognized areas of knowledge and activity. The knowledge explosion and the time required to master any activity has accelerated the division of labour and increased the number of specialists and disciplines and the fragmentation of disciplines into sub-sub-disciplines.

The rapidity with which the frontiers of knowledge have been pushed back in different subject areas has meant that people committed to one area or mode of knowledge may be totally unaware of the significance to society or to themselves of activities in other areas — and furthermore it may be very difficult for them, even if they desire to do so, to locate or comprehend information on this significance.

An example is the narrow focus on an increase in the efficiency of "development" programmes and information systems in the context of the 2nd United Nations Development Decade, when it is precisely during this period that more sophisticated information systems will be required to guarantee adequate information on the environmental and pollution problems known to be caused directly by uncoordinated, misdirected or over-development (2).


(2) Current recognition of the importance and ramifications of environmental problems warrants a reorientation of the Decade as the United Nations Development Decade (2). This conveys more clearly the notion that it is not development at any price that is required, but change controlled in terms of the consequences of change — precisely the notion which is lacking in the development concept. This relates the development problems of the Third World to the over-development problems of the industrialized society — the creation of which is the goal of development.
Each group of persons committed to one area of knowledge or activity is from its own viewpoint, surrounded by a more or less chaotic collection of activities of barely understood importance. A useful picture of the situation may be obtained by adapting a theme in future-oriented novels concerning the period in the history of mankind when man will have long left Earth to colonize planetary bodies throughout the universe. The point made is that in this situation it is highly probable that distance, time and communication problems and the relatively much greater psychological pull of events in local planetary society will isolate each group into independently developing sub-cultures which will eventually have no clear memory of their common origin on Earth or of the structure of the universe in parts distant from them. In man's colonization of, and commitment to, the different domains in the universe of knowledge, the equivalent of this situation may already be considered to exist. Each group therefore considers its own disciplines of most relevance to the solution of any problem — or else considers the problem to be of relative insignificance, or someone else's responsibility.

For example, "Suppose that an organizational problem is completely solvable by one of the disciplines we have considered (political science, economics, sociology, etc.)... how is a practitioner of any one discipline to know in a particular case if another discipline is better equipped to handle the problem than is his? It would be rare indeed if a representative of any one of these disciplines did not feel that his approach... would be very fruitful, if not the most fruitful..." (*).

The traditional possibility of "acting as though nature were organized into disciplines in the same way that universities are" (1) is now challenged by complex social and environmental problems. For "as systems analysts know, few of the problems that arise can adequately be handled within any one discipline... Complete understanding ...requires an integration of these perspectives... The integration must come during not after the research." (2)

The counterpart to the relationship between disciplines is that between the problems themselves. It is recognized that "they are so interrelated that to proceed to try to solve any one of them in isolation from the others is often to create more problems than are solved by the effort." (3). This is unfortunately matched by a situation in which, for example, "Virtually the entire legal, intellectual, and administrative base of the redevelopment and urban renewal programs throughout the United States is based on the intensive treatment of a fragment of the problem." (4). An adequate world system-oriented data bank cannot therefore afford to be frozen into concern for any particular problem area, whether development, peace, education, etc. It must be possible to switch between each perspective, combine them and above all be prepared for new perspectives.

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The design of an information system focusing on the world system must not only take into account the complex developments in organization systems, knowledge and problem areas, it must also make allowance for the increase in the relationship between different uses of such an information system.

World system data is not only of value for academic research in such fields as international relations and political science. Such data is also required by those groups concerned in different ways with the control of change, namely planners, politicians, policy-makers and the managers of large, complex organisations. The value to them of a comprehensive information system is that it draws to their attention those features of the environment or context which affect, or are affected by, the organization system with which they are concerned. Under present planning methods a precise mandate is usually sufficient to ensure that many extra-systemic factors go unnoticed. This leads to a situation where recommendations are made for an organization, to the satisfaction of all concerned, which totally ignore problems which have their origin in the environment of the organization — problems which will only become evident when the recommendations are implemented. The relevance of such factors outside the organization may have only been detected through academic research. It is at this point that the importance of interaction between research and planning is highlighted. It is the function of research to establish the interaction between factors, and it is the function of the planner to formulate recommendations on what he knows to be relevant.

If the research information system is totally separate from that used for planning and programme management then there will be no adequate channel of communication between the two groups and: (a) research resources will not be directed toward the problems to which planners are exposed but will instead tackle problems and produce results not structured to the planner's needs; (b) planners will have to formulate recommendations on the basis of concepts which were out-of-date in research circles perhaps up to a decade earlier.

Similar importance may be attached to the use of world system data for public information purposes, programme administration purposes, documentation, education (in universities and schools), and, perhaps most important, to guarantee democratic participative decision-making processes. Each use requires an extra item of data. The usual difficulty associated with developing a common data base is that in each case the data is apparently organized differently — there is no common element in terms of which each form of data could be structured. The reason for this is the traditional focus on the data produced in its many forms rather than the producers of the data. Focus on the latter supplies the common element required.

The importance of all the many interactions between these different uses of data cannot be explored here. It should however be clear that any factors hindering or delaying interaction — particularly the creation of independent non-compatible systems for each function by unrelated organizations or departments, creates communication lags which immediately give rise to new misconceptions, unnecessary social problems, and an associated waste of resources. An example of this is the Jackson Report where recommendations on the United Nations Development System (1) research and programme administration systems ignore the need for a related public information system, although recognizing at the same time that an informed public opinion is the key to development (2).

Any new research insight concerning the world system should rapidly affect policymaking, education, public information, etc. The same is true for innovations in each other area. Developments in each functional area must increasingly mesh smoothly together and reinforce one another instead of proceeding in leaps and starts. Information systems constitute the nervous system of planetary society. The fragmented approach to their design and use would seem to lead directly to social crises analogous to those found in case of certain disorders of the nervous system, as though the world system was some organizational dinosaur suffering from spastic paralysis and aphasia. Integrated development can only be achieved if the information system is designed for multi-purpose use.

Consequences of Complexity

The very marked tendency to conceive of each organization, subject, problem and function as unrelated to others creates a situation in which people and groups become trapped with a limited understanding of the consequences and context of the activities in which they are engaged. Not only is it almost impossible to control existing problems but "there is a real danger that the process by which new concepts of management control are invented and developed may itself be out of control..." (3).

As aspects of the social crisis currently faced are detected — to the point of becoming a magnet for private concern or, at a later stage, government action — new organizations and information systems are created in response to each stimulus. By the time the new structures are operational and careers have been dedicated to them, they often become a positive hindrance to the solution of the original problem, which is then recognized to be dependent or factors not included in the organization's original mandate. This is revealed in the light of newly acquired understanding of the nature and ramification of the problem's setting in the total social crisis. The development of this understanding is an ongoing process.

(3) Introduction to a 1968 session of the College of Management Control Systems (The Institute of Management Sciences).
A COMPLEX SOCIETY, hostile to any participation — this idea results from a superficial view of social structure

A TRANSPARENT SOCIETY, open to participation — this idea springs from deeper perception assisted by an overall view of the organizational structure

TWO POSSIBLE VIEWS OF THE SAME SOCIETY
(Photographs of the Morellet Sphere at the Ri/é Gauche Gallery in Brussels)
The mistake frequently made — often deliberately to gain the oversimplification necessary for effective political activity — is to consider this process completed at some point — giving a final definition of a single challenge to civilization e.g. peace, hunger, education, development, youth, pollution, etc. The danger arises when one such problem is suddenly set up through political processes as the major focus for resources — with no awareness of the context of the problem — in the hopes that this will prove to be, or give promise of being, the ultimate key to the totality of problems. A new or better definition of the problem does not justify a complete switch of resources. Although it may lead to dramatic solutions of particular problems, it may jeopardize the process of finding and implementing solutions in new and related problems — because of its initial blinding success (or the interest vested in its supposed eventual success).

It is this process of problem detection and solution which must be conceptually contained. The organizations and information systems should be structured to handle changing definitions of problems and problems requiring different strategies (e.g. different speeds of response) rather than fall victim to each new definition of the key to the social crisis and its related solution strategy.

The hiatus created as society is forced to jump blindly from problem to problem is caused by the obsolescence and inadequacy of the organization and information systems structured to handle the "outgoing" problems only. Such systems are not organized for change and are therefore destroyed by change. The destruction may take the form of natural decay accompanied by the ageing of powerful supporters who have identified with the structure or, increasingly, by sudden "violent" liquidation because the presence of the structures is seen to actively resist or obscure the needed change. All change is obviously not radical and it is important to distinguish change as taking place at different rates at many levels from the barely significant to the fundamental. If this graduation is apparent and understood then clearly the need for a minor structural change will not entail — through a process of guilt by association — unnecessary fundamental change, which would sweep away valuable social structures.

The consequence of the perceived complexity of society as explored in earlier sections is however to obscure thoroughly this graduation (except for some elites), thus magnifying the perceived extent of guilt by association, to the point of justifying to some the total destruction of all structures — total revolution. Complexity is equivalent to a lack of transparency to comprehension. It is because of this lack of transparency that the organizational form becomes inseparable from the visible negative consequences of organizational activity. Perceived complexity prevents people from locating organizations that are effectively tackling a given question, or makes them rightly suspicious that those located are only fronts for inactivity. This leads either to the creation of new organizations and informations systems which compound the complexity, or to frustration, claustrophobia and alienation of the individual.

The question is whether the process of change can be contained whilst at the same time reducing the instability provoked by lack of transparency. Clearly if the organizational structures are conceived of both in terms of inadequate restrictive categories and as isolated one from the other, then critics will suggest that whole categories of organizations should be swept away because of their lack of effective means of detecting or making apparent the adequate from the inadequate — it is the category of bodies as a "system" which is then condemned.

If however a network approach is used and generally understood, the inadequacy of a particular link, or sub-sub-network, can be pin-pointed without the need to reject all associated links and nodes because of lack of transparency. It is a case of the scalpel rather than the sledgehammer. This approach offers conceptual framework for the process of change, since the links changing at an one time will tend to form part of a sub-network for which the encompassing network remains unchanged. The problem is how to objectify this framework so that its possibilities can be realized.

Once achieved, this would permit democratic protest to be pinpointed as disagreement concerning specific links or sub-networks within an unquestione encompassing network rather than as at present, where the parties split int camps with no perceptible common framework.

The UAI Inter-Contact System

The preceding sections reveal many opportunities to be seized in order to obtain a more realistic and powerful "vue d'ensemble" through the design of a world system-oriented data bank to be used and continually developed over the coming decades. Some of these opportunities are closely linked to major socio-economic problems which it would be presumptuous to believe that any organization could solve single-handed. The UAI can however — in solving its own information handling problems — create a tool which will provide a valuable integrative perspective on many of these problems and particularly on the organizations network which is the key to tackling them effectively.

Action is now being taken to collect together in a computer information system the internationally significant nodes and links in the world system network. A portion of this information already exists as the text descriptions of each international organization in the Yearbook of International Organizations (1). These descriptions may consist solely of an address or extend to several page of text. The old text presentation has however to be broken down to enable the computer to pick out each link associated with a given organization or it subsections, in order to treat the data in network terms. Thus an organization has a link to member organizations, each linked perhaps to its own membank organization, and in turn to individuals. In terms of its organization chart, is broken down into divisions and sections forming different networks of node and links. It is linked to other organizations for a variety of purposes (e.g. a member, for receipt of aid, or collaboration on a programme). It may be linked to the network constituted by a regular conference and the organization represented there, or by a periodical distribution, etc. And of course it is linked to its officers who may themselves have roles in, and thus be linked to, other organizations. (It is instructive to conceive of the individual as organizing role)

— the roles being “members” of the individual in network terms and through such roles he may be the key node linking government, academic and university bodies.)

The information collected is not limited to the contents of one Yearbook. The contact addresses (including libraries, national and local groups, multinational business enterprises, embassies, government agencies, etc.) which the UAI uses to distribute its journal (*) are also included as part of a planned long-term development to focus on the national and local points of activity which are of importance internationally.

Similarly it is planned to extend coverage to include other types of node on which the UAI has collected data in the past: meetings (†), programmes and projects, periodicals (‡), meeting reports (§), etc. In each case the relationship of each node to other nodes will be indicated.

The advantage of this approach is that any point or node in the network of information already incorporated may be used as a nucleus for further growth. The minimum information held on each is that necessary to contact the node, namely the name and address. Growth may take the form of incorporating details on the network of organs which make up the inner structure of the node contacted, or on the bodies to which the node is linked — so that link by link an organic picture of particular sectors emerges.

The directions of growth are not pre-planned. The UAI has a vested interest in emphasizing the international picture, but whenever interesting groups are prepared to supply funds to develop the network in a particular sector — health, agriculture, etc. — or a particular country, or any combination of characteristics this will be done. A currently important counterpart to the focus on the international end of the international-local dimension, is that on the multi-disciplinary end of the specialization dimension. Funds may therefore be allocated to locating and including multidisciplinary bodies whether inter national or local.

The data bank will develop in several other senses. Increasingly more sophisticated methods will be used in association with university groups to analyze the network to improve understanding of the world system. In particular it is hoped to maintain links with the International Relations Program (Northwestern University, USA), International Peace Research Institute (Oslo University), and a group developing in the USSR which will use a powerful cybernetic approach — for which the Inter-Contact system is ideally suited.

Efforts will also be made to develop methods for displaying information on the network more simply and effectively to increase its value for non-technical policymakers and as an educational tool (‡).

The system may be developed in another sense whose potential significance it is difficult to estimate. Inter-Contact is being created at a time when data banks exist in the USA with people, when many governments are developing their own data systems, when the UN is attempting to create a bank of over one million addresses of individuals, and when the network of World Trade Centers around the world will hold and manipulate commercially valuable data in powerful computer systems (possibly linked by satellite). This increase in concentration of information under the control of government and business bodies, however benign, is recognized as a dangerous threat to privacy and to traditional methods of democratic control against abuse (§). The danger is increased because it is now recognized that the rapidity with which world problems are developing will shortly lead to a situation in which society "may be tempted to sacrifice (or may not be able to afford) democratic political processes" (†) — a situation predicted in George Orwell’s “1984”.

The Inter-Contact system — or the technique — offers a means for non-governmental, nonprofit groups of all shapes, sizes and persuasions to enhance their effectiveness by making use of a powerful computer system. The development foreseen is the creation of a flexible, sophisticated method of: sharing data between bodies using the system, preserving security and the privacy of each where required, compensating each body when others use specified parts of the data it has collected, co-operative financing methods, and permitting some organizations (such as foundations) to subsidize the use of the system by specified non-profit bodies whose activities they wish to facilitate. (This approach is of great potential importance as a means of by-passing the traditional procedural, personality and political problems of co-ordination at administrative levels, by achieving a degree of "self-co-ordination" as a result of partial integration at the information processing level. The range and flexibility of the technical possibilities are more than sufficient to meet the range of criteria for autonomy.)

It is expected that this unique development would also help to increase the effectiveness with which such bodies fulfill their function in democratic society of rapidly counter-balancing, or protesting against, the actions or omissions of other bodies (whether government agencies, associations, businesses, etc.), which according to their value systems, they consider to be dangerous or irresponsible. Many of these bodies can now introduce greater instability into the world system because of their current information processing superiority, and thus are in great need of more rapid and effective reactions from bodies in a position to detect excesses. It is important that such a non-political, non-commercial system should be created to avoid a situation in which the effectiveness of associations is jeopardized by the criteria or cost barriers imposed on access to governmental and business information systems. An Inter-Contact type system also has many implications for the problem of participation and for more effective formulation of the guiding values of society.

(*) "International Associations", 1949, monthly.
† International Congress Calendar (of future international meetings), annual with supplements in ref. 23.
(§) Research has already started on the use of televisiontype screen displays for organizational net works.

The important questions governing the realization of these co-operative possibilities are the degree to which potential users (a) reject the computer as a tool and a key to a better future because of its association in their minds with the use made of it by some organizations; (b) diminish their combined effectiveness by working independently through incompatible computer systems and competing for the limited available resources (the crippling error made by nearly every inter-governmental organization, even within the United Nations system); (c) recognize the need to prepare actively for, and to seek out and demand collectively, the information processing techniques of the near future from which they can derive the greatest benefit; (d) recognize the trend towards a situation in which their survival and effectiveness depend in a new way on how they increase or decrease the availability of information which they control (a situation in which it is the isolationist bodies which will wither).

Immediate Applications

a) Production of reference books.

The Inter-Contact system will be used during 1970 to produce the 13th edition of the Yearbook of International Organizations via a computer typesetting process. This means that the computer orders the data line by line, page by page on magnetic tape, incorporating corrections and additions and making 8 or more indexes, some in several languages. This leads to the production of a film from which the directory can be printed. The same data can be ordered in a different way to produce directories of organizations fulfilling any combination of criteria. For example a French edition of the Yearbook is planned (†), also several other related UAI publications on: meetings (‡), periodicals (†), meeting reports (‡). National directories could also be prepared under contract.

b) Research.

Requests for information on bodies fulfilling certain criteria will be answered from the same data (e.g. lists of organizations: with headquarters or members in Belgium, interested in a given subject, which have not held meetings in Tunisia.). More complex structural studies will be undertaken in collaboration with university groups.

c) Mailing.

The system will be used for various kinds of mailing: questionnaires to obtain new information (e.g. for the production of new Yearbooks) and for special surveys; distribution of the monthly journal International Associations and those of other organizations on request; distribution of meeting invitations, etc.

One important aspect of this will be the ability to supply organizations who have become interested in a new field of activity with the addresses of all the bodies with whom they should be in contact.

Future Developments

Science and technology have reached the stage at which "for the first time in man's history, we are at the point where we can do virtually anything we wish if we are willing to pay the price" (†). This applies not only to the production of new things but also — and this is rarely mentioned — to the development of techniques to provide an integrated overall view of the social processes in which man is engaged. Hence the importance of futures research, it helps society to decide what it wants in the future as a guide to the allocation of resources now.

In the first section below some developments of the Inter-Contact system are described which are currently feasible technically. In the second section, the developments described indicate possibilities which are likely to be available within the next thirty years and to the realization of which the development of the UAI system would contribute.

a) The Immediate Future.

Organization Charts. Surprisingly enough many, if not most, large organizations like national government administrations or the United Nations family of organizations are unable to produce a detailed organization chart covering all their constituent bodies and organs.

A European government, for example, after having built up a complete list of the 300 international bodies concerned with development, was forced to renounce its intention of formulating a global policy for 1970-1980 because it was not possible to determine within its administration which departments were responsible for liaison with each such body. Attention has since been restricted to thirty of them, namely ten per cent.

Using the Inter Contact system, it would be possible to hold information on such internal bodies and print out organization charts, plus indexes, and even arrange to match the organization charts of two national governments to pick out the "opposite numbers" in each hierarchy. Alternatively, it would be possible to pick out the lines of responsibility for decisions on particular subject through such a hierarchy.

Graphics. It is also possible to display organization chart information on television-type tubes linked to computers — a display procedure now used on a large scale for airline bookings at London Airport. The really important breakthrough may however lie in the possibility of actually displaying parts of

(*) The last French edition was published in 1961.
(‡) International Congress Calendar (of future international meetings), annual with supplements in ref. 23.
a network of organizations as a network, in two, three or four dimensions so that it can be inspected as a pictorial representation of interorganizational relationships. Information may be added to or extracted from the display by using a light-pen to interact with the computer. Such displays are currently used for the design of electronic circuits, engineering structures (airplanes, automobiles, etc.) and the analysis of three-dimensional models of complex chemical molecules (see above). The latter can for example be rotated, reduced or magnified on the display screen (').

The fundamental importance of interactive graphics is the ability to facilitate understanding. Progress in understanding is made through the development of mental models or notations that permit a simple representation of a mass of complexities not previously understood. The greater the complexity however, the more difficult it is to use mental models, and hence the greater the risk of dangerous conceptual shortcuts and oversimplifications. For example, in a description of his own mental models of the operation of electrical circuits one author writes:

"Unfortunately, my abstract model tends to fade out when I get a circuit that is a little bit too complex. I can't remember what is happening in one place long enough to see what is going to happen somewhere else. My model evaporates. If I could somehow represent that abstract model in the computer to see a circuit in animation, my abstraction wouldn't evaporate. I could take the vague notion that "fades out at the edges" and solidify it. I can analyze bigger circuits. In all fields there are such abstractions. We haven't yet made any use of the computer's capability to "firm up" these abstractions. The scientist of today is limited by his pencil and paper and mind..."

We could let him represent all kinds of very complex and very abstract notions, and we could let him work with them in a way that he has never been able to do before. I think that the really big gains in the substantive scientific areas are going to come when somebody invents new abstractions which can only be represented in computer graphical form. ("")

It is this sort of facility which the political, social, information and management scientists and educationists require in their studies of the world system and its subsystems. It appears highly probable that only abstractions of the above order will prove an adequate basis for an understanding and representation of the world system for purposes of sophisticated planning and decision-making. The use of this tool opens up the way to render the world system transparent — its importance for obtaining a rapid understanding of complex intragovernmental structures, or of the relationships between enterprises in a given industrial sector is clear.

Such research will help identify structural weaknesses to the point where instead of creating new organizations, coordinating groups, information systems, bibliographies, journals, etc. the available funds will be used with great precision to improve the effectiveness of existing structures where possible — thus avoiding the vicious circle of duplication, overlap and ineffectiveness. Not only will the logic of such a decision be apparent in research terms, but the power of the visual display will validate the research view in the terms of the non-technical politician, planner or interested citizen, due to the ease with which complexities can be simplified or examined from many angles (see below).

Education. A visual display unit linked to a computer has considerable advantages as a technique for the communication of new concepts. As the world system increases in complexity new techniques must be sought to simplify education concerning it and the many roles and interactions open to the individual, the citizen and his organizations. The problems posed by the time currently required to communicate and adequate working knowledge of the world system and the difficulty of building up an integrated picture of its complexity, suggest that a visual display unit which computer mass memory support may have many possibilities.

An important possibility in building understanding is the ability to manipulate part of a multidimensional model via the visual display unit so as to array the world system network from an origin chosen anywhere within the network. Thus an organization (or even a concept), known and understood by a particular user, may be used as visual origin and all other organizations (or concepts) displayed in terms of their relationship to it — according to a variety of models helpful to differing personality types. Entities "distant" in communications terms can be reduced in visual importance, whereas "nearby" organizations of relatively little absolute importance can be made of greater significance (approximating the recognition normally accorded them by the user). The student can work from his base system by requesting a restructuring of the display in terms of other system viewpoints as he builds up knowledge of, and a "feel" for, those originally conceptually distant from his staring point. In this way he can progress toward the more general levels of the world system or into other areas of detail. Of greatest importance, the student can work out and locate which organizations or systems offer the best avenue of fulfillment for him, or alternatively precisely in what way he must initiate some new activity to achieve such a measure of satisfaction or correct some trend which his values rate as unsatisfactory. Exploration of the organizational network can be recorded on videotape for educational purposes, briefings or newsreels.

b) More distant future

The purpose of this section is to envision briefly the sort of communication facilities and environment that seem desirable, or perhaps essential, for the last decade of this century in terms of the problems and technological opportunities — as a development of the contribution of the type of data structure being built by the UAI (*).


(*) See pages 108 and 109. A film has been produced by the UAI to illustrate this technique in the case of organizational data.

Image of a complex chemical molecule on a visualization screen. This technique is now used to facilitate comprehension of this type of three-dimensional structure. The research-worker can turn the molecule in order to look at it from different angles; to put up relevant texts and to make calculations of its structure.

A first step towards putting "interorganizational space" on paper. The same technique as that used for visualization of molecules (see left/right/facing page) has been used by the author to show a group of 18 organizations and associated bodies. The structure has been turned (to reveal its configuration from a specific viewpoint) and enlarged (to study a specific relationship). The spheres (knots) representing the various bodies and their identification-marks have been added or removed. This technique could be used in the study of thousands of different organizational networks.

(Photographs taken by the author of the "elToT"belHWM'qonfute'belonging to Information Displays Inc., USA)
The greater the number of relevant factors which must be taken into account in a decision-making situation the more complex becomes the structure necessary to display information revealing the problem. The use of interactive graphics, described above, will therefore be extended to give a working environment which may be described from the point of view of the executive (or member) as follows. He will conceive of his organization as the integrating or co-ordinating point of a set of networks of relationships between individuals and other bodies concerned with a web of problem areas. This concept will be given precise form by an appropriate display on a three-dimensional projection screen linked to a computer. He will be able to examine the current state of development of these networks. Each event and the passage of time will modify the pattern of links between organizations. The display will signal as he watches new links formed and broken and areas of inter-organizational conflict. New integrating points of various degrees of effectiveness and duration will appear and reactions from his organization. His decisions to allocate resources in new ways will modify the patterns of links on his own display and of those of others concerned with the same field. A related display will highlight for him the current problem areas and the rates of their development. He will be able to determine which organizations and associated project networks are concerned with which problem area, their effectiveness and need for resources. The computer will highlight problem areas of interest to him with no organization concerned and indicate bodies from which he might obtain funds, or which might be willing to collaborate or sponsor action on the part of his organization (*) .

Because of developments in communication, organizations — which are structures for processing information — will increasingly take the forms which are currently recognized. No office will be necessary because the files, accounts and documents are stored and used electronically. No meeting room will be necessary because of the inconvenience and delays of travel and the convenience of videophone conference calls (1). The purely administrative organization becomes a concept concretized in a computer program and file structure. This will have the advantage of reducing the ability or need to identify with the non-essential structures of organizations which are often a major source of resistance to change. Even the concept of an organization as a permanent structure will be modified. The facility with which structures can be altered or created will increase the rate of modification of such structures to the point where new links are brought into play to cope with each new problem.

This takes us to a point where the concept of an organization as a distinct and well defined structure (other than in computer terms) is replaced by an emphasis on the potential components of structure at any one time in terms of a given problem pattern and the stimulus necessary to encourage their participation. The emphasis on organization dynamics is foreign to traditional thinking in formal organizations but is very close to the normal intuitive understanding of the operation of small groups, informal organization sand pressure groups.

A more vivid appreciation on the flexibility which this will make possible is obtained by considering the organization (in sociological terms) which can be set up now by concerned people telephoning between one another to arrange joint action or protest over some new issue. In the future this procedure will be accompanied, over the same short period, by the formulation of (and bargaining over) the necessary computer-held structure, selection of contact mailing lists, acquisition of funds (by credit transfers) etc. A formal body will therefore have been set up which could act to apply pressure or be wound up at the same speed.

The current range of organizations is severely limited because of the need for simple voting and control procedures and easily identifiable membership groups. The calculating and display power of the computer will permit and render understandable complex groupings of many types — making possible the existence of bodies which only "cohere" and "exist" on particular issues, change their structure and method of operation in a pre-negotiated way over time (*), or which might have a wide voting membership on one issue but a very limited one on another.

These new types of organization will pose considerable problems if they seek legal status — until legislation recognizes the fact that the computer program is an operationalized constitution and in fact offers a considerable more precise definition than that currently possible.

Perhaps the most important possibilities lie in the improvement of the relationship between the man-in-the-street and the specialists detecting new ways of understanding, changing and controlling society. The situation predicted for the world in 1976 in which the politician, working in tandem with his technological advisers and program designers, is in a position to put forth interpretations of "urban reality", programs to deal with it, and evaluations of those programs as implemented based on knowledge either unavailable to those who might challenge him or unavailable at the time that a challenge might be most effective (2) will be overcome. The type of display envisaged could be adapted to receive both the most subtle insights of diplomats and even of artists (3), as well as those of mathematically oriented researchers. These could in turn be converted by the computer either directly, or via appropriate educational programmes, into explanations framed according to the demands of the man-in-the-street. The immensely improved possibilities for participation are implicit in the flexibility and ease with which organizations can be formed and

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1) This could lead to a breakthrough in the handling of minority/majority problems like those in Southern Africa.


3) Apart from the technological convenience of this change, society has already reached the point where a three-dimensional array of offices tends to be a direct hindrance to the multidimensional contact needs of individuals with many functions to fulfill in a variety of committees and working groups.
controlled — or even protested against. It is only the extension of national data systems to facilitate democratic action through such systems that will prevent such systems from being swept away by processes of change or abused for oppressive purposes. The key lies in using the same system for different purposes and thus avoiding the spastic response of a society based upon a fragmented non-participative information system.

In this context the conclusion may be reached that the only sufficiently complex and yet understandable dynamic model for the large variety of processes about which the policy maker will have to be prepared to learn, receive and integrate related information — whilst at the same time retaining a concept of the ongoing process as a whole — is the policy-maker as a fully developed human being. This would provide considerable philosophic satisfaction to many as well as providing a conceptual framework within which the balance between man and his organized environment could be reestablished.

The problem would then become how to educate individuals as generalists to model within themselves the interacting sub-systems of world society, with the necessary increase in precision and breadth of vision, and how to enable them to reflect these subtle insights back onto a visual display screen for objective discussion, testing and further refinement.

Conclusion

The fact that there is no centre, university faculty or institute in existence or proposed which specializes in the study of the world system as a whole, or of the web of interacting problems as a whole, increases the significance of the activities and plans of the UAI. It also has a possible consequence which seems to have been ignored.

The lack of such central collections of information means that nobody is stimulated to think about either (or the ways of using such information) in broad enough terms to cope with the synergistic effects which may be the eventual cause of disaster. And, while "... the difficulties and dangers of problems increase at a geometric rate, the knowledge and manpower qualified to deal with these problems tend to increase at an arithmetic rate" (1). The fragmented approach to society may even reinforce, and in turn be reinforced by, a degree of conceptual fragmentation within man which opposes any sense of human fulfillment (2) and — to the extent that the key to peace lies in the minds of man (3) — blocks any approach to satisfactory world peace or to the solution of other world problems.

(1) As an indication of the importance of this approach, see for example: United States Senate, Committee on Government Operations, Subcommittee on National Security and International Operations (Comp.). Specialists and Generalists. a selection of readings. Washington, 1968.


(3) Rene Maheu. Director-General, UNESCO.
DISPLACEMENT OF THE WOOD BY THE TREES

The small black patterns in the design on the opposite page are included to indicate graphically a currently prevalent conceptual trend. The page constitutes a Gestalt puzzle and does have a very clear significance which once seen is obvious. The disordered impression is then permanently lost (see last paragraph for the key). Each black pattern may however be considered as representing the field of interest, concern or activity of some body or group in society. Thus, for example:

— patterns with particular characteristics are the special concern of particular disciplines, other patterns being considered as irrelevant. Each discipline therefore develops its activity in isolation from others — taken to the extreme this may lead to a form of "conceptual apartheid";

— each organization in society — as patterns of activity — whether governmental, nongovernmental, academic or commercial believes that only certain similar or matching patterns are of significance and warrant its attention or recognition. Taken to the extreme this may lead to a form of "organizational apartheid";

— each action or mission-oriented group believes that only certain pre-defined features of its social environment need to be taken into account in the conception and implementation of its programme. This leads to the well-known problems of communication between dynamic groups with different perspectives and value systems;

— each individual, despite the legal concept of equality of human rights, isolates characteristics common to his immediate contacts as being of greater absolute importance than others possessed by other individuals — thus reinforcing the many trends towards discrimination.

Each believes that the hope for a stable, peaceful and fulfilling world society lies in greater emphasis on those particular aspects of society of which he or she happens to be currently aware — just as in examining the black patterns opposite we attempt to fit them together by a detailed scrutiny of their structure. It is in this way that we expect to arrive at a more comprehensive and balanced understanding.

And yet the key to a comprehensive view is not necessarily via the greater elaboration of detail. There are other ways of looking at a maze of isolated patterns which can bring them together into a meaningful whole. The possibility of a "conceptual ecology" and an "organizational ecology" may be important in this respect.

Such a meaningful synthesis is required in many areas, for example: the need for multidisciplinary thinking to guide the long-term development of society, the need for co-ordination between different kinds of organizations concerned with related problems, and perhaps most important, the need for a fulfilling, balanced environment in which human beings can develop towards maturity.

The key to the pattern opposite is obtained by looking at the network of white patterns which form letters of the alphabet linking the black patterns into lines of text (seen horizontally) thus creating a meaningful whole. The lack of education in the ability to make this type of conceptual switch of perspective in other contexts severely impedes progress towards wide recognition of world society as a meaningful organic reality. The prime concern of the Union of International Associations is with new methods of facilitating such a switch.
"Because our strength is derived from the fragmented mode of our knowledge and our action, we are relatively helpless when we try to deal intelligently with such units as a city, an estuary's ecology, or "the quality of life" (1). — or with the world system as a whole. Development of more sensitive methods to interrelate fields of knowledge and activity (2) leads to more effective relationships between organizations and problems areas.

The elaboration of the network — an unexplored resource in terms of its synergistic effects — within which all organizations are embedded in terms of their actual pattern of contacts would decrease the tendency to treat organizations as isolated entities (which emphasizes conflict rather than co-operation) or conversely to treat problems as isolated and amenable to solution by isolated organizations. The techniques available to structure this information in visual form, adaptable to educational requirements, opens up exciting possibilities for improvement in understanding about society.

The network would provide one realistic physical model of what has hitherto been an abstract and relatively meaningless concept, namely "world society". The existence of such a model could have important educational and social consequences.

The strength of the UAI derives from a simple idea reinforced over 60 years — the overriding necessity for a "vue d'ensemble" across all the conventional categories. The rate at which the Inter-Contact system can be developed to concretize the organizational network depends directly on (a) the ability of bodies interested in particular subject or geographical areas to understand the advantages of making available funds to include such specialized information within an Inter-Contact general framework and (b) the enthusiasm aroused in potential users and in groups anxious to collect systematically and prepare information on bodies active on questions which they consider to be important. Its ultimate significance will depend on the degree to which the Inter-Contact concept echoes the perspectives and needs of young people, stimulates their imagination and provides them with an instrument of the 1970's to help make society transparent to the man-in-the-street, and a fulfilling environment for him.


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