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ENVIRONMENT PROGRAMME

REPORT OF THE
GOVERNING COUNCIL
on the work
of its second session

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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
INTRODUCTION	1 - 6	1
<u>Chapter</u>		
I. GENERAL DEBATE	7 - 79	2
A. Introductory report of the Executive Director (agenda item 6)		
B. Report of the Environment Co-ordination Board (agenda item 7)		
II. THE ENVIRONMENT PROGRAMME	80 - 100	17
A. Review of the environmental situation and of activities relating to the environment programme (in the light, <u>inter alia</u> , of General Assembly resolutions 2997 (XXVII), 3000 (XXVII) and 3002 (XXVII)	83 - 84	17
B. Approval of activities within the environment programme, in the light, <u>inter alia</u> , of their implications for the Fund Programme (agenda item 8)	85 - 86	18
C. Other matters considered by the Sessional Committee	87 - 100	18
III. MATTERS ARISING FROM THE GENERAL PROCEDURES GOVERNING THE OPERATION OF THE FUND OF THE UNITED NATIONS ENVIRONMENT PROGRAMME (agenda item 9)	101 - 104	21
IV. FINANCIAL AND BUDGETARY MATTERS	105 - 113	22
A. Report on the implementation of the Fund Programme in 1973	106 - 107	22
B. Review and approval of the Fund Programme for 1974 and 1975	108 - 111	22
C. Review of the Secretary General's proposals regarding UNEP in the regular budget of the United Nations (agenda item 10)	112 - 113	23

CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
V. HUMAN SETTLEMENTS	114 - 156	24
A. United Nations Conference-Exposition on Human Settlements	115 - 134	24
B. Establishment of an international fund or financial institution for human settlements: report of the Secretary-General (General Assembly resolution 2999 (XXVII))	135 - 152	28
C. Action taken in pursuance of General Assembly resolution 2998 (XXVII) (agenda item 11)	153 - 156	32
VI. QUESTION OF CONVENING A SECOND UNITED NATIONS CONFERENCE ON THE HUMAN ENVIRONMENT (GENERAL ASSEMBLY RESOLUTION 2994 (XXVII)) (agenda item 12)	157 - 162	33
VII. OTHER MATTERS ARISING FROM RESOLUTIONS OF THE GENERAL ASSEMBLY (agenda item 13)	163 - 198	34
VIII. ORGANIZATIONAL, PROCEDURAL, ADMINISTRATIVE AND INSTITUTIONAL MATTERS	199 - 243	43
A. Opening of the session (agenda item 1)	199	43
B. Election of officers (agenda item 2)	200	43
C. Agenda and organization of the work of the session (agenda item 3)	201 - 206	43
D. Rules of procedure (agenda item 5)	207 - 212	45
E. Attendance	213 - 219	47
F. Credentials of representatives (agenda item 4)	220	48
G. Preparatory process of Governing Council sessions (agenda item 14)	221 - 229	48
H. Provisional agenda, date and place of the third session of the Governing Council (agenda item 15)	230 - 239	50
I. Other business (agenda item 16)	240 - 241	51
J. Report of the Governing Council to the General Assembly (agenda item 17)	242	52
K. Closure of the session (agenda item 18)	243	52

CONTENTS (continued)

ANNEXES

	<u>Page</u>
I. DECISIONS OF THE GOVERNING COUNCIL OF THE UNITED NATIONS ENVIRONMENT PROGRAMME AT ITS SECOND SESSION	53
II. ADDRESS BY H.E. MZEE JOMO KENYATTA, PRESIDENT OF THE REPUBLIC OF KENYA, ON THE OCCASION OF A CEREMONY HELD AT THE KENYATTA CONFERENCE CENTRE ON 13 MARCH 1974	85
III. REPORT OF SESSIONAL COMMITTEE I	87
IV. REPORT OF SESSIONAL COMMITTEE II	125
V. LIST OF DOCUMENTS SUBMITTED TO THE GOVERNING COUNCIL	137

INTRODUCTION

1. The Governing Council of the United Nations Environment Programme held its second session at UNEP headquarters, Nairobi, from 11 to 22 March 1974.
2. Mr. Ingemund Bengtsson (Sweden), President of the Governing Council at its first session, declared open the second session. In the statement which he made on this occasion he thanked the Government and people of Kenya for their hospitality. He expressed the hope that the spirit of co-operation, understanding and goodwill which had prevailed at the United Nations Conference on the Human Environment, held at Stockholm from 5-16 June 1972 and at the Governing Council's first session would also characterize the second session.
3. Mr. Njoroge Mungai, Minister for Foreign Affairs of Kenya, having been elected President of the second session of the Governing Council, made a statement in which he referred to the complex and diverse issues awaiting the Council's attention. He expressed the hope that at this session the Council would recommend concrete and practicable solutions to the problems of the environment, instead of general and broad identifications of the problems, and so contribute to the preservation and improvement of a heritage which was all mankind's.
4. The present report 1/ constitutes a summary of the proceedings and deliberations of the Governing Council during its second session. The texts of the resolutions adopted and decisions taken at the session are contained in annex I to the present report.
5. At a ceremony held on 13 March 1974, His Excellency Mzee Jomo Kenyatta, President of the Republic of Kenya, welcomed the participants in the Governing Council's session to Kenya. The full text of his address is given in annex II to the present report.
6. At this ceremony, the Executive Director of UNEP read out a message from the Secretary-General of the United Nations. The Secretary-General expressed the hope that the Governing Council would succeed in its formidable task of determining how the requirements of the present time could be met, without prejudice to the interests of future generations, through the judicious use of the world's finite natural resources and a co-operative effort to safeguard man's environment.

1/ Previously issued under the symbol UNEP/GC/26.

Chapter I

GENERAL DEBATE

- A. Introductory report of the Executive Director
(agenda item 6)
- B. Report of the Environment Co-ordination Board
(agenda item 7)

7. It was agreed that the Governing Council would deal with the introductory report of the Executive Director (agenda item 6) and the report of the Environment Co-ordination Board (agenda item 7) together in the context of a general debate. In the course of the general debate, many of the representatives touched also on a number of other topics dealt with more particularly in the discussion of other items either in the Council or in the Sessional Committees. 2/ In connexion with items 6 and 7, the Governing Council had before it documents UNEP/GC/14, 15 and 22.

8. Introducing the general debate, the Executive Director made a statement at the opening meeting, on 11 March 1974. 3/ He briefly described what had happened in UNEP since the first session of the Governing Council. Then he drew attention to a number of matters awaiting the Council's decision and guidance at its second session. He proposed a short list of specific areas, within the priorities set at the first session, in which UNEP's programme activities could be concentrated in the forthcoming period. He explained the basic assumptions which had guided the UNEP secretariat in its approach to the programme, and referred briefly to the larger context of international relations at the present time and its bearing on the mandate of UNEP.

9. As regards the substantive aspects of the Programme, he mentioned a number of issues requiring the attention of the Governing Council.

10. He stated that the secretariat needed guidance as regards the basic approach and methodology to be followed in the review of the environmental situation and of the activities relating to the environment programme, 4/ which was intended eventually to become an effective tool for UNEP in carrying out its function of reviewing and co-ordinating the existing and planned environmental activities.

11. In regard to the actual execution of the programme, he hoped that the Council would indicate areas in which the major efforts of the secretariat should be concentrated in the period ahead, in particular, areas which required co-ordination of action taken by members of the United Nations system and areas requiring greater emphasis on the part of Governments.

2/ See chapters II, III, IV and VII below and the reports of the two Sessional Committees in annexes III and IV to the present report.

3/ Text circulated as document UNEP/GC/L.18; the statement was intended to supplement the introductory report of the Executive Director (UNEP/GC/14).

4/ A tentative and illustrative model of the "Review" was circulated as document UNEP/GC/14/Add.1.

12. Referring to the elements of the programme to be financed by the Fund of UNEP (see UNEP/GC/17/Rev.1), he said that the Council would be expected to give its decisions on the suggested rolling nature of the medium-term plan, forward commitment authority for Fund Programme Activities (see UNEP/GC/16), subsidiary procedures for the use of the Fund Programme Reserve, and the budget (UNEP/GC/17/Rev.1 and UNEP/GC/17/Add.1 and Corr.1). He drew attention to the provisions of General Assembly resolution 3128 (XXVIII) of 13 December 1973 concerning the financing of a portion of the cost of the United Nations Conference-Exposition on Human Settlements to be held at Vancouver in 1976. He also invited the Council to consider the funding of the pre-feasibility study concerning the construction of permanent headquarters facilities for UNEP in Nairobi (UNEP/GC/17/Add.2).

13. The Executive Director noted that it would not be feasible to develop a comprehensive set of programme activities covering the whole broad range of priority areas agreed at the first session of the Governing Council. He stressed the need for selectivity, lest UNEP's efforts be too diffuse to be effective. Accordingly, he urged the Council to agree on a relatively small list of specific areas within the priorities agreed at its first session, in which UNEP's programme activities would be concentrated within the next year. He proposed for consideration such specific activities as:

(a) Development and dissemination of environmentally sound technologies, with special emphasis on water treatment, waste disposal and recycling, building technologies, as well as of environmentally sound techniques for pest control;

(b) Measures for preventing loss of soil through desertification, erosion and salination, and for restoring the productivity of marginal lands;

(c) Investigation of and support for pilot projects exemplifying alternative patterns of development which are environmentally sound - e.g. "eco-development";

(d) Measures for preserving the marine environment, with special emphasis on monitoring and control of land-based sources of ocean pollution, particularly river discharges;

(e) Measures for the conservation of genetic resources of plant and animal life as well as micro-organisms which are important to the well-being of man;

(f) Training and technical assistance particularly focused on helping Governments of developing countries to establish national environmental policies and machinery for integrating environmental considerations into their national development plans and programmes as well as helping them to participate in and derive full benefits from Earthwatch;

(g) Support for the development of environmental education and dissemination of environmental information to various sectors of the public having particular interests and needs;

(h) Implementation of the first phase of Earthwatch, including the Global Environmental Monitoring System (GEMS) and the International Referral System;

(i) Assessment to provide guidance for decision-making in certain key ecological regions such as the Mediterranean Sea, the Caribbean Sea, South Pacific

island regions, tropical rain forest regions of Central Africa or South America and arid areas of the Middle East, Asia and/or Africa.

14. Other subjects to which he drew attention included the following:

(a) The possible need for international arrangements in respect of activities which could lead to significant modification of the climate;

(b) The elaboration of new rules of international law regarding the environment;

(c) The environmental implications of various alternative patterns of energy production and use.

He sought the guidance of the Council regarding future activities of UNEP in respect of these subjects.

15. He mentioned several basic assumptions which had guided the secretariat in developing the Programme. These were as follows:

(a) That the Programme must be compatible with the International Development Strategy for the Second United Nations Development Decade and with the World Plan of Action for the Application of Science and Technology to Development;

(b) That the Programme must be based on the best possible scientific information and advice;

(c) That it was not UNEP's task to replace or pre-empt existing activities carried on by other organizations, but to add a new dimension to them and to provide the means by which they might be co-ordinated towards the achievement of common objectives in the field of the environment;

(d) That the role of the Fund should be primarily that of a catalyst in providing initial funds for the development of activities and that of a source of the additional financing required to provide an environment dimension to development activities of international significance;

(e) That special attention should be given to the needs and interests of developing countries and to measures facilitating their participation in the Programme;

(f) That in carrying out the Programme special attention should be paid to the need to support the development of institutional capability, particularly in the developing world, by utilizing existing institutions and supporting the development of new capabilities where required.

16. In referring to the proposed creation of "programme activity centres", he said that UNEP's approach was intended to take full advantage of resources available from other sources in creating the linkages, flows of information, and mechanisms for planning and co-operation. The object would be to make it possible for a number of existing institutions to work together as part of a network in carrying out activities designed to achieve particular objectives established by the Governing Council.

17. In the opinion of the Executive Director, the present energy situation was not an isolated event but the first of a series of signals pointing to a fundamental transition in human experience, demonstrating to Governments and to the public the need for husbanding the precious limited resources of "Only one Earth". He referred to the momentous issues facing the international community at the present time and added that nations should accommodate to the new reality, and engage in a new commitment to co-operation on a scale without precedent, or face intensifying competition to assert and protect narrow national interests and escalating divisions and conflicts, possibly leading to disintegration of world order and catastrophic consequences for rich and poor. He noted that the new issues reflected new divisions between the energy-rich and energy-poor, the technology-rich and technology-poor, the food-rich and the food-poor, and that these did not quite fit the notions of East-West and North-South conflicts.

18. Referring to the exploitation and management of the oceans and their living resources, he urged the Governing Council to express itself on the need for all nations to affirm their a priori commitment to maintaining the health and essential life-sustaining functions of the marine environment, and to bring its views to the attention of the Third United Nations Conference on the Law of the Sea to be held at Caracas in June 1974. The Conference represented a unique opportunity to develop an effective co-operative framework for the international management of the oceans, in which both the responsibilities for their care and benefits of exploiting their resources would be equitably shared amongst all nations of the world.

19. He felt that the current issues were part of a complex system of cause and effect, shaping the future of the international community. He stressed that the system of relationships was global in scale and could be understood and dealt with only in a global framework, albeit with a wide variety of national and regional responses. In concluding, he noted a number of positive signs pointing to a better future, and added that the second session of the Governing Council could make a significant contribution towards bringing about a better world.

20. The delegations expressed sincere thanks to the people and Government of Kenya for acting as host to UNEP and for their warm and hospitable reception. Many speakers noted that the presence of UNEP in Nairobi meant a new stage in the history of international organization and was the fulfilment of the collective aspiration of developing countries to see the headquarters of a United Nations agency located in the third world. The location of this new organization on the African continent underscored even more the close interdependence between economic development and sound environmental policies. In reply, the representative of Kenya stated that his Government was deeply honoured by the selection of Kenya as the location for the headquarters of UNEP. This was an honour not only for Kenya but also for Africa, for the third world and for the non-aligned countries.

21. The majority of speakers recognized the difficult period that UNEP had gone through since the first session of the Governing Council, and congratulated the commendable efforts made by its secretariat in preparing for the second session. Most delegations felt that the documentation prepared by the secretariat was of a high quality and reflected satisfactorily the priorities agreed at the first session of the Governing Council. It was also noted that the documents represented a considerable improvement over similar ones prepared for the first session of the Governing Council. Many speakers stated that in future the six-weeks rule for the circulation of documents, duly translated, should be observed.

22. One representative considered that the documents tended to be repetitive and not always easily comprehensible; he expressed the hope that the UNEP secretariat would endeavour to use simpler language in its documents. Another representative noted that few proposals for programme activities bore the imprint of UNEP's originality. Another representative expressed the view that UNEP had not yet established its own philosophy and style.

23. Commenting in general terms on the performance of UNEP, one representative noted that the first session of the Governing Council and its results were of great importance as they had broadened the base of support for UNEP among developing countries, and enabled the latter to feel that attaining environmental quality did not mean slowing down the rate of economic development of those countries. He added that the Intergovernmental Meeting on Monitoring and the meeting of experts on the International Referral System, as well as the informal intergovernmental consultations of November 1973, had provided further opportunities for a better expression of the needs of developing countries. He asked that more weight be given in UNEP to priorities of developing nations, as these priorities affected the largest part of the globe.

24. In commenting upon UNEP's performance to date, some representatives felt that there was not sufficient opportunity for Governments to consult with the secretariat. One of them, referring to the Aspen meeting on "Outer Limits", said that it would have been desirable for Governments to be informed of and to participate in that meeting, especially as its findings were reflected in the Executive Director's suggestions for future programme of work. The need for regular consultations with Governments was underlined.

25. In commenting on the proposed approaches and methodology of work towards the formulation of the Programme and its implementation as described by the Executive Director in his introductory report (UNEP/GC/14, paras. 3-18) and in his introductory statement (UNEP/GC/L.18, pp. 6-11), many representatives approved and commended the proposed programmatic approach and the basic assumptions which had guided the secretariat in developing the Programme. They welcomed the efforts to improve the management and strengthen the potential of UNEP. In particular, they underlined the importance of giving visibility to the environmental activities in the international system. Likewise, they welcomed the aim of filling the gaps and establishing an integrated approach by the international community to the problems of the environment through a programme which would be responsive and geared to the needs and objectives as defined by the Governing Council. The catalytic function of UNEP and of its Fund was endorsed. It was felt that, through the application of the programmatic approach, UNEP should be in a favourable position to lay down the guiding principles and to exert an influence on the international system.

26. The programme activity centres proposed by the Executive Director as a vehicle for programme implementation commanded widespread attention. The proposal was welcomed in principle, although many speakers felt that there was a need for further elaboration of the concept. Among the questions raised were: how would the programme activity centres be related to the co-ordinating function of UNEP headquarters; what staffing and financing arrangements were envisaged; what would be the responsibilities of the centres. It was suggested by one representative that, in order to achieve economy and efficacy of work of the proposed centres, meetings of experts should be held before these were set up in those regions where

such centres were planned. Others felt that a few such centres should be established on an experimental basis, with the final decision to be taken at a future session of the Governing Council. Many representatives welcomed the concept of programme activity centres as a step in the right direction towards decentralizing activities and adapting them to specific conditions of various regions. It was suggested that the location of the centres should not depend mainly on existing institutions or areas with accumulated knowledge, as this might unduly favour the developed world.

27. In replying to questions, the Executive Director stated that the intention was that the programme activity centres should provide one of the means of carrying out more effectively decisions made by the Governing Council regarding the programme. ^{5/} It was hoped that such centres would make it unnecessary to establish an elaborate infrastructure at UNEP headquarters, and would help to avoid the duplication of facilities, expertise and resources already available elsewhere. He noted that quite a wide variety of arrangements was possible, and that staffing and financing arrangements were bound to vary. However, in every instance such programme activity centres would be directly responsible to the Executive Director of UNEP, who would retain control of their planning and budgets, so far as the resources came from UNEP funds. He added that any given programme activity centre would be established only after thorough consultations with those concerned, and assured the Governing Council that the secretariat had no intention to move rashly in creating such centres. He said that, on the basis of a few initial experiences, the approach of the secretariat could be modified. He added that the decisive test to be met before a decision was made to create a given centre was whether it was likely to result in less demand on and better use of UNEP's own resources, and a better use of resources available within the United Nations system and elsewhere.

28. The majority of representatives, referring to the report of the Environment Co-ordination Board (UNEP/GC/15), underlined the vital importance of effective co-ordination in achieving the environmental goals of the international community, and noted that UNEP's main task was to co-ordinate environmental activities within the United Nations system. In commenting on the report, a number of representatives noted that in the short period that had elapsed between the first and second sessions of the Governing Council the Board had not been able to develop and exercise its co-ordinating function. Some representatives were critical of the report and felt that it should not be merely a compendium of separate activities, but rather a set of well-integrated proposals and policies. It was felt that much remained to be done to make the Environment Co-ordination Board an effective mechanism for co-ordination, and the hope was expressed that the Board would soon begin to fulfil its genuine co-ordinating role envisaged at the United Nations Conference on the Human Environment, thus facilitating the policy-making function of the Governing Council.

29. In commenting on problems of co-ordination, some representatives suggested that the existence of the Fund of UNEP should not be used as an excuse for allowing the budgetary allocations of specialized agencies for environmental matters to remain

^{5/} The full text of the Executive Director's statement concerning programme activity centres was circulated under the symbol UNEP/GC/L.20.

stagnant. The specialized agencies should continue to carry on their respective environmental activities within the framework of their own budgets and look to UNEP only for additional funds for those environmental activities which they had not undertaken before, but which should be initiated as a part of a global scheme decided upon in UNEP. The responsibility of the governmental representatives for ensuring that environmental measures agreed to in UNEP were followed up in the governing bodies of other international organizations and specialized agencies was stressed. It was suggested, furthermore, that obtaining the information needed for the assessment and review of environmental activities required a great deal of co-operation from the specialized agencies. Since it was UNEP's explicit function to carry out this assessment and review, the Governing Council should ensure that this obligation could be fulfilled effectively and that the necessary information was supplied by the specialized agencies to the UNEP secretariat.

30. The representative of the Food and Agriculture Organization of the United Nations, speaking on behalf of a number of specialized agencies, expressed their readiness to place at UNEP's disposal their technical expertise and long experience. He added that with goodwill from all sides the work of the Environment Co-ordination Board would improve rapidly. He stated that co-operation and co-ordination involved not only the secretariats, but also the governing bodies.

31. The representative of the International Atomic Energy Agency, commenting on that part of the report on the state of the environment which dealt with energy (UNEP/GC/14/Add.1, pp. 22-24), stated that the comments on nuclear energy in that document were open to misinterpretation. He stated that his Agency had not been consulted in the preparation of the document and did not wish to be associated with the conclusions drawn. He expressed the hope that his Agency would be used as a technical consultant on nuclear energy and nuclear environmental matters in the energy studies planned by UNEP, and noted the positive reaction of the Executive Director to this wish.

32. Examples of action on a regional or subregional level were cited as a means of attaining rapid results and as an effective way of filling gaps in the international environment strategy. The representatives of several regional intergovernmental organizations noted that their organizations' efforts in the environment field complemented those of UNEP. They proposed close working relations with UNEP and, among other things, stated their readiness to transmit to the Executive Director the results of their research and activities in this area. It was suggested that UNEP should respond to offers and services by regional organizations, as these formed part of the infrastructure necessary for planning and carrying out global measures.

33. As UNEP was still at the early stages of its development, a number of representatives touched upon the various roles they felt the Programme should play. While it was agreed that its main functions were co-ordination, taking initiatives and establishing guidelines, information gathering and exchange, it was also felt that the programme should include more operational activities, directly executed by UNEP, in those fields in which other United Nations bodies carried on no such activities. The hope was expressed that the UNEP secretariat would not be overwhelmed with a mass of paper work and that sufficient time would be left to it for thinking and deciding. Many representatives felt that a very important part of UNEP's work should be to extend assistance to developing countries, through

training and technical assistance, facilitating the transfer of contemporary scientific achievements and technology in the field of the environment. It was recognized that UNEP, while giving priority to applied research, should also support basic scientific research and seek knowledge, especially of a transdisciplinary nature. Another important function was that of stimulating public opinion and propagating awareness of environmental problems.

34. A number of representatives stressed the broad political aspects of international co-operation in the field of the environment. Some of them pointed out that the success of international co-operation in that field depended on the maintenance of peace and on progress towards disarmament. Some others stressed that international co-operation in the field of environmental protection was directly interrelated with political and economic détente. Other representatives underlined the universal character of environmental issues and therefore the need for the universality of environmental activities.

35. Some representatives observed that it would be essential to keep in mind that the Council must work towards a pattern of international environmental co-operation based on the full respect for the principles of sovereignty of States and non-interference in matters within the national jurisdiction. It was crucial, in their opinion, not to allow concern with the environment to be used as a pretext for interference in internal matters. The Council could not assume a supervisory role with regard to the conduct of States, the external obligation of States being defined solely by treaties and agreements. Other representatives stressed that in most cases it was only through balanced development which took account, in an integrated approach, of social, cultural and ecological as well as economic factors, that a sound and decent environment could be achieved.

36. Some representatives stressed that the Governing Council, in conformity with its terms of reference as laid down in General Assembly resolution 2997 (XXVII) of 15 December 1972, should promote international co-operation in the field of the environment and recommend, as appropriate, policies to that end.

37. Many representatives stressed the need for the development of a philosophy of UNEP which would take into account both the interrelationship and the interaction of various environmental issues and the interdependence of environmental actions initiated at the national or regional levels.

38. One representative stated that pollution originating in industrialized countries constituted a threat to other countries and, in effect, an encroachment on their sovereignty. In his opinion, every country had the right to protect itself against such risks and to claim compensation for damage suffered. He considered that the doctrine of zero growth was retrogressive, for its application would hamper the economic growth of the developing countries. Other representatives stressed that only development could provide in most cases the necessary conditions for a sound environment. One representative pointed out that powerful multinational corporations which largely escaped governmental control were among the worst offenders against the environment. Another representative considered the question of the environment in its wider context of world development goals and suggested a change of attitude on the part of all countries, especially the developed ones, and the promotion of new techniques for achieving environmental objectives in this global perspective.

39. In discussing UNEP's programme of work, many representatives welcomed the basic assumptions that had guided the secretariat in the development of the programme and especially its desire to ensure an appropriate balance in the proposed activities (UNEP/GC/14, para. 24, UNEP/GC/L.18, pp. 10-11). They agreed with the Executive Director as to the need to select a few areas of concentration for the forthcoming period and commended his attempt to indicate such specific activities in his introductory statement (UNEP/GC/L.18, pp. 9-10). They were of the opinion that the dispersal of limited resources on too many activities could undermine the programme's effectiveness. It was also generally felt that the programme should be aimed above all at practical solutions of environmental problems.

40. The majority of the representatives indicated what they considered as areas for concentrated action within the priority areas defined at the first session of the Governing Council. All the specific activities put forward by the Executive Director for special attention received support, though individual countries placed different emphasis on specific activities, because particular actions could not always have the same significance for all States and regions. 6/

41. With regard to the priorities assigned to topics in the Executive Director's programme of work (UNEP/GC/14/Add.2), the priority accorded to human settlements met with general support. In addition, the decision to hold the United Nations Conference-Exposition on Human Settlements in 1976 was described as an appropriate means of facilitating exchanges of experience and of broadening knowledge concerning the problems of the development of such settlements. 7/ It was emphasized that the Conference-Exposition should document living experiments with innovations in urban development planning and human habitat management and integrative planning approaches to human settlements, including social, cultural and environmental factors.

42. The progress made towards implementing the first phase of GEMS and towards setting into motion the International Referral System was welcomed by a number of representatives. 8/

43. It was generally agreed that the functional tasks of education, training and technical assistance should be given priority attention by UNEP. In this connexion, it was suggested that UNEP should strengthen its capacity to extend technical assistance to developing countries, and that for this purpose it should make much greater use of experts from the developing countries. The importance of environmental education and of the dissemination of environmental information was fully recognized. With regard to the functional task of environmental management, several representatives expressed the view that UNEP had not achieved sufficient progress with regard to all the components of that task, as could be gathered from

6/ The detailed comments on the programme were expressed in Sessional Committee I; for that Committee's report, see annex III to the present report.

7/ For a more detailed discussion of the question of human settlements, see chapter V below.

8/ The topic was discussed in detail in Sessional Committee I; for that Committee's report, see annex III to the present report.

the Executive Director's report (UNEP/GC/14/Add.2), and they expressed their belief that this situation would be remedied.

44. Proposed actions for the prevention of soil loss through desertification, erosion, salination and water shortage due to drought were endorsed, as was the action proposed for developing and disseminating environmentally-sound technologies. In this connexion, it was noted that reducing the costs of such technologies for developing countries should be of central concern in the programme. Also, technology assessment was regarded as a vital area for action.

45. Proposed measures for preserving the marine environment were endorsed fully, and the Council welcomed the Executive Director's suggestion that its view should be brought to the attention of the United Nations Conference on the Law of the Sea. In this context, attention was drawn to closed and semi-closed seas, and a direct role for UNEP was urged particularly in regard to the preservation of the ecological region of the Mediterranean Sea. The question of the implementation of General Assembly resolution 3133 (XXVIII) of 13 December 1973 on the protection of the marine environment was also raised. It was suggested that that resolution should be taken into account in the implementation of the Governing Council's programme of activities relating to the oceans.

46. The representatives of the German Democratic Republic, Poland and Sweden referred to two conventions for the protection of the Baltic Sea, one of which dealt with the protection of marine life and the other with protection against pollution. 9/

47. Measures for the conservation of the genetic resources of plant and animal life, as well as micro-organisms, important for the well-being of man, were supported.

48. Many representatives endorsed the Executive Director's intention to deal with problems related to climatic change, whether man-made or natural.

49. In view of the present energy situation, many representatives considered that UNEP should engage, on a broader basis and with a greater allocation of funds, in studies of the impact of the use of energy from various sources on the environment. Some considered that it should engage in studies of non-conventional sources of energy. Several representatives thought, however, that UNEP should not be involved in the study of energy questions before the General Assembly had considered the subject. 10/

50. The proposal of the Executive Director for studying alternative patterns of

9/ At the 29th meeting, on 22 March 1974, the representative of Finland announced that on that day the convention on the Protection of the Marine Environment of the Baltic Sea had been signed at Helsinki by the representatives of the Governments of Denmark, Finland, German Democratic Republic, Germany, Federal Republic of, Poland, Sweden and the Union of Soviet Socialist Republics.

10/ For a more detailed discussion of this subject, see the report of Sessional Committee I in annex III below.

development as part of the search for environmentally-sound development strategies was endorsed. His intention to launch a few pilot projects on eco-development was welcomed. One representative expressed doubt regarding this concept, for in his opinion it was not suitable for the degree of urbanization and industrialization required for development. Eco-development, in his view, was a concept that ignored the densities which were indispensable to growth.

51. So far as the topic of international environmental law was concerned, the representatives generally agreed with the Executive Director that the progressive development of this law should be of priority concern for UNEP, and his initiatives in this area were welcomed. It was recognized, however, that the elaboration of an international environmental law would not be an easy task. One representative observed that the development of international environmental law required a level of knowledge and experience that was still non-existent in most of the areas of environmental co-operation. The usefulness of international conventions regarding the environment and the need for active efforts to promote the conclusion of such conventions were stressed. Attention was drawn to the four international conventions adopted in response to the recommendations of the Stockholm Conference, 11/ and urgent action was suggested towards bringing them into effect. Several regional conventions were mentioned as valuable tools for the protection of the environment, for example, the conventions concluded by four of the Nordic countries. One representative noted that the Declaration adopted at Stockholm 12/ contained a clear reference to man's right to a sound environment, and that a provision of the Universal Declaration of Human Rights mentioned the right to health. He interpreted the right to health as including not only man's right to a sound and balanced environment, but also his responsibility for nature and the natural resources of the planet. He stated that in his opinion the Governing Council should study this subject. Several representatives suggested that one of UNEP's main concerns should be the preparation of an international environmental code of conduct, or of a charter for the environment. This could be initiated by a comprehensive codification of minimum environmental standards, which would then serve as the basis of a new code of environmental ethics, leading eventually to a comprehensive codification of a new body of international environmental law. Some other representatives considered that it would be premature to contemplate the preparation of a code of environmental conduct.

52. One representative mentioned the possible effects of man-induced weather modifications and felt that UNEP should take the initiative in the formulation of a code of conduct governing the operational and research aspects of man-induced weather modification. It was also stated that the international responsibility of States in matters of the environment was one of the grave issues facing the international community today and that there was an urgent need for an international legal instrument to help resolve disagreements among States concerning environmental measures. Some representatives stated that, in the spirit of international co-operation for solving environmental problems of concern to many countries, all disagreements between States in connexion with environmental measures should be settled bilaterally or multilaterally by the countries concerned on the basis of full respect for the national sovereignty of all countries.

11/ United Nations publication, Sales No.: E.73.II.A.14, chap. II, sect. B.

12/ Ibid., chap. I.

53. The representative of Argentina stated that at the present time the perception of new environmental problems called for a new dimension of international co-operation, viz "collective ecological security", a concept which should be elaborated, taking expressly into account the interests and priorities of the developing countries and the objectives of co-operation of the international community as a whole. In this representative's opinion, this new concept should be considered by the Governing Council and other appropriate United Nations bodies.

54. A number of speakers reiterated the importance of trade and economic relations for developing countries and urged that programme activities in this area should be given top priority by UNEP. It was also suggested that UNEP should consider conducting a study of social and economic policies and their impact on environment. One representative considered that only an inventory of existing studies should be prepared, with the assistance of the International Referral System. Another representative noted the absence, among the planned programme activities, of any proposal for dealing with the socio-economic and labour aspects of environmental protection. He added that improving the working environment was an integral part of the general problem of the human environment.

55. Among the activities that should receive priority attention, several representatives mentioned the establishment of a register of toxic chemicals. Such a register would be of particular use to developing countries, many of which could not set up research facilities of their own and had to rely on information supplied by manufacturers. One representative suggested that the register could be started with a case study of one or two chemicals, and that on the basis of initial findings it would be decided how to proceed.

56. In commenting upon the programme presented by the Executive Director, most representatives expressed their opinion that it was compatible with the objectives of the International Development Strategy for the Second United Nations Development Decade 13/ and the World Plan of Action for the Application of Science and Technology to Development. 14/ The hope was expressed that UNEP would continue in future to take into consideration the aims and goals of the International Development Strategy when structuring its programme. Several speakers considered that, in view of the close interrelatedness of the environment and development, the Second Development Decade should be coupled with an environment decade. It was also suggested that UNEP should participate fully in the mid-term review of the Second Development Decade on the basis of the need to take into account the impact of technologies on the environment of developing countries. It was further proposed that UNEP should participate in the implementation of the World Plan of Action for the Application of Science and Technology to Development by assisting the developing countries to enhance their scientific and technological capacities. In particular, it was suggested that UNEP should take into account the regional plans for action for the application of science and technology to development, particularly the African and Asian plans, as well as the recommendation formulated during the Conference on the Application of Science and Technology to Africa.

57. In view of the close interrelatedness and interdependence of issues in the contemporary international system, it was suggested that UNEP should make a

13/ General Assembly resolution 2626 (XXV).

14/ United Nations publication, Sales No.: E.71.II.A.18.

contribution to and be deeply involved not only in the United Nations Conference on the Law of the Sea, but also in the World Population Conference and in the World Food Conference.

58. The exchanges of ideas and experience which the Executive Director had initiated with the scientific community and with industry were considered as essential to the achievement of UNEP's goals, on the understanding that eventual institutional measures which might be taken should be based on the consent of the member States concerned. It was furthermore agreed that UNEP should not only deal with the immediate and pressing problems, but should also be taking an intelligent and comprehensive look into the future in an effort to develop long-range strategies for dealing with the problems of human environment.

59. In discussing the programme priorities, many representatives touched upon the allocation of resources from the Fund. In general, they endorsed the broad outline of the allocation of financial resources as presented in the note by the Executive Director (UNEP/GC/14/Add.1). They also welcomed the concept of the Fund's catalytic role as described in the Executive Director's introductory report (UNEP/GC/14, paras. 11-18).

60. Some representatives suggested that, in future, greater attention should be paid to the geographical distribution of the Fund's resources, so as to achieve a better regional balance. Others felt that a better balance between global and regional concerns should be achieved. In discussing the need for UNEP to develop definite criteria for accepting financial participation in environmental programmes and projects, it was suggested that the allocation of financial resources to meet competing demands should be based on the priorities which the Governing Council attached to particular areas. While it was generally agreed that the resources of the Fund should be directed mainly towards the developing countries, it was also felt that it should not become yet another development fund.

61. Some representatives warned against the dispersion and waste of the Fund's resources, and argued that they should be allotted mainly for concrete actions, rather than for studies, colloquia, seminars and paperwork. A number of representatives felt that the administrative and programme-support costs of the Fund were excessive and should be reduced. It was also suggested that the resources of the Fund should not be channelled heavily to the specialized agencies.

62. In the course of the general debate, a number of representatives made specific offers or proposed concrete actions for the attention of the Governing Council or the Executive Director.

63. The representative of Japan confirmed the preparedness of his Government to act as host to a second conference on the human environment. He also expressed the readiness of his Government to act as host to a follow-up meeting of experts of Governments and specialized agencies on monitoring, if the Executive Director considered such a meeting necessary.

64. The representative of Mexico reiterated the readiness of his Government to act as host to a second conference on the human environment. On behalf of his Government he also offered Mexico City as the permanent seat for an auxiliary secretariat of UNEP for the western hemisphere. Furthermore, he proposed that a regional meeting of representatives of Canada, Cuba, Guatemala, the United States

of America and Mexico be held to analyse sea and river pollution, and regional atmospheric monitoring.

65. The United States representative suggested that the Executive Director convene a group of experts to ascertain what steps might be taken to ensure that the new remote-sensing technology was fully utilized in the design, development and implementation of the global monitoring system.

66. The representative of Senegal suggested that the study on environment and development being prepared by the Department of Economic and Social Affairs, in consultation with UNEP and with the assistance of Professor Leontieff, should be made available to Governments.

67. The representative of Iran indicated the readiness of his Government to act as host to a number of environment-related activities as well as to provide facilities to developing countries for research and on-the-job training in such fields as ecological and habitat control of pests, behaviour of pollutants in warm water, marine biology and air pollution monitoring.

68. The representative of Spain, referring to the programme activity centres, proposed formally that, in order to achieve genuine economy and efficiency in the operation of these centres, meetings of experts of institutes in the eco-region concerned should be held before these centres were established to determine what would be their most appropriate function and to make proposals to the Governing Council for its decision. The City of Barcelona, the headquarters of a number of institutions active in this field, was offered as a meeting place for a group of experts of the Mediterranean. With regard to education and the training of experts within the priority areas, the representative of Spain announced that his country was prepared to offer all necessary assistance in the establishment of a centre for environmental studies in Spain which would be concerned especially with Spanish-speaking countries. In addition, he referred to recommendation 102 of the Stockholm Conference 15/ concerning the need to promote the training of economic planners capable of incorporating environmental considerations in economic planning.

69. The representative of Tunisia transmitted the offer of his Government to receive a regional conference of countries bordering on the Mediterranean to deal with the problem of how to reduce land-based sources of pollution.

70. The representative of Zaire stated that Africa was the only continent in which colonization, racial segregation and discrimination by reason of colour were still practised. He urged that, in conformity with principle 1 of the Stockholm Declaration, 16/ the Governing Council should authorize the Executive Director to accord top priority to the task of eliminating the two evils of domination and exploitation.

71. The representative of the Federal Republic of Germany stated that his Government would assist in drafting and preparing a convention on the conservation of migratory species and would be happy to act as host to an international conference on this subject.

15/ Ibid., chap. II, sect. B, p. 25.

16/ Ibid., chap. I, p. 4.

72. A number of representatives informed the Governing Council of current national research, legislation and other measures relating to the protection and development of the environment. Some other representatives stated that the national research institutes of their countries were willing to participate in carrying out particular portions of the environment programme.

73. The representative of the secretariat of the Council for Mutual Economic Assistance (CMEA) stated that his organization was prepared to submit to UNEP a number of documents and results of research on the environment done under its auspices during the last 10 years. He described the current research being carried out by CMEA concerning the protection of the environment.

74. The representative of the European Communities stated that the Communities were envisaging the possibility of contributing to the establishment of the International Referral System by placing at the disposal of UNEP the results of a series of projects undertaken in the Communities concerning the gathering, processing and dissemination of information relating to the environment. He added that discussions were in progress on the possibility of creating at Community-level a system of reciprocal communication of information and that this system would, of course, be designed to fit in without difficulty with the Earthwatch programme. He intimated that UNEP might possibly gain access to the data of the Communities contained in the "data bank" of chemical substances liable to affect the environment.

75. The representative of the Organization for Economic Co-operation and Development (OECD) stated that his organization was ready to make its environmental data and knowledge available to and through UNEP.

76. The spokesman for a number of non-governmental organizations offered on their behalf the participation of these organizations in the implementation of certain parts of the environment programme, and pointed out that they could be used as a vehicle for mobilizing public opinion and enlisting the participation of the public in environmental activities.

Action by the Governing Council

77. At its 27th meeting, on 21 March 1974, the Governing Council had before it a draft decision submitted by the Bureau concerning items 6 and 7.

78. After the President had suggested, and the Governing Council had agreed to, amendments relating to paragraphs 2 and 3, 17/ the Governing Council adopted the draft decision, as amended. 18/

79. At the same meeting, the Governing Council had before it a draft decision submitted by the Bureau concerning the compatibility of the programme with the International Development Strategy for the Second United Nations Development Decade and with the World Plan of Action for the Application of Science and Technology to Development. The Governing Council adopted this draft decision. 19/

17/ In operative paragraph 2, the last phrase "and the concept ... specific problems" was deleted; operative paragraph 3 was amended to read in part "Notes with approval the intention of the Executive Director to establish a few programme activity centres, as a means of dealing with specific problems, under his direction ...".

18/ For the text as adopted, see annex I to the present report.

19/ Ibid.

Chapter II

THE ENVIRONMENT PROGRAMME

80. Agenda item 8 was referred to Sessional Committee I for consideration and report.

81. At the Governing Council's 29th meeting, on 22 March 1974, the Chairman of Sessional Committee I, Mr. M. W. Holdgate (United Kingdom), explained that, owing to the volume of its work and to the shortage of time, the Sessional Committee had been unable to adopt its report formally. He had been authorized by the Committee to prepare its report, in conjunction with the Committee's Rapporteur and Secretary, on the basis of draft documents and of written amendments proposed to such documents. Accordingly, he submitted the text constituting the Sessional Committee's report (UNEP/GC/L.22 and Add.1) which, in his and the Secretary's opinion, was a fair reflection of the Committee's debates and recommendations. He invited the Governing Council to approve the account of the Committee's proceedings and to adopt the draft decisions recommended by the Committee.

82. The Governing Council approved the account of the proceedings of the Sessional Committee, with certain amendments suggested in the course of the meeting. 20/ The representative of France reserved his delegation's position with regard to any texts not available in French.

A. Review of the environmental situation and of activities relating to the environment programme (in the light, inter alia, of General Assembly resolutions 2997 (XXVII), 3000 (XXVII) and 3002 (XXVII))

83. With regard to this subitem, the Governing Council considered the draft decision contained in paragraph 137 of the Sessional Committee's report.

Action by the Governing Council

84. At its 29th meeting, on 22 March 1974, the Governing Council approved the draft decision, with certain amendments agreed to in the meeting. 21/

20/ The text as approved is reproduced in annex III to the present report.

21/ For the decision as adopted, see annex I to the present report.

B. Approval of activities within the environment programme, in the light, inter alia, of their implications for the Fund Programme
(agenda item 8)

85. With regard to this subitem, the Governing Council considered the draft decision contained in paragraph 128 of the Committee's report.

Action by the Governing Council

86. At its 29th meeting, on 22 March 1974, the Council adopted the draft decision, with certain amendments agreed to in the meeting. 22/

C. Other matters considered by the Sessional Committee

87. The Governing Council had before it at its 29th meeting a draft decision recommended by the Sessional Committee in paragraph 143 of its report, concerning the monitoring, in the context of GEMS, of radionuclides resulting from nuclear tests, and calling on UNEP to report regularly to the Governing Council on this matter.

88. At the same meeting, the representative of Italy submitted a draft resolution which read as follows:

"The Governing Council,

"Bearing in mind the Declaration of the United Nations Conference on the Human Environment and United Nations General Assembly resolution 3154 B (XXVIII),

"Desirous of making its contribution to the work done by the United Nations to make the world safer,

"Concerned about the potentially harmful effects on present and future generations resulting from the levels of radiation to which man is exposed,

"Conscious of the need for compiling information about atomic radiation and for analysing its effects on man and his environment,

"1. Considers that the United Nations Scientific Committee on the Effects of Atomic Radiation constitutes a valuable element of the United Nations Environment Programme;

"2. Decides that, within the framework of its co-ordinating activities, UNEP should request the Committee to continue its work to increase knowledge of the levels and effects of atomic radiation from all sources;

22/ For the decision as adopted, see annex I to the present report. Three of these amendments were put to the vote. Two proposals by Mexico, for the insertion in the first sentence of paragraph A.I.3(ii) of the words "economic and social development" before "technologies", and the replacement of "comprehensive" later in the same sentence by "integrated", were rejected by 9 votes to 7, with 22 abstentions, and 8 votes to 4, with 18 abstentions, respectively. The inclusion of "trade, economics, technology and transfer of technology" in the list of areas of concentration given in paragraph C.2, proposed by Iran, was approved by 10 votes to 9, with 10 abstentions.

"3. Requests the Executive Director to give the work of the Committee all the support necessary and to ensure the dissemination of its findings to the public."

Action by the Governing Council

89. At its 29th meeting, on 22 March 1974, the Governing Council adopted, by a roll-call vote of 27 votes in favour, 3 against and 11 abstentions, the draft decision contained in paragraph 143 of the Sessional Committee's report. 23/
90. After the vote, the representative of Australia moved, under rule 54 of the rules of procedure, that the draft resolution submitted by Italy should not be put to the vote.
91. The representative of the United Kingdom moved the closure of the debate under rule 40 of the rules of procedure. This motion was carried by 30 votes to 1, with 3 abstentions.
92. The representative of the Netherlands explained that he had voted against the motion to close the debate because, under the financial regulations of the United Nations, the secretariat should have submitted a statement concerning the estimated financial implications of the draft resolution; but the secretariat had failed to do so.
93. The motion by the representative of Australia under rule 54 of the rules of procedure that the Italian draft resolution should not be put to the vote was submitted to the decision of the Governing Council.
94. By 20 votes to 10, with 8 abstentions, the Governing Council decided not to vote on the draft resolution proposed by Italy.
95. The representative of France, in explaining his vote, expressed regret that the Governing Council had not achieved unanimity, whereas most of the delegations which had opposed the vote on the Italian text had voted in favour of General Assembly resolution 3154 (XXVIII) of 14 December 1973. In his opinion, this procedure was not a good means of strengthening the authority of the Executive Director, and the decision which had been adopted was divisive.

23/ For the decision, as adopted, see annex I to the present report. The voting was as follows:

In favour: Argentina, Australia, Austria, Burundi, Canada, Chile, Ghana, Iceland, India, Indonesia, Iran, Jamaica, Japan, Jordan, Kenya, Kuwait, Netherlands, Pakistan, Peru, Philippines, Sierra Leone, Spain, Sri Lanka, Sweden, United Republic of Tanzania, Venezuela, Yugoslavia.

Against: China, France, Gabon.

Abstentions: Czechoslovakia, German Democratic Republic, Germany (Federal Republic of), Italy, Poland, Romania, Senegal, Turkey, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

96. The representative of the USSR, explaining his vote, stated that in his opinion the draft proposed by Italy conformed to the distribution of responsibility in the United Nations, while emphasizing the primary responsibility of the United Nations Scientific Committee on the Effects of Atomic Radiation.

97. The representative of Argentina explained that his delegation's vote against the Australian motion in no way altered the position adopted by Argentina in the General Assembly with respect to Assembly resolution 3154 (XXVIII).

98. The representative of Japan, explaining his vote against the Australian motion, stated that, if the Italian draft resolution had been submitted in normal circumstances, his delegation would have supported it.

99. The representative of the German Democratic Republic, explaining his votes, stated that the position of the German Democratic Republic on questions of disarmament, including also the problem of nuclear tests, was very clear. His Government was in favour of complete disarmament and also supported disarmament measures undertaken step by step. The German Democratic Republic had been among the first States to sign and ratify the Treaty Banning Nuclear Weapon Tests in the Atmosphere, in Outer Space and Under Water, signed in Moscow on 5 August 1963 ^{24/} and supported all steps tending to ensure that that Treaty would be ratified by all States. The position of his Government that a binding international agreement should be reached on the prohibition of underground nuclear tests was also well known. However, his delegation held the view that these problems should be dealt with by those international bodies which had been especially established for that purpose and which could contribute most efficiently to the solution of those problems. Therefore, and starting from the premise that duplication of work should be avoided as far as possible, his delegation had abstained from voting on the draft decision in paragraph 143 of the Sessional Committee's report. With regard to the draft resolution proposed by the delegation of Italy, he pointed out that the German Democratic Republic was one of the States which had voted in favour of General Assembly resolution 3154 B (XXVIII). As the Italian draft resolution reflected this resolution, his delegation had consequently voted in favour of this draft resolution being put to a vote.

100. The representative of Gabon stated that he had voted against the Australian representative's motion because he considered that if the Italian draft resolution had been put to the vote, such a vote would have made possible a rapprochement among those concerned.

^{24/} United Nations, Treaty Series, vol. 480, No. 6964, p. 43.

Chapter III

MATTERS ARISING FROM THE GENERAL PROCEDURES GOVERNING THE OPERATION OF THE FUND OF THE UNITED NATIONS ENVIRONMENT PROGRAMME (agenda item 9)

101. This item was referred to Sessional Committee II for consideration and report. The Committee's report 25/ was introduced by the Committee's Rapporteur, Mr. J. A. Gallego Gredilla (Spain), at the Governing Council's 29th meeting on 22 March 1974.

102. In paragraphs 13 and 14 of its report, the Sessional Committee recommended for adoption by the Governing Council a draft decision concerning "conditions for the estimation of future resources and their apportionment" and a draft decision concerning the "establishment of a Revolving Fund (Information)".

103. In addition, attention was drawn to the agreement reached regarding the discretionary authority for the Executive Director to draw on the Fund Programme Reserve for the purpose of financing the activities specified in paragraph 16 of the Sessional Committee's report.

Action by the Governing Council

104. At its 29th meeting, on 22 March 1974, the Governing Council approved the two draft decisions recommended by the Sessional Committee and took note of the passage in the Committee's report concerning the Executive Director's discretionary authority with regard to the Fund Programme Reserve. 26/

25/ UNEP/GC/L.23. For the Committee's report, see annex IV to the present report.

26/ For the decisions as adopted, see annex I to the present report.

Chapter IV

FINANCIAL AND BUDGETARY MATTERS

105. Agenda item 10 was referred to Sessional Committee II for consideration and report. The Committee's report was introduced at the Governing Council's 29th meeting, on 22 March 1974. 27/

A. Report on the implementation of the Fund Programme in 1973

106. With regard to this subitem, Sessional Committee II recommended in paragraph 26 of its report that the Governing Council should take note with appreciation of the report on the implementation of the Fund Programme in 1973.

Action by the Governing Council

107. At its 29th meeting, on 22 March, the Governing Council, acting on that recommendation, took note with appreciation of the report on the implementation of the Fund Programme in 1973.

B. Review and approval of the Fund Programme for 1974 and 1975

108. With regard to this subitem, the Sessional Committee recommended in paragraph 39 of its report a draft decision for adoption by the Governing Council.

109. In addition, in paragraph 40 of its report the Sessional Committee recommended for adoption by the Governing Council a draft decision concerning the Executive Director's wish to carry out a pre-feasibility study of the environmental aspects of the construction of permanent headquarters for UNEP in Nairobi.

110. The Governing Council was invited also to approve the apportionment of resources for Fund programme activities in 1974 and 1975, as indicated in paragraphs 44 and 55 of the Committee's report, and to give to the Executive Director the authority referred to in paragraph 57 of that report.

Action by the Governing Council

111. At its 29th meeting, on 22 March 1974, the Governing Council approved the two draft decisions recommended by the Sessional Committee and approved the apportionment of resources for Fund programme activities for 1974 and 1975. 28/

27/ For the Committee's report, see annex IV to the present report.

28/ For the decisions as adopted, see annex I to the present report.

C. Review of the Secretary-General's proposals regarding the United Nations Environment Programme in the regular budget of the United Nations (agenda item 10)

112. Attention was drawn to paragraph 45 of the Sessional Committee's report concerning this subitem.

Action by the Governing Council

113. At its 29th meeting, on 22 March 1974, the Governing Council took note of the consolidated presentation of the proposed Fund Programme for 1974-1975 (UNEP/GC/17/Rev.1, tables I and II), as well as of section 16 regarding UNEP in the regular budget of the United Nations for 1974-1975 as approved by the General Assembly at its twenty-eighth session.

Chapter V

HUMAN SETTLEMENTS

114. Agenda item 11 was considered by the Governing Council at its 23rd, 24th and 27th meetings, on 18 and 21 March 1974. The documents before the Council in connexion with this item were a progress report by the Executive Director on preparations for the United Nations Conference-Exposition on Human Settlements (UNEP/GC/18 and Corr.1), a report by the Secretary-General on the establishment of an international fund or financial institution for human settlements (UNEP/GC/19) ^{29/} and a note by the Executive Director on action taken in pursuance of General Assembly resolution 2998 (XXVII) (UNEP/GC/20).

A. United Nations Conference-Exposition on Human Settlements

115. The representatives who participated in the debate on this item expressed general support for the holding of the United Nations Conference-Exposition on Human Settlements at Vancouver in 1976 because it could constitute a clearing-house for exchanges of experience, information and technology and for demonstrating the results of schemes or projects that had been put in practice in various countries.

116. A number of representatives considered that the title "Habitat 2000" proposed for the Conference-Exposition was not appropriate. In their opinion, the title should be "Habitat 1976" or some other title which would emphasize that the Conference-Exposition was concerned with existing topical problems, not with those of a future generation.

117. Many representatives supported the topics proposed by the Preparatory Planning Group (UNEP/GC/18, para. 17), though some representatives considered that the "global situation of housing and human settlements", proposed as topic V, should form the background to the Conference agenda and should be considered as the initial subject, outside the agenda.

118. The representative of Canada - the host country for the Conference-Exposition - described steps taken at the federal, provincial and local levels to prepare for the Conference-Exposition in Vancouver.

119. It was stressed by some representatives that appropriate measures should be taken to ensure that the preparations for the Conference-Exposition, the Conference-Exposition itself and other activities of UNEP in the field of exchanges of experience and information should form an integrated, harmonious and co-ordinated process.

120. Many representatives suggested that the views of the Governing Council on the scope and character of the Conference-Exposition should be forwarded to the Preparatory Committee and that the Preparatory Committee should be invited to take

^{29/} Subsequently issued under the symbol A/9575.

them into account as guidelines in its deliberations. It was emphasized that the Conference-Exposition should launch innovative approaches to developing and actually building ecologically, socially and culturally acceptable human habitat models. The Conference-Exposition should assist the transfer of planning methods in the field of human habitat (having regard to their environmental dimension), taking into account economic, geographic and ecological realities in different regions. The Conference-Exposition should consider as a matter of priority experience in developing countries and regions.

121. The views expressed by various representatives on the scope and character of the United Nations Conference-Exposition on Human Settlements are set out below:

(a) Many representatives expressed the view that the principal objective of the Conference-Exposition should be to offer solutions for the urgent problems of the developing countries which were experiencing simultaneously rapid demographic growth, urbanization and a consequential pressure on scarce resources. Some representatives stressed that the Conference-Exposition should serve even broader purposes and take account of the needs of both developed and developing countries.

(b) Several representatives stressed that the Conference-Exposition should be a clearing-house of information for the benefit of both the developing and the developed countries.

(c) It was pointed out that the subject of human settlements was related not only to housing, but also to all aspects of social life and communal health and well-being.

(d) Some representatives pointed out that the Conference-Exposition should document living experiments with innovations in urban development planning, human habitat management and integrative planning approaches to human settlements, including social, cultural and environmental factors. These experiments should start forthwith and continue after the Conference.

(e) As regards the content and scope of the Conference-Exposition, the view was expressed that it should provide an occasion for sharing the experience of developing and developed countries alike in the fields of urban and regional planning, pre-investment and financing strategies, housing policies, planning and financing of housing development programmes, innovative methods and technologies in building industry, in water supply and sewage technologies and in technologies of waste disposal. Further, the importance of land-ownership and land-use patterns for the environmental qualities and for social aspects of life was emphasized.

(f) The Conference-Exposition, according to some speakers, should also illustrate the results that could be achieved by application of various legal, legislative and fiscal measures in the process of development of human settlements.

(g) Several representatives considered that the Conference-Exposition should exemplify a new integrated socio-economic approach to the fundamental problem of human settlements, paying special regard to the needs of the most disadvantaged population groups, to the elimination of slums, shanty-towns and

uncontrolled urban sprawl, and to the creation of a decent setting for human life.

(h) It was also stressed that the role and ways of popular participation in the processes of planning, building and management of settlements should be highlighted.

(i) Some representatives stressed the importance of national governmental policy with regard to the distribution of productive forces, planned development of the settlements-network and the development and management of both urban and rural settlements.

(j) One representative considered that the Conference-Exposition should be used to alert and encourage Governments and also private initiatives to tackle, in a new order of magnitude of seed capital committed and long-term planning envisaged, the design and actual building of culturally and socially acceptable human habitat examples.

(k) Many participants urged that the Conference-Exposition should be essentially a practical, matter-of-fact event and that, as a clearing-house of information and experience, it should provide a possibility for illustrating solutions and experiments which had proved their worth.

(l) Many representatives indicated that the Conference-Exposition offered States an excellent opportunity to share their national experience with all interested parties. One representative indicated that in presenting the experiences some failures or mistakes should not be hidden, but should be openly commented upon as a valuable part of the lesson. Another representative suggested that there should be a separate section at the Exposition for every participating country.

(m) Some representatives suggested that the Conference should encourage local focal points for information service centres for sharing of experience in the whole field of human settlements which would be part of a network of information centres to advise and assist Governments and local communities in settlement projects.

(n) It was emphasized that the Conference-Exposition should, after its close, provide a permanent bank of materials that could be instructive for countries faced with human settlements problems; it should avoid generalities and concentrate on practical, concrete solutions.

(o) Some representatives stressed the importance of the follow-up of the Conference-Exposition. Measures should be undertaken not only towards the dissemination of information collected on that occasion but primarily to assure prompt implementation of the substantive recommendations and findings of the Conference-Exposition in the processes of national development and international co-operation.

122. A number of representatives expressed the hope that all functional activities within the environment programme would contribute to the Conference-Exposition, including, for example, the International Referral System and certain monitoring activities. They urged that the Conference-Exposition should alert and mobilize public opinion with regard to the problems of human settlements and human habitat management.

123. One representative stressed that the Conference-Exposition should provide the occasion for a two way flow of information; the developed countries might well learn a good deal from the developing countries about methods of making optimum use of locally available materials. He hoped, furthermore, that the Conference-Exposition would provide an opportunity for illustrating such novel techniques as the use of solar energy, the reuse of waste for the generation of heat and the recycling of water.

124. The hope was expressed that the panel of experts who would be responsible for selecting demonstration projects for the Conference-Exposition would include not only technical experts, but also social scientists.

125. Some representatives expressed the opinion that, inasmuch as housing and human settlements generally were a reflection of the stage of a country's social and economic development, housing policies differed from country to country according to the social system. One representative stated that as a result of his country's social and political development, it had overcome the evils of land speculation and discrimination in the allocation of housing and other resources for the population.

126. Some representatives expressed their concern that Governments had not yet been sufficiently informed of the scope and character of the Exposition and of the criteria for the selection of demonstration projects. Such information was urgently requested. It was also suggested that the proposed time-table for the selection and submission of the demonstration projects was unrealistic and should be revised, because as yet there was insufficient information on the procedure to be followed.

127. It was generally agreed that the Executive Director's request that he be initially authorized to utilize \$1.5 million of the resources of the Fund of UNEP (UNEP/GC/18, para. 38) was a reasonable one; it was stressed that every effort should be made to obtain additional contributions to the budget of the Conference-Exposition from other sources, both within and outside the United Nations system.

128. Some representatives expressed reservations concerning the portion of the costs of the Conference-Exposition that was to be charged to the Fund of UNEP; they considered that there might be other and better purposes to which the Fund's resources might be devoted. In the opinion of one of these representatives, there should be a ceiling to the expenditure to be incurred for the Conference-Exposition and the contribution of the Fund to the cost should not exceed 20 to 25 per cent of the total. He added that the Conference-Exposition should concentrate on actual achievements in certain eco-regions.

129. One representative pointed out the importance of relating the UNEP contribution to the exposition phase to the priority areas of the programme of work of UNEP, and stated that considerable work had already been done to carry out this strategy by the UNEP-funded preparatory planning group, especially as regards the proposed theme VI concerning community technology and eco-systems, as the result of two

meetings of international advisory groups held under the auspices of UNEP in New York in February 1974.

130. Several representatives expressed the hope that there would be a certain readjustment in the dates by which demonstration projects should be submitted for the Conference-Exposition.

131. One representative expressed the opinion that the present situation in human settlements in developing countries was largely the consequence of oppression and plunder through imperialist, colonialist and neo-colonialist aggression. So far as the Conference-Exposition was concerned, he considered that it would be an opportunity for exchanges of information and technology and for enabling countries to learn from the experience of others.

132. The President introduced Mr. Peñalosa, the Secretary-General designate of the United Nations Conference-Exposition on Human Settlements, who addressed the Governing Council on his general views of the Conference-Exposition and his pleasure at having the opportunity to hear the suggestions of representatives on the nature, scope and agenda of the Conference-Exposition.

133. At the 27th meeting, on 21 March 1974, a draft decision was submitted by the Bureau, concerning the United Nations Conference-Exposition on Human Settlements.

Action by the Governing Council

134. At its 27th meeting, on 21 March, the Governing Council adopted the draft decision submitted by the Bureau. 30/

B. Establishment of an international fund or financial institution for human settlements: report of the Secretary-General (General Assembly resolution 2999 (XXVII))

135. In considering the report of the Secretary-General (UNEP/GC/19), prepared in pursuance of General Assembly resolution 2999 (XXVII) on the subject, several representatives strongly supported the establishment of a fund for human settlements to be administered by the Executive Director, and suggested that the Governing Council should recommend to the General Assembly the establishment of such a fund by 1 January 1975. They also suggested that the Fund of UNEP should provide the initial capital, at an amount to be agreed upon at the current session of the Governing Council, for the new fund and that a target figure for voluntary contributions to the new fund should be set for the first five years. One of the representatives suggested that the initial contribution of the Fund of UNEP should be approximately \$5 million, that a target figure of \$250 million for the first five years would be reasonable and that the administrative expenses and technical services of the new fund should be financed from the regular budget of UNEP. He considered that the Executive Director should be requested to draw up a plan of operations, including financial services, for the new fund, such plan to be submitted to the Governing Council at its third session.

30/ For the decision, as adopted, see annex I to the present report.

136. It was recommended that the General Assembly should launch a massive fund-raising appeal to Governments, particularly those of the developed countries, to ensure that the benefit of the Conference-Exposition on Human Settlements could be channelled to the masses in the developing countries.

137. One representative stated that the Secretary-General's report did not sufficiently take into account the views of 34 countries which had not supported General Assembly resolution 2999 (XXVII). He added that it would seem harmful to both environment and development programmes if no distinction was made between housing as a development target, on the one hand - the implementation of which was entrusted to particular institutions such as UNDP, the Centre for Housing, Building and Planning and the International Bank for Reconstruction and Development (IBRD) - and aspects of human settlements which called for action within the framework of the Environment Programme, on the other.

138. The representative of China, referring to the Secretary-General's report concerning the establishment of an international fund or financial institution for human settlements (UNEP/GC/19), stated that his delegation would not be a party to any decision on that report which provided for any form of financing by IBRD, for that Bank had not yet complied with General Assembly resolution 2758 (XXVI) of 25 October 1971 entitled "Restoration of the lawful rights of the People's Republic of China in the United Nations".

139. After the preliminary consideration of this subitem by the Governing Council, informal consultations took place among interested delegations with a view to preparing a proposal that might be generally acceptable.

140. At the 27th meeting, on 21 March 1974, the Governing Council had before it a draft decision submitted by the Bureau. The President commended all those who had been concerned in the preparation of the draft decision and expressed appreciation for their sincere effort and interest in this area of great importance to UNEP, and especially to developing countries. He expressed the view - which was also the view of many other delegations - that, as a general principle, the allocation of resources from the Fund of UNEP for the purpose of setting up a special institution for dealing with this problem should not be regarded by the Governing Council as a precedent.

141. The representative of Iran, speaking on behalf of members of the Group of 77, expressed his thanks to all those who had contributed to the preparation of a text which he thought would be generally acceptable.

142. The representative of Australia, speaking also on behalf of members of the group of Western European and other States, expressed appreciation for the efforts which had been contributed to the negotiation of the draft decision. He pointed out that the allocation of resources from the Fund of UNEP for the purpose of setting up a special institution to deal with the problem of human settlements should not be regarded as a precedent. He added that it was the understanding of the delegations for which he was speaking that operative paragraph 1 (d) of the draft decision concerning the single contribution of UNEP of \$4 million over four years made provision for the financial contribution from the Fund designed to enable the institution to initiate operations.

Action by the Governing Council

143. The draft decision submitted by the Bureau was adopted by the Governing Council at its 27th meeting, on 21 March 1974. 31/

144. After the adoption of the decision, the representative of the USSR, speaking also on behalf of Czechoslovakia, the German Democratic Republic, Hungary and Poland, stated that they realized the importance of the solution of problems especially for the developing countries, and to meet the wishes of those countries they had not opposed the decision. However, if it had been put to the vote, the delegations concerned would have abstained. They could not support the document as a whole since it contained a number of provisions which they had consistently opposed, and they therefore reserved their right to express their views on those provisions in the future. However, the decision contained references to General Assembly resolutions, including resolution 3130 (XXVIII) of 13 December 1973, on which their delegations had abstained. They objected to the decision just adopted because it provided that one of the organs of UNEP would be involved in activities connected with the financial aspects of housing construction and with promoting the penetration of the developing countries by private capital. The decision also contained provisions which would lead to a duplication of the work of United Nations bodies and which affected the future of the Centre for Housing, Building and Planning of the Department of Economic and Social Affairs, which they were not empowered to decide or to prejudge. Operative paragraph 1 (b) indicated that the implementation of the decision would have unknown financial implications for the regular budget of the United Nations.

145. The representative of Iraq, speaking also on behalf of other Arab countries, in particular Jordan, Kuwait, Morocco and Tunisia, stated that the question of contributions to the new institution would be raised with the Governments of these countries, and he hoped that the Executive Director would soon receive positive information in this respect.

146. The representative of France stated that, having received the relevant documents only a few days before the beginning of the session and being confronted with a draft decision that provided for the establishment of a voluntary fund within UNEP, his delegation did not consider it appropriate - owing to the importance of the problem - to dissociate itself from the consensus, but it reserved its position as regards the eventual modalities of the organization and operation of this voluntary fund.

147. The representative of Kenya expressed the wish that the United Nations system should be rationalized with a view to avoiding overlapping of functions in this field and hoped that there would be only one body dealing with the question of human settlements.

148. The representative of China, reiterating his delegation's concern for the problem of human settlements in developing countries, expressed the view that developed countries had a duty to help developing countries, and accordingly his delegation had supported the decision.

149. The representative of Italy stated that, while approving the decision in

31/ For the text as adopted see annex I to the present report.

principle, he wondered how the work of the Centre for Housing, Building and Planning of the Department of Economic and Social Affairs and that of all other United Nations bodies would be reconciled; he was anxious that there should be no overlapping or duplication of work.

150. The representative of Sweden stated that his delegation agreed that high priority should be accorded to human settlements, and fully understood that developing countries placed particular emphasis on the problem and sought solutions to it. At the same time, the Swedish delegation was not convinced that a new institution for financial and technical assistance in the field of human settlements would result in an increase in total resources available for development purposes. Sweden's allocations for international development co-operation had recently been increasing at a rate of 25 to 30 per cent annually. The 40 to 50 per cent multilateral part of the funds allocated by the Swedish Parliament was used by UNDP and other international financial institutions in accordance with accepted procedures and practices. So far as existing United Nations institutions were concerned, the uses of these funds were consequently based on the priorities of the recipient countries within the country programming system. Decisions on the use of the bilateral part of the Swedish international development co-operative funds were based on the same principle. Accordingly, the Swedish delegation did not interpret the provisions of the decision just adopted as committing its Government to earmark some of the additional resources made available annually. In addition, it interpreted operative paragraph 2 to mean that the institutions appealed to should be ready to meet requests within the field of human settlements according to existing provisions and approved procedures and that UNEP should act as a stimulator. The Swedish delegation pointed out, lastly, that it was doubtful whether all the provisions of the text just adopted fully agreed with the objectives of UNEP as spelt out in General Assembly resolution 2997 (XXVII). Nevertheless, in conformity with the spirit of compromise and consensus, the Swedish delegation accepted and supported the proposed allocation of \$4 million for four years from the Fund of UNEP.

151. The representative of Jamaica stated that the decision just adopted was an historic one, in that for the first time the international community had decided collectively to take meaningful and effective action to improve the quality of human life through the enhancement of the total human habitat. He expressed his gratitude to all those who had responded to his delegation's initiative. He looked forward to further innovative thinking and action on the part of the Executive Director and to the co-operation of all countries - developed and developing alike - in ensuring that adequate funding would be provided for the new foundation. He suggested that support might be achieved through the launching of a massive fund-raising appeal to Governments.

152. At the same meeting, the Governing Council had before it a draft decision, submitted by the Bureau, inviting the Economic and Social Council to consider and propose to the General Assembly the necessary consequential changes to be made in the role and functioning of the Centre for Housing, Building and Planning of the Department of Economic and Social Affairs as a result of the decision just adopted. The Governing Council adopted the draft decision. 32/

32/ For the text of the decision as adopted see annex I to the present report.

C. Action taken in pursuance of General Assembly resolution 2998 (XXVII) (agenda item 11)

153. This subitem was considered by the Governing Council at its 27th meeting, on 21 March 1974.

154. Attention was drawn to the Executive Director's note (UNEP/GC/20) submitted in response to the Council's request to him to take note of General Assembly resolution 2998 (XXVII) of 15 December 1972 and to express interest in the findings arising therefrom and to report to the Governing Council accordingly. ^{33/} It was pointed out that the Department of Economic and Social Affairs was undertaking the work arising from the resolution. The Assembly's most recent resolution, resolution 3130 (XXVIII), requested the collaboration and co-operation of the Governing Council in this work.

155. One representative, referring to General Assembly resolution 3130 (XXVIII), expressed the hope that the efforts to be made to carry it into effect would not be frustrated by the inability of countries to meet the financial requirements of housing and that the Secretariat would proceed soon with work on this subject.

Action by the Governing Council

156. At its 27th meeting, on 21 March 1974, the Governing Council took note of the information set out in the note by the Executive Director (UNEP/GC/20) and requested him to collaborate and co-operate in the preparation of the study called for by General Assembly resolution 3130 (XXVIII) of 13 December 1973.

^{33/} Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 25 (A/9025), annex I, decision 1 (I), para. 12 (a) (ii).

Chapter VI

QUESTION OF CONVENING A SECOND UNITED NATIONS CONFERENCE ON THE HUMAN ENVIRONMENT (GENERAL ASSEMBLY RESOLUTION 2994 (XXVII)) (agenda item 12)

157. The Governing Council considered this item at its 25th meeting, on 19 March 1974. The Council had before it a note by the Executive Director (UNEP/GC/21).

158. A draft decision was submitted jointly by Japan and Mexico. Both Governments had offered to act as host to a second conference on the human environment.

159. The representative of Mexico explained that one of the purposes of the draft was to avoid the coincidence of a number of major conferences being scheduled at the same time as a second conference on the human environment. For this reason, the two sponsors of the draft proposed that a recommendation concerning the convening of such a conference should be considered by the Governing Council at its third session. The representative of Japan stated that the joint draft was the result of informal consultations conducted in a friendly atmosphere between the two sponsors, and he expected that such informal consultations on the subject would continue in an amicable spirit.

160. Several representatives expressed the view that since the Stockholm Conference had been held as recently as 1972, and since UNEP itself was less than two years old, it would be premature to decide at this stage on the date and place of a second conference. In their opinion, such a conference should be held at a time when it could review and evaluate in proper perspective the results of the work of UNEP, and accordingly they thought that it could hardly be held before 1980. It was pointed out that, in the light of experience, the preparations for a major conference of this nature would take about three years. A representative pointed out that one of the tasks of a second conference would be to participate in the review and appraisal of the results of the International Development Strategy for the Second United Nations Development Decade; since a number of United Nations bodies would be concerned with the mid-term review of the Strategy in 1975, and since major conferences were scheduled for about the same period, it would be inappropriate to add yet another major conference to such a heavy timetable. Another representative expressed the opinion that it would be premature at this stage to attempt to specify what should be the objectives and purposes of a second conference.

161. As a result of informal consultations, a revised version of the joint draft was submitted to the Governing Council by Japan, Mexico and Kenya.

Action by the Governing Council

162. At its 25th meeting, on 19 March 1974, the Governing Council adopted the revised text of the joint draft decision. 34/

34/ For the text as adopted, see annex I to the present report.

Chapter VII

OTHER MATTERS ARISING FROM RESOLUTIONS OF THE GENERAL ASSEMBLY (agenda item 13)

163. In the annotations to item 13 of the provisional agenda for the second session of the Governing Council (UNEP/GC/11), attention was drawn to a number of matters arising out of General Assembly resolutions, which were of interest to the Council.

(a) Declaration of the United Nations Conference on the Human Environment

164. At its first session, the Governing Council had decided to defer consideration of this matter to a future session. 35/

Action by the Governing Council

165. On the suggestion of the President, the Governing Council, at its 25th meeting, on 19 March 1974, requested the Executive Director to take the Declaration of the United Nations Conference on the Human Environment into account as appropriate in the development and implementation of the environment programme.

(b) Co-operation in the field of the environment concerning natural resources shared by two or more States

166. By its resolution 3129 (XXVIII) of 13 December 1973, the General Assembly requested the Governing Council, in keeping with its function of promoting international co-operation according to the mandate conferred upon it by the General Assembly, to take special account of paragraphs 1 and 2 of that resolution and to report on measures adopted for their implementation.

167. The Governing Council considered this matter at its 25th and 26th meetings, on 19 and 20 March 1974.

168. At the 25th meeting, the representative of Argentina, on behalf of Argentina, Burundi, Canada, the Central African Republic, Gabon, Ghana, India, Iran, Kenya, Madagascar, Mexico, Nigeria, Pakistan, Romania, Senegal, Sierra Leone, the United Republic of Tanzania, Venezuela, Yugoslavia and Zaire, submitted the following draft decision:

"The Governing Council of the United Nations Environment Programme,

"Recalling the relevant provisions of General Assembly resolution 2849 (XXVI) on development and environment, the Declaration of the United

35/ Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 25 (A/9025), para. 128.

Nations Conference on the Human Environment, held at Stockholm in 1972, and the important Economic Declaration adopted at the Fourth Conference of the Heads of State or Government of Non-Aligned Countries, held in Algiers in 1973,

"Taking into account the functions and responsibilities vested in the Governing Council and the Executive Director of the United Nations Environment Programme by the General Assembly in its resolution 2997 (XXVII), and taking note with satisfaction of the provisions of General Assembly resolution 3129 (XXVIII), and particularly of the request therein addressed to the Governing Council,

"1. Requests the Executive Director, in co-operation with the other organizations of the United Nations system, to prepare a study and propose formulae to implement the provisions of resolution 3129 (XXVIII) and to submit them in a report to the Governing Council at its third session, with the purpose also that the report be presented to the thirtieth session of the General Assembly, bearing in mind its requirement to be informed about the implementation of that resolution;

"2. Further requests the Executive Director to take the necessary measures to ensure that the provisions of resolution 3129 (XXVIII) are taken into account in preparing and undertaking the relevant UNEP programme activities and to report to the Governing Council at its third session on the measures taken for the implementation of that resolution."

169. The representative of Argentina stressed that a country's right to develop could not be exercised in a way that could injure the corresponding right of another State with which it shared natural resources. Surely, there were no hierarchies of sovereignty. He added that under General Assembly resolution 3129 (XXVIII) the Governing Council had been asked to undertake certain functions: to consider and to study the provisions of that resolution, to report on its studies and to make proposals or adopt measures for implementing the resolution. He emphasized that it was the object of the draft decision to ensure that the General Assembly resolution was implemented.

170. The representative of Mexico reiterated the position which his country had maintained, both at the Stockholm Conference and during the Council's first session at Geneva, as well as at the twenty-seventh and twenty-eighth sessions of the General Assembly, viz, that all States had the duty to co-operate with the international community by providing the necessary information about the measures which, in the exercise of the sovereign right to exploit their natural resources, they might adopt within their territories or about measures which might be carried out in territories under their control, if such measures affected the environment of other States or areas outside their jurisdiction. He stressed that this was all the more urgent in cases where two or more States enjoyed or exploited a common natural resource, with the consequence that the responsibility was shared by the two States, for if it were otherwise there would - so far as Mexico was concerned - be a violation of the principle of equity, the fundamental norm of international coexistence.

171. At the same meeting, the representative of Brazil submitted the following amendments to the draft decision:

(a) The second preambular paragraph should be revised to read:

"Recalling also General Assembly resolution 2997 (XXVII) and taking note of General Assembly resolution 3129 (XXVIII),".

(b) Operative paragraph 1 should be amended to read:

"Requests the Executive Director to present to its fourth session, after consulting Governments, a comparative and factual survey of the experience of Member States on the matters dealt with in resolution 3129 (XXVIII) of the General Assembly",

(c) Operative paragraph 2 should be deleted.

172. Several of the sponsors of the draft decision stated that it was of the utmost importance that the utilization of natural resources shared by neighbouring States should conform to certain standards of conduct and ethics. It was their hope that UNEP would undertake the study and analysis of possible standards of comportment in this respect and suggest how they might be put into practice. Attention was drawn to existing international arrangements, for example, the multilateral instruments governing the River Niger and the River Senegal, and the African Convention for the Conservation of Nature and Natural Resources signed by 41 States at Algiers in 1968. A number of representatives described multilateral and bilateral arrangements which their countries had entered into concerning the utilization of watercourses shared with neighbouring and riparian States.

173. The spokesman for the Arab countries members of the Governing Council expressed support for the draft decision.

174. In the opinion of the representative of Turkey, the draft decision went beyond the terms of General Assembly resolution 3129 (XXVIII); in addition, he considered that it was not clear what precisely was meant by the expressions "common or shared natural resources" and "international norms and standards".

175. The representative of Brazil, introducing his delegation's amendments, stated that while the world was moving in the direction of a situation of growing technological interdependence sovereignty remained a most cherished principle for all nations. International environmental co-operation had to be constructed in such a way as not to become a pretext for interference in the internal affairs of States. The Governing Council itself could not in any way assume supranational powers. That point was particularly valid, he observed, in relation to the so-called "shared" natural resources. He pointed out that the concept of "shared" natural resources had to be defined in the context of the political, economic, social and historical conditions of each region, and added that, depending on the exact definition, methods of co-operation would probably vary from the concept of information/responsibility to full-fledged agreements. He referred to the experience of the five riparian States of the River Plata and the machinery of co-operation provided for in the Treaty of the River Plata. He observed in particular that in the Declaration of Asunción, subscribed by the Ministers for Foreign Affairs of the five countries in 1971, both the concept of "shared" natural resources and the methods of co-operation had been perfectly defined. In the case of the international contiguous rivers, the sovereignty being "shared",

any possible exploitation of the waters would depend on previous agreement. On the other hand, in the case of international successive rivers, sovereignty not being "shared", each State could utilize the waters in accordance with its needs, provided that no significant harm was caused to another State of the basin. He stressed the regional or bilateral approach in accordance with which the provisions of the Declaration of Algiers concerning shared natural resources had been conceived, as well as the equilibrium established in that document between the chapters on permanent sovereignty over natural resources and the environment. He regretted that, by bringing UNEP into the picture, by not defining the concept of "shared" natural resources and by omitting a reference to the concept of permanent sovereignty, General Assembly resolution 3129 (XXVIII) suffered from the intrinsic defect of conflicting with Article 2, paragraph 7, of the Charter of the United Nations. The mandate given to the Governing Council in that resolution could not be understood as an authorization to interfere in internal matters and/or in the manner in which States considered their formulae of international co-operation should be defined. The draft decision magnified the misconceptions and intrinsic defects of General Assembly resolution 3129 (XXVIII). Its provisions were, in his view, in flagrant violation of Article 2, paragraph 7, of the Charter. The amendments proposed by his delegation were designed as an attempt to solve the problem and as a demonstration of the conciliatory wishes of his delegation. He thought that the only way to involve UNEP and the Governing Council in the implementation of resolution 3129 (XXVIII), while not infringing the sovereign rights of States, would be to request the Executive Director to submit to the Governing Council a comparative and factual survey of the experience of Member States in relation to the issues raised in that resolution. His delegation's amendments also took into account the fact that the objectives of UNEP programmes were much broader than the issue of the "shared" natural resources. In conclusion, he made an appeal for conciliation by the bridging of opposing views.

176. In the opinion of another representative, as General Assembly resolution 3129 (XXVIII) required the Executive Director to report on the implementation of the principles embodied in the resolution, he could only do so by first carrying out a study. Furthermore, it was entirely within the ambit of the Executive Director's responsibility to ensure that the provisions of the resolution were taken into account in respect of relevant programme activities, since his mandate to do so was derived not only from the resolution, but also from the recommendations adopted at the Stockholm Conference and endorsed by the General Assembly. This representative also pointed out that the lack of a definition of "common or shared natural resources" had not prevented States from concluding agreements on the protection of such resources, based on information and prior consultations, such as the Great Lakes Water Quality Agreement, and it should not, therefore, impede a consideration of this matter by the Governing Council through the Executive Director. He added that, while it was not within the mandate of the Executive Director to make rules of international law, it was appropriate for him to encourage the development of the international law of the environment pursuant to the relevant principles of the Declaration on the human environment.

177. The representative of Argentina, on behalf of the sponsors, stressed that, for the purpose of preparing a study and proposing formulae as contemplated in paragraph 1 of the draft decision, the Executive Director would have to enter into consultations with Governments in order to obtain data and other evidence, consider relevant international agreements or conventions, take into account the

opinion of experts in this subject and enlist the co-operation of other United Nations bodies. He pointed out that in the proposed text there was reference to a study, not to a survey, which implied that what was wanted was not a doctoral thesis on the historical conduct of States, but a study which would help countries to determine, with a view to more equitable and efficient co-operation, in which direction they should proceed in future. In his opinion, the Brazilian amendment did not satisfy the express request of the General Assembly, for the Brazilian text omitted the request that the Governing Council should report to the Assembly at its thirtieth session. He added that it would be absurd to think that the preparation of a study and the formulation of proposals would encroach on national sovereignty, for if that were the case, all United Nations action would be paralysed and all multilateral co-operation would become impossible.

178. The representative of Gabon proposed, and the other co-sponsors of the draft decision accepted, an amendment to operative paragraph 1 to the effect that the words "propose formulae" should be replaced by the words "make proposals".

179. On behalf also of Denmark, Finland and Norway, the representative of Sweden drew the Governing Council's attention to the convention recently concluded among the four countries on the subject of trans-frontier pollution.

Action by the Governing Council

180. At the 26th meeting, on 20 March 1974, the amendments proposed by Brazil to the draft decision were put to the vote. The first Brazilian amendment was rejected by 15 votes to 1, with 19 abstentions; the second Brazilian amendment was rejected by 20 votes to 1, with 19 abstentions; the third Brazilian amendment was rejected by 22 votes to 1, with 19 abstentions.

181. Roll-call votes were requested on the operative paragraphs of the draft decision and on the draft decision as a whole.

182. By a roll-call vote of 28 to 1, with 16 abstentions, operative paragraph 1, as amended, was adopted. 36/

36/ The voting was as follows:

In favour: Argentina, Australia, Burundi, Canada, Central African Republic, Gabon, Ghana, Iceland, India, Iran, Iraq, Ivory Coast, Kenya, Madagascar, Mexico, Morocco, Netherlands, Nigeria, Pakistan, Peru, Romania, Senegal, Sierra Leone, Sweden, Tunisia, United Republic of Tanzania, Venezuela, Yugoslavia.

Against: Brazil.

Abstentions: Austria, China, Czechoslovakia, France, German Democratic Republic, Germany (Federal Republic of), Indonesia, Italy, Japan, Poland, Spain, Sri Lanka, Turkey, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

183. By a roll-call vote of 29 to 1, with 16 abstentions, operative paragraph 2 was adopted. 37/

184. By a roll-call vote of 29 to 1, with 16 abstentions, the draft decision as a whole, as amended, was adopted. 38/

185. After the vote, a number of representatives gave explanations of their votes.

186. The representative of Turkey, explaining his delegation's abstention in the vote, stated that Turkey was well aware of the importance of the issue before the Governing Council and was of the view that some set of guidelines accepted by the countries concerned and by the international community in general were useful in this field. His delegation's abstention was based on the following considerations: first, the decision just adopted went far beyond, and did not reflect faithfully, the balance of General Assembly resolution 3129 (XXVIII), which envisaged the exploitation of natural resources common to two or more States "within the framework of the normal relations existing between them", thus recognizing the bilateral nature of the problem. Secondly, according to paragraph 3 of the resolution, the General Assembly requested the Governing Council of UNEP "to report on measures adopted", whereas according to the decision just adopted the study to be prepared and the proposals to be made thereon by the Executive Director would be submitted to the General Assembly. Thirdly, his delegation had great doubts that the said study would produce concrete proposals within the time-table set in the decision, in view of the fact that neither the

37/ The voting was as follows:

In favour: Argentina, Australia, Burundi, Canada, Central African Republic, Gabon, Ghana, Iceland, India, Iran, Iraq, Ivory Coast, Jamaica, Kenya, Madagascar, Mexico, Morocco, Netherlands, Nigeria, Pakistan, Peru, Romania, Senegal, Sierra Leone, Sweden, Tunisia, United Republic of Tanzania, Venezuela, Yugoslavia.

Against: Brazil.

Abstentions: Austria, China, Czechoslovakia, France, German Democratic Republic, Germany (Federal Republic of), Indonesia, Italy, Japan, Poland, Spain, Sri Lanka, Turkey, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

38/ The voting was as follows:

In favour: Argentina, Australia, Burundi, Canada, Central African Republic, Gabon, Ghana, Iceland, India, Iran, Iraq, Ivory Coast, Jamaica, Kenya, Madagascar, Mexico, Morocco, Netherlands, Nigeria, Pakistan, Peru, Romania, Senegal, Sierra Leone, Sweden, Tunisia, United Republic of Tanzania, Venezuela, Yugoslavia.

Against: Brazil.

Abstentions: Austria, China, Czechoslovakia, France, German Democratic Republic, Germany (Federal Republic of), Indonesia, Italy, Japan, Poland, Spain, Sri Lanka, Turkey, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

For the text as adopted, see annex I to the present report.

international standards or norms, nor the national resources shared by or common to two or more States had been defined as yet. Nevertheless, he emphasized strongly that the Executive Director, in preparing the study in co-operation with other organizations of the United Nations, should engage in close and extensive consultations with the member countries.

187. The representative of Peru stated that his country was in favour of co-operation in the utilization and protection of shared or common natural resources, without prejudice, however, to the national sovereignty of States. The contribution to be made by any international body would be of a general nature, but not related to specific situations between States unless the parties concerned expressly agreed to another function to be performed by such a body, for otherwise it would constitute an interference in particular questions, a qualification of State sovereignty and the assumption of the role of arbitrator in the specific situations.

188. The representative of the USSR, explaining his abstention in the votes, stated that his country's delegation had abstained in the vote on General Assembly resolution 3129 (XXVIII) because the USSR could not accept any wording reflecting attempts to use a supranational approach to the solution of environmental problems, or agree with the trend towards the internationalization of natural resources in any form. The USSR opposed any attempt to limit the sovereign rights or jurisdiction of developing States.

189. The representative of Brazil considered that the decision just adopted was null and void inasmuch as it conflicted with Article 2, paragraph 7, of the Charter of the United Nations.

190. The representative of the Federal Republic of Germany explained that he had abstained in the vote on the decision because, in his opinion, the important problem which was the subject of the decision should not be dealt with in a controversial atmosphere. He agreed that in practice environmental protection contained elements calling for the establishment of regulations in various fields. This would imply a common effort on the part of all. He stated that his Government realized that there were environmental problems which were of a universal character and which therefore called for universal solutions. However, in view of the legal aspects of natural resources shared by two or more States, his delegation also appreciated that there were specific problems that called for specific solutions.

191. The representative of the German Democratic Republic, explaining his delegation's abstention in the votes, stated that his delegation had made clear its position with regard to the problem of natural resources shared by two or more States on previous occasions, especially during the twenty-eighth session of the General Assembly, in connexion with resolution 3129 (XXVIII). He acknowledged that the decision just adopted dealt with a problem of great importance to relations among States. However, also bearing in mind General Assembly resolution 3171 (XXVIII) of 17 December 1973, on permanent sovereignty over natural resources, which had been strongly supported by his Government, he considered that the best way of dealing with the problem of shared natural resources would be regulation through bilateral or multilateral agreements covering specific cases. Since the draft decision did not reflect that view, his delegation had abstained from voting on it. Since the amendment proposed by

Brazil contained a reference to General Assembly resolution 3129 (XXVIII), on which the German Democratic Republic had abstained, his delegation had likewise abstained in the vote on that amendment.

192. The representative of France stated that, as his delegation had declared at the twenty-eighth session of the General Assembly, the problems raised by the exploitation of natural resources common to two or more States exceeded considerably the scope of UNEP and the terms of reference of the Governing Council. In his delegation's opinion, such problems could not in any case be resolved except at the local or regional level by means of friendly arrangements between States. By reason of these considerations, the French delegation had abstained in the vote on General Assembly resolution 3129 (XXVIII) and also in the vote on the decision just adopted by the Governing Council.

193. The representative of Gabon stated that his delegation's vote in favour of the decision just adopted should in no way be considered as implying any impairment of the principle of the permanent sovereignty of States over their natural resources.

194. In explaining his vote, the representative of the Netherlands stressed that he had voted in favour of the decision just adopted because he considered the question of the conservation and harmonious exploitation of natural resources shared by two or more States as a matter of vital interest. In voting in favour of the decision, he had also taken into account the interpretative statement by the sponsors (see paragraph 177 above) in which it had been made clear, inter alia, that the experience of Member States should be fully reflected in the study to be prepared by the Executive Director, which was likewise to take into account international, regional and global conventions.

(c) International prize for the most outstanding contribution in the field of the environment

195. The Deputy Executive Director reported to the Governing Council on the consultations conducted with the Government of Iran - which had taken the initiative of establishing this prize - on the best means of giving effect to General Assembly resolution 3003 (XXVII) of 15 December 1972. He said that, in the light of precedents relating to other United Nations prizes and awards, the following arrangements had been agreed to by the Government of Iran and the Executive Director:

(a) The annual prize would be \$20,000 to be awarded "for the most outstanding contribution in the field of the environment". Individuals as well as institutions would be eligible for this prize;

(b) The Secretary-General, in consultation with the Government of Iran, would set up an advisory selection committee consisting of five distinguished persons to advise him on the award;

(c) The Secretary-General would consult with the Government of Iran before acting on the recommendations of the selection committee;

(d) The selection committee could receive nominations of candidates for the award from Governments of States Members of the United Nations or of the

specialized agencies, from the specialized agencies and the International Atomic Energy Agency, intergovernmental bodies and organizations and other appropriate bodies or persons;

(e) The Government of Iran would be responsible for defraying the expenses of convening the selection committee and expenses related to the award of the prize;

(f) The Government of Iran would establish a trust fund under the United Nations Financial Regulations to cover the amount of the annual prize and the financial implications thereof;

(g) The selection committee would establish its own rules of procedure concerning the selection of candidates.

196. As regards the expenses mentioned in subparagraph (e) above, the Deputy Executive Director indicated that these were estimated at between \$5,000 and \$7,000 annually.

197. The representative of Iran thanked the Secretariat for its collaboration. His Government agreed to the procedures described by the Deputy Executive Director and accepted responsibility for the expenses involved in convening the selection committee. He hoped that the Iranian Government's initiative would stimulate research relating to the environment.

Action by the Governing Council

198. At its 25th meeting, on 19 March 1974, the Governing Council took note of the foregoing report and information and approved the arrangements described above with a view to giving effect to General Assembly resolution 3003 (XXVII).

Chapter VIII

ORGANIZATIONAL, PROCEDURAL, ADMINISTRATIVE AND INSTITUTIONAL MATTERS

A. Opening of the session (agenda item 1)

199. The second session of the Governing Council of the United Nations Environment Programme was opened by Mr. Ingemund Bengtsson (Sweden), President of the first session.

B. Election of officers (agenda item 2)

200. At the 18th (opening) meeting, on 11 March 1974, Mr. Njoroge Mungai (Kenya), Minister for Foreign Affairs of Kenya, was elected President by acclamation. At the same meeting, the Governing Council elected Mr. Samuel Benchimol (Venezuela), Mr. Martin Wyatt Holdgate (United Kingdom of Great Britain and Northern Ireland) and Mr. Narciso Reyes (Philippines) as Vice-Presidents and Mr. Adolf Ciborowski (Poland) as Rapporteur.

C. Agenda and organization of the work of the session (agenda item 3)

201. At its 18th meeting, on 11 March 1974, the Governing Council considered and adopted the provisional agenda for the second session as approved at its first session, 39/ with the modifications suggested by the Executive Director (UNEP/EC/11). The agenda as adopted read as follows:

1. Opening of the session
2. Election of officers
3. Agenda and organization of the work of the session
4. Credentials of representatives
5. Rules of procedure
6. Introductory report by the Executive Director
7. Report of the Environment Co-ordination Board
8. The environment programme:
 - (a) Review of the environmental situation and of activities relating to the environment programme (in the light, *inter alia*, of General Assembly resolutions 2997 (XXVII), 3000 (XXVII) and 3002 (XXVII))

39/ Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 25 (A/9025), p. 57.

- (b) Approval of activities within the environment programme, in the light, inter alia, of their implications for the Fund Programme
9. Matters arising from the General Procedures governing the operation of the Fund of the United Nations Environment Programme
 10. Financial and budgetary matters:
 - (a) Report on the implementation of the Fund Programme in 1973
 - (b) Review and approval of the Fund Programme for 1974 and 1975
 - (c) Review of the Secretary-General's proposals regarding the United Nations Environment Programme in the regular budget of the United Nations
 11. Human settlements:
 - (a) United Nations Conference-Exposition on Human Settlements: progress report
 - (b) Establishment of an international fund or financial institution for human settlements: report by the Secretary-General (General Assembly resolution 2999 (XXVII))
 - (c) Action taken in pursuance of General Assembly resolution 2998 (XXVII)
 12. Question of convening a second United Nations Conference on the Human Environment (General Assembly resolution 2994 (XXVII))
 13. Other matters arising from resolutions of the General Assembly
 14. Preparatory process of Governing Council sessions
 15. Provisional agenda, date and place of the third session of the Governing Council
 16. Other business
 17. Report of the Governing Council to the General Assembly
 18. Closure of the session

202. The Governing Council considered the question of the organization of the work of the session in the light of the suggestions made by the secretariat in the annotations to the provisional agenda and the suggested time-table contained in the note by the Executive Director. It was agreed that items 6 and 7 would be considered together in the context of a general discussion (see chapter I above). It was further agreed that items 8, 9 and 10 would be referred to sessional committees for consideration and report. The sessional committees were open to participation by all interested delegations.

203. Mr. M. W. Holdgate (United Kingdom), Vice-President of the Governing Council, was designated Chairman of Sessional Committee I. The Committee elected Mr. J. Naffah (Lebanon) as its Rapporteur. The Committee's terms of reference were:

"To consider and report on item 8 -

"The environment programme:

"(a) Review of the environmental situation and of activities relating to the environment programme (in the light, inter alia, of General Assembly resolutions 2997 (XXVII), 3000 (XXVII) and 3002 (XXVII));

"(b) Approval of activities within the environment programme, in the light, inter alia, of their implications for the Fund Programme."

204. Sessional Committee I held eleven meetings from 14 to 21 March and its report was submitted to the Governing Council at the 29th meeting, on 22 March 1974. 40/

205. Mr. N. Reyes (Philippines), Vice-President of the Governing Council, was designated Chairman of Sessional Committee II. The Committee elected Mr. J. A. Gallego Gredilla (Spain) as its Rapporteur. The Committee's terms of reference were:

"To consider and report on items 9 and 10 -

"Matters arising from the General Procedures governing the operation of the Fund of the United Nations Environment Programme.

"Financial and budgetary matters:

"(a) Report on the implementation of the Fund Programme in 1973;

"(b) Review and approval of the Fund Programme for 1974 and 1975;

"(c) Review of the Secretary-General's proposals regarding the United Nations Environment Programme in the regular budget of the United Nations."

206. Sessional Committee II held seven meetings and its report was submitted to the Governing Council at the 29th meeting, on 22 March 1974. 41/

D. Rules of procedure (agenda item 5)

207. In connexion with this item, the Governing Council had before it the report of the Working Group (UNEP/GC/13) which it had established at its first session to consider the interim rules of procedure (UNEP/GC/13) in the light of comments and suggestions made at that time and of comments submitted in writing

40/ For the report of Sessional Committee I, see annex III to the present report.

41/ For the report of Sessional Committee II, see annex IV to the present report.

(UNEP/GC/12 and Add.1) by Governments. The Working Group had met at United Nations Headquarters from 26 to 28 November 1973. Its report and the text of the rules recommended by it for adoption were considered at the 18th meeting of the Governing Council, on 11 March 1974.

208. The President submitted for the Council's consideration the following text of a draft decision concerning the rules of procedure:

"The Governing Council,

"Having considered the report of its Working Group on rules of procedure (UNEP/GC/13) and, in particular, the draft rules of procedure recommended by the Working Group for its consideration (ibid., annex),

"Bearing in mind the views expressed by delegations during the Council's consideration of the Working Group's report,

"1. Takes note with appreciation of the report of its Working Group on Rules of Procedure;

"2. Adopts as its rules of procedure the text contained in the annex to that report;

"3. Recognizes that, in so far as concerns the representation and participation of China in the Governing Council or its subsidiary organs, if any, the application of its rules of procedure must be consonant with the provisions of General Assembly resolution 2758 (XXVI) of 25 October 1971, entitled 'Restoration of the lawful rights of the People's Republic of China in the United Nations'."

209. The representative of the German Democratic Republic, while agreeing in principle to the text of the rules of procedure recommended by the Working Group, expressed reservations regarding the provisions of rule 62, paragraph 2, and rule 67, first sentence, containing the so-called "Vienna formula". In his Government's opinion, all States which respected the Charter of the United Nations should be entitled to participate without discrimination in United Nations conferences. He stated that the view taken by his Government was a logical consequence of the principle of the sovereign equality of States, as enshrined in the Charter, and of the principle of universality as confirmed by the General Assembly at its twenty-fifth session. In his delegation's opinion any State that pursued a policy in accordance with the Charter and the principles of the United Nations should have the right to participate in the deliberations of the Governing Council and its subsidiary organs to the same extent as all other States that were not members of the Council.

210. The representative of the USSR associated himself with the statement of the representative of the German Democratic Republic.

211. The representative of Japan referred to the comments submitted in writing by

his Government concerning rules 67 and 68 of the draft rules of procedure (UNEP/GC/12, p. 24). In his Government's opinion, it would have been preferable to follow, so far as the rules in question were concerned, the precedents of the rules applied by the United Nations Development Programme and the United Nations Industrial Development Organization. Nevertheless, his delegation had no objection to the text of the rules of procedure recommended by the Working Group.

Action by the Governing Council

212. At its 18th meeting, on 11 March 1974, the Governing Council approved the draft decision proposed by the President and adopted the text of the rules of procedure as recommended by the Working Group. 42/

E. Attendance

213. The following States members of the Governing Council 43/ were represented at the session: Argentina, Australia, Austria, Brazil, Burundi, Canada, Central African Republic, Chile, China, Czechoslovakia, France, Gabon, German Democratic Republic, Germany (Federal Republic of), Ghana, Iceland, India, Indonesia, Iran, Iraq, Italy, Ivory Coast, Jamaica, Japan, Jordan, Kenya, Kuwait, Lebanon, Madagascar, Mexico, Morocco, Netherlands, Nigeria, Pakistan, Peru, Philippines, Poland, Romania, Senegal, Sierra Leone, Somalia, Spain, Sri Lanka, Sweden, Tunisia, Turkey, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Venezuela and Yugoslavia.

214. The following States not members of the Governing Council were represented at the session: Belgium, Cuba, Denmark, Egypt, Finland, Greece, Holy See, Hungary, Israel, Liberia, Libyan Arab Republic, Norway, Portugal, Republic of Korea, South Africa, Sudan, Switzerland, Thailand, Zaire and Zambia.

215. The United Nations Secretariat was represented by the staff of the Department of Economic and Social Affairs and of the secretariat of the United Nations Conference on the Law of the Sea.

216. The following regional economic commissions were represented: Economic Commission for Africa, Economic Commission for Asia and the Far East, Economic Commission for Latin America.

217. The following United Nations bodies were represented at the session: Office of the United Nations Disaster Relief Co-ordinator, Office of the United Nations High Commissioner for Refugees, United Nations Children's Fund, United Nations Development Programme, United Nations Industrial Development Organization, United Nations Institute for Training and Research. The World Food Programme was also represented.

42/ For the text of the decision as adopted, see annex I to the present report. The rules of procedure, together with the decision, will be published separately.

43/ The membership of the Governing Council was determined by elections held at the General Assembly's 2112th and 2199th plenary meetings on 15 December 1972 and 13 December 1973, respectively.

218. The following specialized agencies were represented at the session: International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, World Health Organization, International Bank for Reconstruction and Development, World Meteorological Organization and Inter-Governmental Maritime Consultative Organization. The International Atomic Energy Agency was also represented.

219. The following other intergovernmental organizations were represented at the session: Commonwealth Secretariat, Council for Mutual Economic Assistance, European Communities, International Secretariat for Volunteer Service, League of Arab States, Organisation for Economic Co-operation and Development, Organization of African Unity, Organization of American States.

F. Credentials of representatives (agenda item 4)

220. At its 27th meeting, on 21 March 1974, the Governing Council approved the report of its Bureau on the credentials of the representatives to its second session (UNEP/GC/L.21).

G. Preparatory process of Governing Council sessions (agenda item 14)

221. The Governing Council considered this item at its 26th meeting, on 20 March 1974.

222. At its first session, the Governing Council considered the question of the organization of the work of future sessions. 44/ It noted that it was the intention of the Executive Director to make use of expert groups which would include governmental representatives and which would help the secretariat in formulating programme proposals and preparing documentation of the required quality for consideration by the Governing Council. Furthermore, with regard to the establishment of preparatory machinery for sessions of the Governing Council, it had been agreed that, without prejudice to any longer-term arrangements that might eventually be decided, there might be a need for a meeting before the second session to consider with the Executive Director, on an informal basis, some of the important aspects of his programme proposals before their formal consideration at that session. 45/

223. In preparation for the second session, the Executive Director convened at Geneva from 1 to 6 November 1973 an informal consultation of experts nominated by members of the Council to discuss and comment on a draft of the document that was subsequently issued as UNEP/GC/14/Add.2. At that meeting, it had been suggested that further informal consultations should be held at Nairobi just before the opening of the second session, and these consultations took place on 7 and 8 March 1974.

224. One representative referred to his delegation's proposal, made at the first

44/ Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 25 (A/9025), chap. V, sect. G.

45/ Ibid., paras. 164 and 165.

session, concerning the possibility of a standing advisory body, which might be known as the programme committee, being appointed to assist the Governing Council in the formulation and implementation of the Programme. ^{46/} He suggested that such a programme committee might consist of 15 members, no two being nationals of the same country, with due regard for geographical representation, and that they might include persons with high professional qualifications and perhaps also representatives of specialized agencies; they might hold office for three years. He hoped that there would be a more detailed consideration of the advisory machinery to be used for strengthening the preparatory process and suggested that further consultations should be conducted on this subject, possibly also in the Economic and Social Council.

225. Some representatives considered that the informal preparatory process used hitherto had worked reasonably well and that it would be appropriate to be patient and to exercise flexibility in suggesting methods of preparing sessions of the Governing Council. They thought that the informal meetings held in November 1973 had served a useful purpose. One representative doubted the usefulness of pre-session consultations on procedural matters.

226. Several representatives considered the points made in the report on the Council's first session regarding this subject to be still valid. ^{47/} They expressed the hope that there would be no proliferation of additional machinery, and in their opinion informal pre-session meetings should be restricted to questions of procedure without prejudging the deliberations of the Governing Council.

227. As regards the duration of the Council's sessions, several representatives considered that the time allowed for the first and second sessions of the Governing Council had proved to be somewhat short, and the possibility of three-week sessions should be considered. Another representative felt that there was no evidence to suggest a need for change in the duration of Council sessions.

228. Attention was drawn to the delay in the circulation of documents in the appropriate languages and to the defective translation into one of the official languages of substantive documents of UNEP.

Action by the Governing Council

229. The Governing Council, taking into account the views expressed by delegations on this item, requested the Executive Director, without prejudice to the future organization of the work of the Council, to continue the practice of holding informal consultations with members of the Council to review the development and implementation of the Programme in preparation for the Governing Council sessions. It suggested that the "mid-term" consultations preceding the third session should be held as early as possible before the session, taking into account the schedule for the preparation of the final documents.

^{46/} Ibid., para. 160.

^{47/} Ibid., paras. 158 and 159.

H. Provisional agenda, date and place of the third session of the Governing Council (agenda item 15)

230. The Governing Council had before it at its 27th meeting, on 21 March 1974, a note by the Executive Director proposing the provisional agenda and date for the third session.

231. The Deputy Executive Director, in explaining the suggestions made in the note, referred to rule 4 of the rules of procedure pursuant to which regular sessions of the Governing Council were to be held at the headquarters of UNEP unless otherwise decided by the Governing Council at a previous session. Accordingly, it was suggested that the third session should be held in Nairobi.

232. So far as the date of the third session was concerned, he drew attention to some of the difficulties of choosing a period which would not coincide with other meetings taking place in the Kenyatta Conference Centre and with meetings of United Nations bodies or conferences. The Deputy Executive Director concluded that, as regards the availability of conference services, the least inconvenient time for the third session would be February 1975, and it was suggested that the dates should be 10 to 21 February for a two-week session or 4 to 21 February if a longer period was needed. He pointed out that the decision to hold a longer session would have financial implications for the regular budget of the United Nations and hence would have to be considered by the General Assembly. He asked the Governing Council to note that a session in February 1975 would again leave the secretariat with less than 12 months to prepare for it and would mean that certain important documents relating to financial and budgetary matters could not be made available to the Council 42 days before the session.

233. He referred to the tentative list of items suggested for inclusion in the provisional agenda for the third session. He suggested the addition of an item, which might be inserted immediately after the present item 8, and which would read "International Habitat and Human Settlements Foundation".

234. In the ensuing discussion, several representatives suggested that, in the light of the experience of the first two sessions of the Governing Council, in the course of which a heavy workload had had to be dealt with in the relatively short period of two weeks, the third session of the Council should have a duration of three weeks, in the hope that the longer period would avoid the need for night meetings. It was stressed that a decision to hold a three-week session would not prejudge any future decision about the duration of subsequent sessions.

235. Other representatives considered that a two-week session was preferable since a longer session would have financial implications that would require consideration in the General Assembly. It was pointed out that, however long a session lasted, the final stage invariably involved a very heavy workload. The method of establishing sessional committees was stated to have proved a useful one, and it was suggested that possibly more sessional committees might be established during future sessions to relieve the Council in plenary.

236. Some representatives pointed out that 1975 would be the year for the mid-term review and appraisal of the International Development Strategy for the Second United Nations Development Decade and that UNEP would participate in that review. Accordingly, they suggested that an item relating to UNEP's participation in the

mid-term review and appraisal of the International Development Strategy should be included in the provisional agenda for 1975.

237. Several representatives suggested various improvements which, in their opinion, might enhance the efficiency of the Governing Council's work, e.g. additional secretarial facilities, more rational organization of the daily time-table, the installation of luminous signs for communication in meeting rooms, the strict observance of the six-week rule concerning the circulation of documents, the limiting of the length of speeches, and the establishment of small drafting groups consisting of participants from various geographical regions.

Action by the Governing Council

238. At its 27th meeting, on 21 March 1974, the Governing Council took the following decisions, after informal consultations, with respect to the provisional agenda, date and place of its third session. It was agreed:

- (a) That the third session would be held at Nairobi;
- (b) That the session would be held from 6 to 21 February 1975;
- (c) To add to the tentative list of items suggested by the Executive Director a new item entitled "International Habitat and Human Settlements Foundation", which would be inserted immediately after item 8.

In addition, it was agreed that the following two subitems should be added to item 7: 48/

"Determination of environmental elements for inclusion in the criteria for the review and appraisal of the International Development Strategy for the Second Development Decade."

"The role of the United Nations Environment Programme in the attainment of the science and technology objectives of the Second United Nations Development Decade and the World Plan of Action for the Application of Science and Technology to Development."

239. It was noted that the decision regarding the duration of the third session would have financial implications, which would be brought to the attention of the General Assembly and would also be considered by the Economic and Social Council in the context of the calendar of United Nations meetings.

I. Other business (agenda item 16)

240. The Executive Director reported on the headquarters arrangements made with the Government of Kenya. He expressed thanks to the Government of Kenya for arrangements it had made regarding occupancy of the present headquarters of UNEP, and he informed the Governing Council that a headquarters agreement had been negotiated and would be signed with the Government of Kenya as soon as a supplementary agreement regarding the lease had been concluded. He added that the

48/ For the provisional agenda as approved, see annex I to the present report.

headquarters agreement would make provision for the establishment of permanent missions of Governments which would be accredited to the United Nations Environment Programme. The existence of such missions and the accreditation of representatives would greatly facilitate communication with Governments, and he expressed the hope that Governments would consider taking steps in this respect as soon as convenient.

Action by the Governing Council

241. At its 27th meeting, on 21 March 1974, the Governing Council took note of the information provided by the Executive Director.

J. Report of the Governing Council to the General Assembly
(agenda item 17)

242. At its 29th meeting, on 22 March 1974, the Governing Council adopted the present report incorporating the amendments approved in the course of that meeting.

K. Closure of the session (agenda item 18)

243. At the 29th meeting, on 22 March 1974, after the customary exchanges of courtesies, the President declared the second session of the Governing Council closed.

ANNEX I

Decisions of the Governing Council of the United Nations
Environment Programme at its second session

Contents

<u>Decision No.</u>	<u>Title</u>	<u>Date of adoption</u>	<u>Page</u>
5 (II)	Programme policy and implementation	21 March 1974	56
6 (II)	Compatibility of the programme with the International Development Strategy for the Second United Nations Development Decade and with the World Plan of Action for the Application of Science and Technology to Development	21 March 1974	57
7 (II)	Review of the environmental situation and of activities relating to the environment programme	22 March 1974	58
8 (II)	Approval of activities within the environment programme, in the light, <u>inter alia</u> , of their implications for the Fund Programme	22 March 1974	59
9 (II)	Monitoring of radio-nuclides resulting from nuclear tests	22 March 1974	71
10 (II)	Conditions for the estimation of future resources and their apportionment	22 March 1974	71
11 (II)	Establishment of a Revolving Fund (Information)	22 March 1974	73
12 (II)	Report on the implementation of the Fund Programme in 1973	22 March 1974	73
13 (II)	Review and approval of the Fund Programme for 1974 and 1975	22 March 1974	74

Contents (continued)

<u>Decision No.</u>	<u>Title</u>	<u>Date of adoption</u>	<u>Page</u>
14 (II)	Review of the Secretary-General's proposals regarding the United Nations Environment Programme in the regular budget of the United Nations	22 March 1974	75
15 (II)	United Nations Conference-Exposition on Human Settlements	21 March 1974	76
16 (II)	Establishment of an international institution for human habitat management and environmental design and improvement of human settlements, to be called International Habitat and Human Settlements Foundation	21 March 1974	76
17 (II)	Question of convening a second United Nations conference on the human environment	19 March 1974	79
18 (II)	Implementation of the request addressed to the Governing Council by the General Assembly in its resolution 3129 (XXVIII), entitled "Co-operation in the field of the environment concerning natural resources shared by two or more States"	20 March 1974	80
19 (II)	Rules of procedure	11 March 1974	81
	<u>Other decisions</u>		
	Action taken in pursuance of General Assembly resolution 2998 (XXVII)	21 March 1974	81
	Declaration of the United Nations Conference on the Human Environment	19 March 1974	82
	International prize for the most outstanding contribution in the field of the environment	19 March 1974	82

Contents (continued)

<u>Other decisions</u>	<u>Date of adoption</u>	<u>Page</u>
Preparatory process of Governing Council sessions	20 March 1974	82
Provisional agenda, date and place of the third session of the Governing Council	21 March 1974	83

Decisions of the Governing Council of the United Nations
Environment Programme at its second session

5 (II) Programme policy and implementation

The Governing Council,

Recalling its decision 1 (I) of 22 June 1973, which was subsequently endorsed by Economic and Social Council resolution 1820 (LV) of 9 August 1973 and by General Assembly resolution 3131 (XXVIII) of 13 December 1973,

Having considered:

- (a) The introductory report of the Executive Director, a/
- (b) The note by the Executive Director concerning the compatibility of the environment programme with policy measures and objectives in the field of science and technology, b/
- (c) The report of the Environment Co-ordination Board on its second session, c/
- (d) The introductory statement of the Executive Director, d/
- (e) The statement of the Executive Director on programme activity centres, e/

Taking into account the views expressed during the session on questions of programme policy and implementation,

1. Decides to select specific areas of concentration, within the priorities approved at the first session, in which programme activities should be carried out, and further decides, taking due account of the global character of the Programme, that the areas of concentration should be selected in close conformity with the general criteria adopted at the first session of the Governing Council and in the light of the following considerations:

- (a) The Programme should be action-oriented and based on the best possible scientific information and advice;
- (b) The Programme should be compatible with the International Development Strategy for the Second United Nations Development Decade f/and the World Plan of Action for the Application of Science and Technology to Development; g/

a/ UNEP/GC/14.

b/ UNEP/GC/22.

c/ UNEP/GC/15.

d/ UNEP/GC/L.18.

e/ UNEP/GC/L.20.

f/ General Assembly resolution 2626 (XXV).

g/ United Nations publication, Sales No.: E.71.II.A.18.

(c) There should be an appropriate balance between, on the one hand, the activities undertaken by the Members of the United Nations system, intergovernmental and non-governmental organizations, and, on the other, the national activities of regional or international significance, as well as among activities responding to the needs of different geographic and ecological regions and of countries at different stages of development and with different economic and social systems; such a balance may be assured through continuing consultations by the Executive Director with Governments and all other parties concerned;

(d) Special emphasis should be placed on satisfying the needs of developing countries;

(e) Special attention should be paid to the development of institutional capabilities, particularly in the developing world, both by utilizing existing institutions and by supporting the development of new capabilities where required;

2. Approves the process and methods of programme development and implementation described in the Executive Director's introductory report and elaborated in his introductory statement, in particular the programmatic approach and the catalytic role of the United Nations Environment Programme;

3. Notes with approval the intention of the Executive Director to establish a few programme activity centres, as a means of dealing with specific problems, under his direction and on an experimental basis, after consultations with Governments, members of the United Nations system and other organizations and institutions concerned;

4. Reaffirms that the function of the Fund of the United Nations Environment Programme should be primarily that of a catalyst in providing initial financing for the development of programme activities, which may then require much larger amounts of money than would be available solely from the Fund, and that of a source of the additional resources required to give an environmental dimension to development activities of international significance;

5. Takes note of the report of the Environment Co-ordination Board on its second session and urges the Board to provide the Executive Director with effective assistance in his task of co-ordinating environment activities within the United Nations system.

27th meeting
21 March 1974

6 (II) Compatibility of the programme with the International Development Strategy for the Second United Nations Development Decade and with the World Plan of Action for the Application of Science and Technology to Development

The Governing Council,

Having considered the note by the Executive Director on the compatibility of the environment programme with policy measures and objectives in the field of science and technology, h/

h/ UNEP/GC/22.

1. Considers that the environment programme, as at present conceived, is compatible with and promotes the objectives of the International Development Strategy for the Second United Nations Development Decade and the World Plan of Action for the Application of Science and Technology to Development;

2. Draws the attention of the Economic and Social Council and of the General Assembly to the note by the Executive Director and the opinion expressed above, in connexion with their consideration of the implementation of Assembly resolutions 3000 (XXVII) and 3002 (XXVII) of 15 December 1972;

3. Recommends that, in order to ensure the continuing compatibility of the programme with the International Development Strategy, the Executive Director participate in the process of review and appraisal of the Strategy.

27th meeting
21 March 1974

7 (II) Review of the environmental situation and of activities relating to the environment programme

The Governing Council,

Having considered the proposals made by the Executive Director in his note on the review of the environmental situation and of activities relating to the environment programme, i/

1. Notes the framework proposed by the Executive Director for the review of the environmental situation and of activities relating to the environment programme;

2. Requests the Executive Director:

(a) To take the necessary steps to establish, in close collaboration with other members of the United Nations system and in consultation with Governments, an interagency task force which would devise a methodical way of providing data concerning system-wide activities relating to the environment for the purpose of the recurrent review;

(b) To formulate guidelines for national reports on current environmental activities;

3. Requests the Executive Director to ensure that a more advanced phase of the review is presented to the Governing Council at its third session, covering in full at least one of the priority areas defined by the Council at its first session;

4. Invites Governments, organizations of the United Nations system, other intergovernmental organizations and international non-governmental organizations, in accordance with General Assembly resolution 2997 (XXVII) of 15 December 1972, to co-operate fully with the Executive Director in the preparation of the review by supplying the necessary data requested by him;

i/ UNEP/GC/14/Add.1 and Corr.1.

5. Requests the organizations of the United Nations system and other international organizations to communicate to the United Nations Environment Programme, through appropriate procedures, the relevant information - including the total of specific financial allocations - on their activities in all areas which may concern the Programme, as well as all the data which would permit it to discharge its responsibilities;

6. Recommends that the Governments represented in the specialized agencies and organizations of the United Nations system should take the steps necessary for all this information to reach the United Nations Environment Programme within suitable time-limits;

7. Further requests the Executive Director to report to the Governing Council at its third session regarding the response to these recommendations.

29th meeting
22 March 1974

8 (II) Approval of activities within the environment programme, in the light, inter alia of their implications for the Fund programme

A

The Governing Council,

Having considered the proposals of the Executive Director with regard to its programme,

Decides to adopt the proposals for future action contained in the report of the Executive Director j/ in the light of the context for action and reports on initiated action contained therein and the considerations of Sessional Committee, k/ with the following observations:

I. PRIORITY SUBJECT AREAS OF THE PROGRAMME

1. Human settlements, human health, habitat and well-being

Human settlements and habitat

(a) Actions taken in this area should be focused on technological, administrative, legislative and economic solutions aimed at equality, better health conditions, social well-being and public participation in the development process. Social, economic and technological aspects should, as far as possible, be integrated in the programme activities of UNEP.

(b) The solution of the human settlements problem should be considered as closely connected with the socio-economic development of individual countries. It is necessary to regulate land use and prevent land speculation.

j/ UNEP/GC/14/Add.2.

k/ For the report of the Sessional Committee, see annex III below.

On this basis, actions in this area should be focused on the development and dissemination of environmentally-sound technologies, with particular emphasis on methods of waste disposal and regrading, water supply and sewage treatment. Special care should be taken to promote the use of local materials as well as of labour-intensive and low-cost building techniques. Industrial methods of construction may be introduced step-by-step where appropriate in order to meet future demands for housing.

(c) Attention should be paid to the problem of ever-increasing rural-to-urban migration within the process of growing urbanization.

(d) Support should be given to the efforts proposed by the Executive Director to launch an action-oriented programme, which would include pilot projects, aimed at improving and rehabilitating slums and other marginal settlements. Due attention should be paid to the need for integrated development, including the economic, physical and social aspects and to mobilizing public participation in tackling the problems of environmental degradation.

(e) Selection of data and exchange of information and experience regarding human settlement problems and adequate solution are of primary importance. The Programme should develop appropriate mechanisms to enable the best possible use to be made of the research undertaken and experience accumulated, especially among developing countries, so that the knowledge already available might be best utilized. To this end, the Executive Director should look into the possibility of assisting in the establishment of networks of centres specializing in human settlement research and related activities.

(f) The Programme should not only actively participate in the United Nations Conference-Exposition of Human Settlements to be held in 1976, but also develop action-oriented projects for the development of human settlements without necessarily waiting for the convening of the Conference-Exposition. Those projects could, however, provide input to the Conference-Exposition.

(g) The Programme should co-operate closely in the above activities with the Department of Economic and Social Affairs, as well as other appropriate organizations of the United Nations system.

Human health and well-being

(h) A concerted programme for the eradication of endemic diseases should be developed as soon as possible, paying particular attention to the control of vectors with a water-borne phase and to developing methods of control by other than chemical means;

(i) The World Health Organization should be invited to give high priority to its programme for the development of environmental health criteria and standards and, together with the Food and Agriculture Organization of the United Nations to the development of food standards through the Codex Alimentarius Commission:

(j) The Executive Director should pay due attention to the development of indices for monitoring environmental health effects and epidemics:

(k) Urgent steps, which would involve the convening of a group of experts, including experts from governmental and international organizations, should be taken for the establishment of the international register of potentially toxic chemicals.

(l) Urgent steps should be taken, in co-operation with the Food and Agriculture Organization of the United Nations, towards the development of environmentally-sound pest management which would include the collection and dissemination among developing countries of existing data concerning the control of pests by non-chemical methods. Programmes undertaken by groups of countries to initiate pilot projects to test new methods and provide training on their application should be encouraged.

2. Land, water and desertification

(a) First priority should be given to the establishment of integrated research programmes on arid and semi-arid lands. Work in this field should be carried out on a regional basis through studies, meetings and the creation of programme activity centres.

(b) Particular attention should be paid to the Sudano-Sahelian region. In the light of General Assembly resolution 3054 (XXVIII) of 17 October 1973, and because of the urgency of immediate intervention, the Executive Director is requested to treat this region afflicted by drought as a priority area of concentration within the programme and activities planned for 1974.

(c) Tropical woodland and forest ecosystems should be given due attention and should be considered as resources in an economic and industrial context as well as from the point of view of conservation. Guidelines for their rational management and utilization should be developed.

(d) Efforts should be made to ensure that all available knowledge and data in these areas are fully utilized, in co-operation with relevant activities of the Food and Agriculture Organization of the United Nations and of the Man and Biosphere programme of the United Nations Educational, Scientific and Cultural Organization relating to arid lands, forests and other ecosystems, and full co-ordination should be ensured in this respect.

(e) Consideration should be given to initiating the preparation of a world map of soil degradation and hazards.

(f) Research on the impact of man and climate on the process of desertification should be encouraged.

(g) In the area of water, the Programme's main concern and activities should be in the field of water quality, its role in the field of water resources being confined mainly to one of active participation in the co-ordination machinery established by the United Nations, including the preparatory work for the United Nations Water Conference to be held in 1977.

(h) The Programme should initiate joint consultations with the relevant organizations of the United Nations system with a view to establishing a homogeneous environmental programme in the field of water quality.

3. Trade, economics, technology and transfer of technology

(a) There should be a considerable reorganization of the material presented under the headings of trade, economics, technologies, rational use of earth resources, eco-development and alternative strategies for development and environment. To that end, the Executive Director should submit to the Council at its third session a new format for consideration of programme activities in those fields which would be consistent with the context for action as outlined in chapter II, section 3, paragraph 4 of the Executive Director's report. 1/

(b) High priority should be given to the relationship between technologies, environment and comprehensive development planning. Action, including a comprehensive investigation of the problems and possibilities of low waste and non-waste technologies, as well as in the transfer and adaptation at the lowest feasible cost of environmentally-sound technologies, particularly to developing countries, and support for the creation of indigenous research and development capabilities, was specially singled out. The various implications, especially the economic, environmental and other costs and benefits to each party, of the transfer of selected highly polluting technologies from one country to another, with particular reference to the transfer of such technologies to developing countries, should be investigated.

(c) High priority should be given to the action planned with regard to the socio-economic impact of environmental measures - including the need for increased capital assistance - in order to facilitate the introduction of environmentally-sound technologies into developing countries.

(d) Guidelines should be elaborated for the integration of the environmental dimension in future development projects, on the basis, inter alia, of the assessment of ongoing or completed projects, with the aim of ensuring that the inclusion of environmental parameters does not adversely affect development priorities.

(e) There is a need to identify industries or industrial processes in which developing countries may have comparative advantage because of environmental considerations. Assistance should be given to developing countries in studies directed to take explicit account of the economic and environmental and other costs and benefits of a particular industrial location, particularly in the case of highly-polluting industries.

(f) Besides notifying countries of environmental measures which may affect their trade or economies, the early warning system could enable prior consultations to be conducted between countries introducing environmental measures and countries likely to be affected by them.

(g) The Programme should, where appropriate, make a contribution to environmental questions relating to trade, bearing in mind responsibilities

1/ UNEP/GC/14/Add.2

of the United Nations Conference on Trade and Development in this area, and to this end should co-operate, as appropriate, with the Department of Economic and Social Affairs, the United Nations Conference on Trade and Development, the United Nations Industrial Development Organization, the United Nations Development Programme, the International Bank for Reconstruction and Development, the regional development banks and the regional economic commissions.

(h) When carrying out programme activities in the area of industrial location, and industrial pollution generally, the Executive Director should ensure that representatives of Governments and public sector industry are consulted along with representatives of private industry.

4. Oceans

(a) In view of the many activities of numerous other agencies in this field, the United Nations Development Programme should concentrate on the co-ordination of these activities and on the protection of the marine environment.

(b) Priority should be given to regional activities, with the possible establishment of programme activity centres in the Mediterranean. The importance of activities in the Caribbean, the Baltic, the Persian Gulf, the Indonesian and Philippines archipelagoes, and parts of the Atlantic and Pacific was stressed.

(c) The Programme should encourage and support the preparation of regional agreements or conventions on the protection of specific bodies of water from pollution, particularly from land-based sources. High priority should be given to supporting activities to protect living resources and prevent pollution in the Mediterranean.

(d) The survey of living marine resources called for by the General Assembly in its resolution 3133 (XXVIII) should be begun immediately by the Food and Agriculture Organization of the United Nations on behalf of the Programme.

(e) The Programme should make a constructive contribution to the third United Nations Conference on the Law of the Sea. The Conference is urged to continue to attach importance to its work relating to the preservation of the marine environment taking into account, in particular, the contents of General Assembly resolution 3133 (XXVIII) on the protection of the marine environment and the positions of Member States as expressed during the debate and on the adoption of that resolution of the General Assembly.

(f) The Programme should promote the study, conservation and wise management of living resources, including whales and other marine mammals. Research should also be encouraged on the effects of climate on the oceans and their resources, on the effects of pollution on living organisms and on ocean dynamics as a factor in pollution transport.

5. Conservation of nature, wildlife and genetic resources

(a) Particular attention should be given to the protection of endangered species of fauna and flora. In this connexion, the Executive Director should take steps to encourage the early ratification of the 1973 Convention on International Trade in Endangered Species, and to assist in the conservation of migratory species and others not adequately covered by existing conventions.

(b) For the preservation of aquatic and terrestrial ecosystems, biomes and habitats, efforts should be made to expand the network of terrestrial and marine parks, in which studies of the relevant ecosystems should be encouraged. Emphasis should be placed on arid lands, forests, wetlands and marine areas. The Executive Director is requested, in co-operation with appropriate international organizations, to promote studies leading to concrete action facilitating the exploration, protection and conservation of nature in the humid equatorial zones.

(c) The preservation of the diversity of genetic resources should be one of the most important objectives of the Programme. Specific attention should be given to establishing a genetic resources network and gene banks.

6. Energy

The results of the sixth special session of the General Assembly on the problems of raw materials and development should be taken into account in the collection of detailed information on energy sources and requirements, which was begun in response to the mandate given by the first session of the Governing Council, and in the development of programme proposals for the Programme, which should concentrate on the environmental consequences of alternative patterns of energy generation and use and be carried on in close co-operation with the United Nations bodies concerned and with the International Atomic Energy Agency.

II. FUNCTIONAL TASKS

1. Environmental assessment: Earthwatch

(a) Global Environmental Monitoring System: actions taken with regard to this functional task should be in accordance with the provisions set out below:

The Governing Council

1. Expresses its appreciation to the Government of Kenya for serving as host to the Intergovernmental Meeting on Monitoring, held in Nairobi from 11 to 20 February 1974;

2. Authorizes the Executive Director, in continuing consultation with Governments, to continue to design, develop and begin to implement the Global Environmental Monitoring System for monitoring priority pollutants, related environmental factors and other significant environmental aspects, and to that end to take necessary administrative steps, including appointment of appropriate staff, and to call upon the advice of meetings of experts;

3. Advises the Executive Director to investigate the possibility, where appropriate and on the basis of voluntary participation, of implementing the Global Environmental Monitoring System on a regional basis;

4. Instructs the Executive Director to establish contacts as appropriate with Governments wishing to co-operate with the United Nations Environment Programme in these activities, and authorizes him to provide assistance to Governments, especially in developing countries, to enable them to participate in these activities;

5. Instructs the Executive Director to study and analyse the report of the Intergovernmental Meeting on Monitoring, m/ together with the reservations expressed, and in the light of experience gained in the interim to present a progress report to the Governing Council at its third session on the action taken in pursuance of paragraphs 2 to 4 above;

6. Decides to consider at its third session, as a matter of priority, the report of the Intergovernmental Meeting on Monitoring, together with the report of the Executive Director and such additional information and material as he may deem appropriate to bring to the attention of the Council.

(b) International Referral System: actions taken with regard to this functional task should be in accordance with the provisions set out below:

The Governing Council

1. Notes with interest the recommendations of the Executive Director concerning the International Referral System for sources of environmental information;

2. Requests the Executive Director to continue to consult with Governments wishing to participate in the System;

3. Authorizes the Executive Director to develop, on the basis of continuing consultation with Governments, the International Referral System for sources of environmental information and to provide the necessary resources and staff at the United Nations Environment Programme headquarters for this purpose;

4. Agrees that in the development of the system particular attention should be paid to the organization of services in ways which are well adapted to the needs of developing countries, and to the need

m/ UNEP/GC/24.

to relate the system to the over-all requirements, information handling structures and public information techniques of the United Nations Environment Programme as a whole;

5. Notes that many of the background documents pertaining to the system, including various listings, are at an early stage of development and require further discussions with Member States in all the relevant languages of the United Nations;

6. Instructs the Executive Director to take preparatory action in consultation with Governments to establish a network of national and regional focal points set up by Governments wishing to participate in the system, and authorizes him to provide assistance as appropriate to facilitate the participation of developing countries;

7. Instructs the Executive Director to report as a matter of priority to the third session of the Governing Council on the actions he has taken in pursuance of paragraphs 3, 4 and 6 above.

(c) The Executive Director should consider moving forward, in a manner similar to his application of the Global Environmental Monitoring System and International Referral System, with the other functional aspects of Earthwatch which involve related research and evaluation, so that the interactions among these complementary functions may properly lead to environmental assessments which provide the basis for environmental management activities.

2. Environmental management

(a) The concept of and methodology for "eco-development," viewed as a united, comprehensive process encompassing cultural, social, technological, political and environmental dimensions, should be elaborated, inter alia, on the basis of a few pilot projects in different developing countries;

(b) A panel of experts, including experts from Governments and international organizations, should be convened in order to assist in the formulation of criteria for the evaluation of development projects and their consequences, taking into account the results of planned pilot actions and post-audits;

(c) The Programme should co-operate closely with relevant United Nations bodies working in the field of development planning, particularly the Department of Economic and Social Affairs;

(d) The Programme should make progress in all components of environmental management.

3. Supporting measures: information, education training and technical assistance

(a) The importance of activities in this area, which are applicable to all priority areas of the programme, calls for action at regional, national and specialized levels;

(b) Emphasis should be given to the preparation of textbooks, designing curricula and teaching aids and to the training of communicators such as journalists and broadcasters:

(c) Technical assistance should be directed towards strengthening national and regional capabilities in environmental protection, education and training through institution building and the development of relevant policies:

(d) Specific criteria for the provision of technical assistance should be developed:

(e) An over-all international framework for the implementation of these activities should be developed in order to enable the large number of potential contributors of training and technical assistance activities to optimize their input:

(f) There is a need for continued collaboration with United Nations agencies and other bodies in this area. In particular, co-operation with the United Nations Educational, Scientific and Cultural Organization should be actively developed in the field of general environmental education.

III. FUTURE DEVELOPMENT OF THE PROGRAMME

1. "Outer limits"

(a) The Executive Director should continue his activities in seeking to increase knowledge and understanding of "outer limits", particularly climatic change and biological tolerances;

(b) Action with regard to weather modification should be in accordance with the provision set out below:

The Governing Council

Decides that the Executive Director should consult with the World Meteorological Organization and other scientific and legal experts as necessary on the desirability of developing general principles and operative guidelines on man-induced weather modification, including its operational and research aspects. Any joint plan for a future course of action which may be decided might include the convening of an intergovernmental working group of scientific and legal experts to draft the set of principles and guidelines, with adequate background documentation for such a group being provided by the secretariat of the United Nations Environment Programme.

2. Natural disasters: action should be in accordance with the provisions set out below:

The Governing Council,

Bearing in mind the great impact of natural disasters on the social and economic development of many countries,

Realizing their implications for the planning, building and management of human settlements,

Noting that natural disasters also have implications for activities contemplated by the United Nations Environment Programme,

1. Decides to include the topic of early warning and preparedness planning for natural disasters among the priority areas for action by the United Nations Environment Programme;

2. Requests the Executive Director to prepare, in co-operation with the Office of the United Nations Disaster Relief Co-ordinator, the United Nations Educational, Scientific and Cultural Organization and the World Meteorological Organization, an action programme for consideration by the Governing Council at its third session.

3. Particular environmental problems of specific industries

Consultations on particular environmental problems of specific industries should continue, and it must be kept in mind that there is a need to take into account the views of employees and trade unions, and of State-owned as well as private industries, and also the work being done in this field by the Department of Economic and Social Affairs and the Organisation for Economic Co-operation and Development on the understanding that contacts with Governments should be maintained at all stages of these consultations and that eventual institutional measures which might be taken should be based on the consent of the Member States concerned.

4. Eco-development

The concept of "eco-development" (on which immediate action is proposed in the section on environmental management above) should be further elaborated, methodologies worked out for testing the concept in developing regions, and the subject area elaborated as a basis for a supporting service linked to environmental assessment and management.

5. Development of the international law of the environment: action should be in accordance with the provisions set out below:

The Governing Council,

Noting the proposals of the Executive Director for the future development of the programme relating to the development of the international law of the environment, n/

Considering that, in the development of international environmental law, there will be a need for consultation with experts in many specialized

n/ UNEP/GC/14/Add.2, chap. IV, sect. E.

fields of law, as well as experts in the various fields of environmental knowledge,

Directs the Executive Director to take into account the following considerations:

(a) The solutions to many environmental problems are dependent on adequate law relating to the environment, taking into due account regional requirements and approaches;

(b) The development of international environmental law requires the collaboration of Governments and intergovernmental bodies;

(c) The Programme has no formal mandate in this connexion; however, it can facilitate this development by initiating appropriate consultations between experts;

(d) In initiating such consultations, there is a need to inform all Governments, as well as intergovernmental bodies concerned with the environment, in order that the viewpoint of all interested Governments and the widest possible range of expertise may be brought to bear on this problem.

B

The Governing Council

1. Invites Governments and the organizations of the United Nations system to adopt the measures that may be required to undertake the Programme; in particular, it invites the governing bodies of the organizations of the United Nations system to include in their normal budget totals the necessary allocations and to request the executive heads of those bodies to take the actions necessary in order to carry out their appropriate portions of the work of the environment programme;

2. Invites the regional economic commissions, in co-operation with other appropriate regional bodies, to continue intensifying their efforts directed towards contributing to the implementation of the Programme;

3. Welcomes the offers of co-operation received from other intergovernmental and the non-governmental organizations that have an interest in the field of the environment, and the steps they have already taken in this direction, and invites them to lend their full support to the implementation of the Programme;

4. Requests the Executive Director to address on its behalf to Governments, the organizations of the United Nations system, including the regional economic commissions, and to the intergovernmental and non-governmental organizations to which reference is made above, recommendations regarding the particular activities contained in the Programme adopted by the Governing Council which they should be invited to undertake in support of that Programme.

The Governing Council

1. Decides to give discretion to the Executive Director in the implementation of the Programme in the next year, bearing in mind the over-all programme priorities, to select areas of concentration within the priority subject areas and functional tasks listed in the above decisions;

2. Suggests that, in exercising this discretion, the Executive Director should pay particular attention

- (a) To the following areas, which are not listed in strict order of priority:
- (i) Development of environmentally-sound technology related to human settlements, low-cost building techniques, water and waste treatment;
 - (ii) Technological and social solutions to human settlement problems especially in transitional settlements, pilot projects, eco-development;
 - (iii) Rural development, with special attention to rural-to-urban migration;
 - (iv) Register of potentially toxic chemicals;
 - (v) Trade, economics, technology and transfer of technology;
 - (vi) Environmentally sound pest management-pilot projects;
 - (vii) Management of arid and semi-arid lands and tropical forest ecosystems - problems of desertification;
 - (viii) Protection of the marine environment - regional activities;
 - (ix) Protection of endangered species - expansion of national parks systems;
 - (x) Conservation of wetlands and of waterfowl and other migratory species;
 - (xi) Conservation of genetic resources;
 - (xii) Eco-development;
- (b) To the following functional tasks:
- (i) Global Environmental Monitoring System;
 - (ii) International Referral System;
 - (iii) Development of environmental management and assessment capabilities;
 - (iv) Education, information, training and technical assistance.

29th meeting
22 March 1974

9 (II) Monitoring of radio-nuclides resulting
from nuclear tests

The Governing Council,

Recalling resolution 3 (I) of the United Nations Conference on the Human Environment, o/

Considering the need to accomplish the objectives and principles of the Action Plan for the Environment and to preserve the health of populations,

Aware that the testing of nuclear weapons represents one of the greatest threats to man and his environment,

1. Reiterates the necessity for the observance and execution of resolution 3 (I) of the United Nations Conference on the Human Environment;
2. Decides that the United Nations Environment Programme, in co-operation with the United Nations Scientific Committee on the Effects of Atomic Radiation and other relevant bodies of the United Nations system, should assign high priority in its Global Environmental Monitoring System to the monitoring of radio-nuclides resulting from nuclear tests and report regularly on this matter to the Governing Council.

29th meeting
22 March 1974

10 (II) Conditions for the estimation of future resources
and their apportionment

The Governing Council

Decides that:

- (a) The duration of the medium-term plan to which reference is made in article VI, paragraph 2, of the General Procedures should be four years;
- (b) Without prejudging the constitutional processes of the countries concerned, estimates of future resources should take into account:
 - (i) Resources earned before the planning period which have not been committed or are otherwise available;
 - (ii) Contributions formally pledged or paid by Governments for the period of the mid-term plan or a part thereof;

o/ United Nations publication, Sales No.: E.73.II.A.14, p. 32.

- (iii) Firm indications communicated formally by Governments of their intention to make a contribution for the period of the mid-term plan or a part thereof;
 - (iv) In respect of contributions pledged or paid by Governments for only part of the period of the mid-term plan, a projection for planning purposes of such contributions for the balance of the four-year period at the same level, or at an appropriate level determined after consultations with the Governments concerned;
 - (v) Contributions formally pledged or paid by supporting organizations and non-governmental sources;
- (c) Within the framework of the medium-term plan, projects may be approved on the basis of estimates of resources available for Fund Programme activities, for the first biennial cycle to the level of estimated resources, and for the second biennial cycle to amounts that will be determined for each of its two years by the Governing Council;
- (d) The forward commitments for the third and fourth years in respect of projects contained in the medium-term plan need not be governed by the apportionment of resources approved for the first and the second year of the plan;
- (e) Should it become necessary, the Governing Council may grant special authority to the Executive Director to enter into specific forward commitments beyond the authority approved in the medium-term plan;
- (f) Within the framework of the medium-term plan, the apportionment of future resources available for Fund Programme activities will be made by the Governing Council at the session preceding the start of the biennial cycle in the light of the proposals for Fund Programme activities submitted by the Executive Director;
- (g) At its sessions held during even years, the Governing Council will review the progress of the plan and take appropriate decisions which may be required by significant changes in programme priorities or in the availability of resources;
- (h) The first medium-term plan will cover the years 1976-1979; in the interim, the Executive Director is authorized to enter into forward commitments of up to 100 per cent of the amount approved for Fund Programme activities in 1975 and of up to \$7 million for the year 1976 and \$4 million for the year 1977;
- (i) The Executive Director shall present to the Governing Council at its third session suggestions for amendments to the General Procedures governing the operations of the Fund of the United Nations Environment Programme necessitated by the adoption of this decision.

29th meeting
22 March 1974

11 (II) Establishment of a Revolving Fund (Information)

The Governing Council

Decides:

(a) To establish a Revolving Fund (Information) to finance the production of information materials in support of national programmes of public information and education in the environment field;

(b) That the Revolving Fund (Information) shall be constituted at a level of \$100,000 and authorizes the Executive Director to allocate this amount to the Revolving Fund (Information) from the Fund Programme Reserve for 1974;

(c) That the income from the sale or rental of information materials, the production of which was financed from the Revolving Fund (Information), shall be credited to the Revolving Fund (Information);

(d) That the income to the Revolving Fund (Information) during any financial period, when in excess of the expenditures debited to or the commitments incurred by the Revolving Fund (Information) during the period, shall be credited to the Fund Programme Reserve;

(e) To request the Executive Director to inform the Governing Council at each session of the transactions financed from the Revolving Fund (Information) and to present a balance sheet at the end of each financial year;

(f) That upon the receipt of that information the Governing Council shall decide on any change in the level of the Revolving Fund (Information);

(g) That the Executive Director shall provide and enforce rules governing the use of the Revolving Fund (Information) and shall report such rules to the Governing Council.

29th meeting
22 March 1974

12 (II) Report on the implementation of the
Fund Programme in 1973

The Governing Council

Takes note with appreciation of the report on the implementation of the Fund Programme in 1973.

29th meeting
22 March 1974

13 (II) Review and approval of the Fund Programme
for 1974 and 1975

A

The Governing Council,

Having reviewed the proposals of the Executive Director concerning the Fund Programme for 1974 and 1975, p/

1. Decides that the financial reserve shall be constituted by deducting 7.5 per cent from voluntary contributions paid, up to \$1,650,000 and that the level of the financial reserve will be reviewed by the Governing Council at its third session;
2. Authorizes the allocation of \$18,000,000 in 1974 and \$20,000,000 in 1975 for Fund Programme Activities;
3. Authorizes the allocation of \$1,600,000 in 1974 and provisionally authorizes the allocation of \$900,000 in 1975 for Fund Programme Reserve activities, subject to review of the level of the Fund Programme Reserve by the Governing Council at its third session;
4. Authorizes the allocation of \$1,715,000 in 1974 and \$2,091,000 in 1975 for Programme support costs;
5. Authorizes the allocation of \$1,186,000 in 1974 and \$1,434,000 in 1975 for the administrative costs of the Fund;
6. Notes the Executive Director's declared intent to endeavour to effect savings in dollars and staff costs on the Programme support costs and the administrative costs of the Fund to the extent feasible, bearing in mind the need for effective implementation of the Programme as well as the concern for savings expressed by the Advisory Committee on Administrative and Budgetary Questions;
7. Notes the Executive Director's declared intent to consult with the Secretary-General to establish the rationale for the allocation of expenses between the United Nations regular budget and the Fund of the United Nations Environment Programme and to report to the Governing Council at its third session.

B

The Governing Council

1. Takes note of the Executive Director's wish to embark on a pre-feasibility study on the environmental aspects of the construction of permanent headquarters for the United Nations Environment Programme in Nairobi,

p/ UNEP/GC/17/Rev.1 and Corr.1

2. Requests the Executive Director to prepare a report, in consultation with the Secretary-General, for presentation to the Governing Council at its third session;

3. Authorizes the Executive Director to seek the assistance of outside experts, if required;

4. Further authorizes the Executive Director to draw on the Fund Programme Reserve for this purpose an amount in the order of \$50,000 and up to a limit of \$100,000. q/

C

The Governing Council

1. Approves the Executive Director's proposal concerning the apportionment of the allocation authorized for Fund Programme Activities; r/

2. Decides that the amount authorized for Fund Programme Activities in 1975 shall be increased from \$19 million to \$20 million, the additional \$1 million being entered specifically as an allocation for the International Habitat and Human Settlements Foundation in the budget line "Human settlements, human health, habitat and well-being" for the year 1975;

3. Further decides to authorize the Executive Director to utilize some funds from the Fund Programme Reserve in 1974 for the financing of preparatory steps related to the International Habitat and Human Settlements Foundation.

29th meeting
22 March 1974

14 (II) Review of the Secretary-General's proposals regarding the United Nations Environment Programme in the regular budget of the United Nations

The Governing Council

Takes note of the consolidated presentation of the proposed Fund Programme s/ as well as of section 16 regarding the United Nations Environment Programme in the regular budget of the United Nations for 1974-1975 as approved by the General Assembly at its twenty-eighth session.

29th meeting
22 March 1974

q/ This decision was adopted on the understanding that it provided for an indicative figure of \$50,000 and a maximum figure of \$100,000.

r/ UNEP/GC/17/Add.1, para. 29.

s/ UNDP/GC/17/Rev.1 and Corr.1, tables I and II.

15 (II) United Nations Conference-Exposition on Human Settlements

The Governing Council

1. Takes note of the Executive Director's progress report concerning the work undertaken in preparation for the United Nations Conference-Exposition on Human Settlements; t/
2. Requests the Executive Director to convey to the Preparatory Committee for the United Nations Conference-Exposition, through the Secretary-General of the Conference-Exposition, the wish that it pay due regard to the comments, ideas and suggestions expressed during the consideration of this item by the Governing Council at its second session; u/
3. Agrees to participate in the financing of the Exposition element of the Conference-Exposition and, to that end, requests the Executive Director to submit at its third session a complete budget;
4. Authorizes the Executive Director, in the intervening period, to use a sum of not more than \$1.5 million for 1974 and 1975 from the resources apportioned to the area of "Human settlements, human health, habitat and well-being" and requests the Executive Director to provide it, at its third session, with a precise accounting of the allocation of the sum in question;
5. Decides to consider, if necessary, at its third session any further financing of the Exposition, in the light of the budget referred to in paragraph 3 above and of the results of the efforts of the Executive Director, in co-operation with the Secretary-General of the United Nations Conference-Exposition, to obtain other substantial contributions.

27th meeting
21 March 1974

16 (II) Establishment of an international institution for human habitat management and environmental design and improvement of human settlements, to be called International Habitat and Human Settlements Foundation

A

The Governing Council,

Having considered the report of the Secretary-General on the proposed international fund or financial institution for human settlements called for in General Assembly resolution 2999 (XXVII) of 15 December 1972, v/

t/ UNEP/GC/18 and Corr. 1.

u/ See, Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 25 (A/9025), chap. III.

v/ UNEP/GC/19; subsequently issued under the symbol A/9575.

Decides to recommend to the General Assembly at its twenty-ninth session the adoption of the following draft resolution:

"Establishment of an international institution for human habitat management and environmental design and improvement of human settlements, to be called 'International Habitat and Human Settlements Foundation'

"The General Assembly,

"Recalling its resolutions 2997 (XXVII), 2998 (XXVII) and 2999 (XXVII) of 15 December 1972,

"Reiterating its concern at the deplorable and deteriorating conditions of human settlements, particularly the critical shortage of shelter and environmental services for low-income groups in developing countries, in both urban and rural areas and the lack of relevant financing strategies,

"Bearing in mind the decision of the Governing Council of the United Nations Environment Programme at its first session that human settlements, human health, habitat and well-being be given highest priority in its programme of activities,

"Reaffirming the importance of strengthening national environmental programmes relating to human settlements through the provision of seed capital accompanied by competent technical services to encourage the effective mobilization of domestic resources for shelter and the environmental improvement of human settlements,

"Having considered the report of the Secretary-General on the proposed fund or financial institution for human settlements,

"1. Decides that a voluntary International Habitat and Human Settlements Foundation be established as from 1 January 1975 in accordance with the provisions set forth below:

(a) The primary operative objective of the Foundation will be to assist in strengthening national environmental programmes relating to human settlements, particularly in the developing countries, through the provision of seed capital and the extension of the necessary technical and financial assistance to permit an effective mobilization of domestic resources for human habitat and environmental design and improvement of human settlements, including:

- (i) Stimulating innovative approaches to pre-investment, pre-project and financing strategies of human settlements activities, while drawing on the accumulated practical experience of both the public and private sectors for mobilization of financial resources for human habitat and human settlement projects;
- (ii) Organizing technical assistance services in human settlements and human habitat management, including training facilities and human habitat projects;
- (iii) Promoting the adaptation and transfer of appropriate scientific and technical knowledge on human settlements projects;

(b) Under the authority and guidance of the Governing Council of the United Nations Environment Programme, the Executive Director of the Programme shall be responsible for administering the Foundation and providing the technical and financial services related to that institution;

(c) The Executive Director is instructed to prepare a plan and programme of operations for the Foundation, for approval by the Governing Council at its third session, which reflect the primary operative objectives of subparagraph (a) above;

(d) The Foundation will be initiated on 1 January 1975, by a single allocation of \$4 million over four years from the Fund of the United Nations Environment Programme, for purposes of seed capital and technical assistance, as envisaged in General Assembly resolution 2999 (XXVII) and for the operative objectives outlined in subparagraph (a) above;

(e) The Executive Director will undertake the establishment of programmes, guidelines and directives, in connexion with investments for the environmental design and improvement of the human habitat and settlements, in both urban and rural areas;

(f) The Executive Director will undertake to seek the co-operation and support of financial institutions in developed and developing countries, in fulfilment of the objectives of the Foundation;

(g) In addition to operational projects undertaken by the Foundation, the United Nations Environment Programme shall have, under its programme priority area on human settlements, human health, habitat and well-being, continuing financial involvement in research, technical assistance, training and demonstration projects;

"2. Invites the active participation and collaboration of the agencies and bodies within the United Nations system, as well as of regional financial and technical institutions, in the activities of the Foundation, particularly with regard to seed capital and the financing of operational human settlements projects, bearing in mind General Assembly resolutions 2998 (XXVII) of 15 December 1972 and 3130 (XXVIII) of 13 December 1973;

"3. Authorizes the Executive Director of the United Nations Environment Programme to launch an international fund-raising appeal for a maximum funding of the Foundation;

"4. Notes that due regard must be had for the operations and activities of the Centre for Housing, Building and Planning of the Department of Economic and Social Affairs in order to avoid duplication of effort within the United Nations system."

B

The Governing Council,

Noting that the Economic and Social Council, at its fifty-sixth session, is to consider an item entitled "Rationalization of activities and procedures within

the United Nations system", w/ which will include, inter alia, a review of the role of the system in the area of human settlements and related activities,

1. Invites the Economic and Social Council to consider, as a matter of urgency, decision A above on the establishment of an international institution for human habitat management and environmental design and improvement of human settlements, to be called International Habitat and Human Settlements Foundation, with a view to advising the General Assembly on ways in which the Foundation referred to therein might be established by drawing as much as possible on the posts and resources of existing units of the United Nations Secretariat;

2. Recommends that, in considering this matter, the Economic and Social Council should also propose to the General Assembly the necessary consequential changes in the role and functioning of the existing Centre for Housing, Building and Planning of the Department of Economic and Social Affairs.

27th meeting
21 March 1974

17 (II) Question of convening a second United Nations conference on the human environment

The Governing Council,

Having studied the question of convening a second United Nations conference on the human environment, in response to General Assembly resolution 2994 (XXVII) of 15 December 1972 and in the light of resolution 4 (I) of the United Nations Conference on the Human Environment, held at Stockholm in June 1972,

Having considered the note by the Executive Director on the question, x/

1. Recommends that the General Assembly at its twenty-ninth session should take note of the intention of the Governing Council to make a recommendation at a later session concerning the convening of a second United Nations conference on the human environment, taking into account the following considerations:

w/ Explanatory note by the Executive Director. The correct title of the item on the agenda of the fifty-sixth session of the Economic and Social Council is:

"Rationalization of the work of the Council:

(a) Review of the terms of reference of the subsidiary bodies of the Council;

(b) Machinery for programme and co-ordination;

(c) Review of the rules of procedure of the Council and its subsidiary bodies;

(d) Strengthening of the capacity of the Department of Economic and Social Affairs in connexion with public finance and financial institutions."

x/ UNEP/GC/21.

that:

(a) That, in establishing the United Nations Environment Programme by its resolution 2997 (XXVII) of 15 December 1972, the General Assembly has contributed significantly to the achievement of the objectives envisaged in resolution 4 (I) adopted by the United Nations Conference on the Human Environment, by providing permanent machinery for international consultation, co-operation and exchange of views on environmental problems and by encouraging public awareness of environmental problems;

(b) That several United Nations conferences already planned or proposed, as well as the special sessions of the General Assembly to be held before its twenty-ninth and thirtieth regular sessions, may produce results which will have a bearing on the environmental activities of the United Nations system and on the institutional machinery for carrying out those activities;

2. Recommends that with due regard for the above considerations, the second conference be held, with possible participation at the ministerial level, at an appropriate time and place to be considered by the Governing Council at a later session, when the Governing Council should address a recommendation thereon to the General Assembly, taking into account the status of implementation and development of the programme activities of the United Nations Environment Programme.

25th meeting
19 March 1974

18 (II) Implementation of the request addressed to the Governing Council by the General Assembly in its resolution 3129 (XXVIII), entitled "Co-operation in the field of the environment concerning natural resources shared by two or more States"

The Governing Council,

Recalling the relevant provisions of General Assembly resolution 2849 (XXVI) of 20 December 1971 on development and environment, the Declaration of the United Nations Conference on Human Environment, held at Stockholm in 1972, and the important Economic Declaration adopted at the Fourth Conference of the Heads of State or Government of Non-Aligned Countries, held in Algiers in 1973,

Taking into account the functions and responsibilities vested in the Governing Council and the Executive Director by the General Assembly in its resolution 2997 (XXVII) of 15 December 1972, and taking note with satisfaction of the provisions of Assembly resolution 3129 (XXVIII) of 13 December 1973, and particularly of the request therein addressed to the Governing Council,

1. Requests the Executive Director of the United Nations Environment Programme, in co-operation with other organizations of the United Nations system, to prepare a study and make proposals to implement the provisions of General Assembly resolution 3129 (XXVIII) and to submit them in a report to the Governing Council at its third session, with the purpose also that the report be presented to the Assembly, at its thirtieth session, bearing in mind its requirement to be informed about the implementation of that resolution;

2. Further requests the Executive Director to take the necessary measures to ensure that the provisions of resolution 3129 (XXVIII) are taken into account in preparing and undertaking the relevant programme activities and to report to the Governing Council at its third session on the measures taken for the implementation of that resolution.

26th meeting
20 March 1974

19 (II) Rules of procedure

The Governing Council,

Having considered the report of its Working Group on Rules of Procedure y/ and, in particular, the draft rules of procedure recommended by the Working Group for its consideration, z/

Bearing in mind the views expressed by delegations during its consideration of the report of the Working Group,

1. Takes note with appreciation of the report of its Working Group on Rules of Procedure;

2. Adopts as its rules of procedure the text contained in the annex to that report;

3. Recognizes that, in so far as concerns the representation and participation of China in the Governing Council or its subsidiary organs, if any, the application of its rules of procedure must be consonant with the provisions of General Assembly resolution 2758 (XXVI) of 25 October 1971, entitled "Restoration of the lawful rights of the People's Republic of China in the United Nations".

18th meeting
11 March 1974

Other decisions

Action taken in pursuance of General Assembly resolution 2998 (XXVII)

At its 27th meeting, on 21 March 1974, the Governing Council took note of the information set out in the Executive Director's note aa/ and requested the Executive Director to collaborate and co-operate in the preparation of the study called for by the General Assembly in its resolution 3130 (XXVIII) of 13 December 1973.

y/ UNEP/GC/13.

z/ Ibid., annex.

aa/ UNEP/GC/20.

Declaration of the United Nations Conference
on the Human Environment

At its 25th meeting, on 19 March 1974, the Governing Council requested the Executive Director to take the Declaration of the United Nations Conference on the Human Environment into account, as appropriate, in the development and implementation of the environment programme.

International prize for the most outstanding contribution
in the field of the environment

At its 25th meeting, on 19 March 1974, the Governing Council approved the following arrangements for the purpose of giving effect to General Assembly resolution 3003 (XXVII) of 15 December 1972 and noted that these arrangements had been agreed to by the Government of Iran and the Executive Director:

(a) The annual prize would be \$20,000 to be awarded "for the most outstanding contribution in the field of the environment". Individuals as well as institutions would be eligible for this prize;

(b) The Secretary-General, in consultation with the Government of Iran, would set up an advisory selection committee consisting of five distinguished persons to advise him on the award;

(c) The Secretary-General would consult with the Government of Iran before acting on the recommendations of the selection committee;

(d) The selection committee could receive nominations of candidates for the award from Governments of States Members of the United Nations or of the specialized agencies, from the specialized agencies and the International Atomic Energy Agency, intergovernmental bodies and organizations and other appropriate bodies or persons;

(e) The Government of Iran would be responsible for defraying the expenses of convening the selection committee and expenses related to the award of the prize;

(f) The Government of Iran would establish a trust fund under the United Nations Financial Regulations to cover the amount of the annual prize and the financial implications thereof;

(g) The selection committee would establish its own rules of procedure concerning the selection of candidates.

Preparatory process of Governing Council sessions

At its 26th meeting, on 20 March 1974, the Governing Council, taking into account the views expressed by delegations on this item, requested the Executive Director, without prejudice to the future organization of the work of the Council, to continue the practice of holding informal consultations with members of the Council to review the development and implementation of the Programme in preparation for its sessions. It suggested that the "mid-term" consultations which will precede the third session be held as early as possible before the session, taking into account the schedule for the preparation of the final documents.

Provisional agenda, date and place of the third session of
the Governing Council

At its 27th meeting, on 21 March 1974, the Governing Council approved the following provisional agenda for its third session:

1. Opening of the session
2. Election of officers
3. Agenda and organization of the work of the session
4. Credentials of representatives
5. Introductory report by the Executive Director
6. Report of the Environment Co-ordination Board
7. The environment programme
 - (a) Review of the environmental situation and of activities relating to the environment programme
 - (b) Approval of activities within the environment programme, in the light, inter alia, of their implications for the Fund Programme
 - (c) Determination of environmental elements for inclusion in the criteria for the review and appraisal of the International Development Strategy for the Second United Nations Development Decade
 - (d) The role of the United Nations Environment Programme in the attainment of the science and technology objectives of the Second United Nations Development Decade and the World Plan of Action for the Application of Science and Technology to Development
8. United Nations Conference-Exposition on Human Settlements: progress report
9. International Habitat and Human Settlements Foundation: implementation of Governing Council decision 16 (II)
10. Matters arising from the General Procedures governing the operation of the Fund of the United Nations Environment Programme
11. Financial and budgetary matters
 - (a) Report on the implementation of the Fund Programme in 1974
 - (b) Approval of the medium-term plan for 1976-1979
 - (c) Review and approval of the Fund Programme for 1975, 1976 and 1977
 - (d) Review of the Secretary-General's proposals regarding the United Nations Environment Programme in the regular budget of the United Nations

12. Question of convening a second United Nations conference on the human environment
13. Implementation of the request addressed to the Governing Council by the General Assembly in its resolution 3129 (XXVIII)
14. Provisional agenda, date and place of the fourth session of the Governing Council
15. Other business
16. Report of the Governing Council to the General Assembly
17. Closure of the session

The Governing Council decided that its third session would be held at Nairobi from 6 to 21 February 1975. It was noted that the decision regarding the duration of the third session would have financial implications, which would be brought to the attention of the General Assembly, and would also be considered by the Economic and Social Council in the context of the calendar of United Nations meetings.

ANNEX II

Address by H. E. Mzee Jomo Kenyatta,
President of the Republic of Kenya,
on the occasion of a ceremony held
at the Kenyatta Conference Centre
on 13 March 1974

On behalf of the Government and people of Kenya, I welcome delegates from all over the world attending this important assembly. As a result of the many international conferences held at Nairobi, some of you are now old friends. I hope you will enjoy our hospitality and draw encouragement from this country's dedication to the purposes on which you are embarked.

I have been impressed with the pace and competence of events since the United Nations Environment Programme was established. The first session of the Governing Council, which was mainly concerned with questions of organization and procedure, was held at Geneva last June, and its report was adopted by the General Assembly in December.

Six months ago, I had the pleasure of formally opening this United Nations Environment Programme headquarters. You have assembled again for a second and vital session of the Governing Council, which I understand is to be concerned with concrete activities and programmes.

Much useful work has been motivated under such headings as the monitoring of pollutants, the protection of oceans, the conservation of wildlife and the problems of human settlements. All these have been contained within comprehensive reviews of the world environmental situation, as background to a detailed action programme which your Council will be invited to approve.

I wish to congratulate the Executive Director and his staff for the practical realism contained within all the documents and the speed with which so many options and proposals have been placed, through the medium of this Council, before the international community.

It is my earnest hope that the United Nations Environment Programme will initiate and operate expanding programmes with the fullest co-operation of United Nations agencies and the Governments of all Member States. The full range of programmes will require substantial finance, as well as projects of training and readjustment in many cases of development plans at national or regional levels. I am glad to learn that such requirements embrace the facilities and objectives of this United Nations structure.

Beyond some of the issues I have mentioned, your deliberations will touch upon many matters of critical, but no exclusive, concern to developing States. You will be discussing drought and desert encroachment in countries bordering the Sahara, erosion of soils and better management of arid lands, the dangers of pollution, and the conservation of forests, water régimes and wildlife.

Such topics are vital to the endurance of this planet and the welfare of humanity, as indeed are many grave questions arising from population growth and expanding human settlements. However, no single issue can exist in isolation. All have some co-ordinated influence upon the fundamental laws, balances and cycles which alone can sustain biological life.

I wish you well in all your most critical work. I urge you to cherish the worldwide spirit of concern and consensus made so manifest at Stockholm.

I call upon you all to recognize the responsibility of the Governing Council of the United Nations Environment Programme, in which now resides perhaps the last and only element of hope for all mankind.

"HARAMBEE"

ANNEX III

Report of Sessional Committee I

INTRODUCTION

1. At its 18th meeting, on 11 March 1974, the Governing Council of the United Nations Environment Programme established Sessional Committee I to consider and report on agenda item 8 entitled:

"The environment programme:

- (a) Review of the environmental situation and of activities relating to the environment programme (in the light, inter alia, of General Assembly resolution 2997 (XXVII), 3000 (XXVII) and 3002 (XXVII));
- (b) Approval of activities within the environment programme, in the light, inter alia, of their implications for the Fund Programme."

2. The Governing Council designated Mr. Martin W. Holdgate (United Kingdom), one of its Vice-Presidents, as Chairman of the Sessional Committee.

3. The Committee held eleven meetings from 14 to 21 March 1974. The present report contains an account of its deliberations and draft decisions for approval by the Governing Council.

ADOPTION OF THE AGENDA

4. At its first meeting, on 14 March 1974, the Committee adopted its agenda which appears below:

1. Adoption of the agenda
2. Election of the Rapporteur
3. Time-table and organization of work of the Committee
4. Approval of activities within the environment programme in the light, inter alia, of their implications for the Fund Programme
5. Review of the environmental situation and of activities relating to the environment programme (in the light, inter alia, of General Assembly resolutions 2997 (XXVII), 3000 (XXVII) and 3002 (XXVII))
6. Other business
7. Adoption of the report of the Sessional Committee

ELECTION OF THE RAPPORTEUR

5. At its first meeting, on 14 March 1974, the Committee elected Mr. Joseph Naffah (Lebanon) as its Rapporteur.

TIME-TABLE AND ORGANIZATION OF WORK OF THE COMMITTEE

6. The Chairman informed the Committee that its debate on item 4 of its agenda should be completed in good time for the results of its discussions on the subject to be taken into account by Sessional Committee II. He suggested that the Committee might begin its consideration of the item with a general discussion in which attention should be paid to the over-all balance of the programme within the priorities assigned by the Governing Council at its first session, contained in document UNEP/GC/14/Add.2, and express its views on areas of concentration for the programme, as suggested by the Executive Director in his introductory statement (UNEP/GC/L.18). The Committee might then proceed to consider the programme by priority subject areas, concentrating on the relevance of programmes to human well-being, their urgency and the feasibility of their implementation.

APPROVAL OF ACTIVITIES WITHIN THE ENVIRONMENT PROGRAMME IN THE LIGHT, INTER ALIA, OF THEIR IMPLICATIONS FOR THE FUND PROGRAMME

General discussion

7. The debate was introduced by the Assistant Executive Director, who indicated that the structure of the programme, contained in document UNEP/GC/14/Add.2, followed as closely as possible the outline given by the Governing Council in its decision 1 (I). The only departure from that outline was the inclusion of the area entitled "Supporting measures: information, education, training and technical assistance" in chapter III, as a functional task, rather than in chapter II, as a priority subject area.

8. The programme was intended to include the whole range of activities which UNEP might wish to see supported by Governments and implemented by the United Nations system, but it should be borne in mind that UNEP would not itself possess the capacity, in the period immediately ahead, to deal with all the activities mentioned. Accordingly, it would be useful if, in commenting on the programme and its balance, delegations could indicate which actions in each priority subject area they felt to be most urgent, and those which might be deferred without detriment to the programme.

9. Representatives generally expressed appreciation of the documentation produced by the secretariat. The programmatic approach was widely welcomed, although there was a general understanding that this approach had not been fully applied in the preparation of document UNEP/GC/14/Add.2 because of a lack of time and data, leading to what some delegations felt was a lack of clarity in certain portions of the document. In addition, the Committee noted that considerable inconvenience was caused by the late circulation of some substantive documents, which some Governments had been unable to examine in detail.

10. The Sessional Committee considered that information on the continuing activities of the United Nations system in the areas covered by the programme was essential, not only for the purpose of co-ordinating such activities, but also in order that reasoned consideration could be given to determining priorities for future action and the over-all balance of activities between priority areas of the programme.

11. The information presented was essentially incomplete, and it was hoped that a systematic effort would be undertaken to obtain the relevant data, particularly as it was for the organizations of the United Nations system to implement relevant parts of the programme in co-operation with UNEP, avoiding duplication in the process. The representative of the Department of Economic and Social Affairs and a number of representatives of specialized agencies indicated their willingness to co-operate with UNEP in this respect.

12. The Sessional Committee noted that the proposed programme was generally compatible with the International Development Strategy for the Second United Nations Development Decade and the World Plan of Action for the Application of Science and Technology to Development, although one representative felt that this had not been adequately demonstrated in that General Assembly resolution 3000 (XXVII) had called for compatibility with the policy measures recommended by the Committee on Science and Technology for Development upon consideration of the Plan, and that a more detailed comparison of measures and objectives than that provided by the Executive Director was necessary. In this connexion, some representatives emphasized the importance of attention being paid also to regional plans of action, which in some cases differed in their emphasis from the World Plan.

13. A number of delegations stressed that co-ordinated regional activities and national activities with regional implications should form an essential part of the programme. Many considered that such regional activities should be viewed in a global context, and that the main concentration should be on activities which had global implications.

14. Many representatives considered that the balance of activities in the programme should be weighted largely in favour of activities relevant to the problems of developing countries and regions and that high priority should be given to formulating development strategies that took full account of environmental factors.

15. Some representatives expressed the view that insufficient emphasis had been given throughout the programme to socio-economic and socio-cultural aspects, which were of decisive importance in tackling global problems of protecting and improving the environment and in influencing the course of development as a whole. It was felt that a greater role might be played by the regional economic commissions and other United Nations agencies in the development and implementation of work in this area.

16. The view was expressed that, whereas the programme activities proposed under "Functional tasks" had reached a very satisfactory state of development, more emphasis should be placed in future on developing and defining more clearly the objectives and activities in the priority subject areas.

17. Reference was made by a few delegations to the importance of considering

education and public information, and trade, technology and transfer of technology in relation to all priority subject areas.

18. With regard to the balance between specific subject areas, it was mentioned that although water problems had been covered in several of the main areas, such as human settlements, human health and land, water and desertification, insufficient attention had been given to the availability of water resources. A suggestion was made that water should be treated as a separate priority subject area. One delegation, however, opposed this suggestion. It was also proposed that human health and well-being should be treated as a separate area rather than in connexion only with human settlements.

19. Other subjects or sub-areas which, in the opinion of individual delegations, had not been given sufficient attention or emphasis in the proposed programme included tourism and associated demographic problems, and the benefits as opposed to the costs of environmental measures.

20. It was generally agreed that it was essential to select areas on which the programme should concentrate in the immediate future in order that the activities would not be so diffuse as to be ineffective.

21. There was a general consensus that, with the selection of areas of concentration, the programme would be at a stage where it could appropriately be more action-oriented. In this context, the concept of programme activity centres put forward by the Executive Director was welcomed as a means of promoting the interests of developing countries and developing networks of institutions which could participate and assist in implementing a more action-oriented programme.

22. The delegation of the People's Republic of China made the following statement:

"Usurping the name of China, the Chiang Kai-shek clique, long repudiated by the Chinese people, signed the Convention of International Trade in Endangered Species of Wild Fauna and Flora and the Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matters. Its signature is absolutely illegal and null and void. Since these two Conventions are related to organs of the United Nations, to permit the signing by the Chiang Kai-shek clique is incompatible with United Nations General Assembly resolution 2758 (XXVI) adopted at its twenty-sixth session on 25 October 1971, to expel the Chiang Kai-shek clique and restore to the People's Republic of China all her legitimate rights, and therefore is impermissible.

"It should also be pointed out that one of the articles of the Convention on International Trade in Endangered Species of Wild Fauna and Flora stipulates that the UNEP Executive Director shall provide secretariat services for the Convention. We solemnly demand that the UNEP Executive Director take immediate measures to ensure that the international organ which will perform secretariat services sever all its relations with the Chiang Kai-shek clique."

The Deputy Executive Director assured the delegation of China that the Executive Director would take due action in this respect.

HUMAN SETTLEMENTS, HUMAN HEALTH, HABITAT AND WELL-BEING

Human settlements and habitat

23. A large number of delegations felt that this sub-area should receive major emphasis in the programme, since it is in the human habitat system that the environment and man interact to the greatest degree. Many delegations suggested that human settlements, with particular reference to the social, economic and technological aspects of low-cost and self-help housing, infrastructure and techniques, and the problems of transitional settlements, should be an area of concentration of the programme. Emphasis was placed on the need to look upon technological solutions as a tool for reaching social and economic goals, and UNEP was asked to regard human settlements problems from a social point of view. In this connexion, emphasis was also placed on the necessity of rural development which would encourage people to remain in rural areas. Mention was also made of the possibility of establishing programme activity centres in relation to human settlements.

24. Many delegations advanced suggestions for making the total human settlements programme more effective and more adaptable to the urgent problems of today. It was pointed out that uncontrolled urban development could have serious socio-economic consequences, make the living conditions of the inhabitants extremely difficult, and cause irreversible damage to the environment. Reference was made in this connexion to the need for governmental planning, while mention was made of the need for public authorities to get adequate instruments in order to control the development of human settlements, including the need for control over land use, the prevention of land speculation and structural changes in land ownership. Some representatives also mentioned the need for international co-operation in order to find the most adequate legislative, administrative, economic and technological ways of improving settlements areas step-by-step and with priority to the poorest. The need to take into account the social, economic and cultural aspects of the development and improvement of human settlements was stressed by many delegations, as was the need for public participation in development. Several delegations urged particular attention to the traditional and aesthetic values of human settlements. It was pointed out that the improvement of physical conditions could not and should not be isolated from efforts to improve the general quality of life, and mention was made of the problems of lack of employment opportunities and poor conditions, and of the psychosomatic effects produced by noise and crowding.

25. Many delegations felt that the programme did not place sufficient emphasis on rural settlements development. It was suggested that UNEP should examine the economic, social, cultural and psychological factors influencing rural-to-urban migration and should also pay sufficient attention to rural settlement development within the general framework of regional development policies in order to remedy the imbalances that cause this dramatic exodus, which was seen as a major cause of urban settlements problems.

26. A number of delegations commented on the United Nations Conference-Exposition on Human Settlements to be held at Vancouver in 1976. Most of them expressed satisfaction with the concept of holding such a Conference-Exposition, and some announced their countries' intention of participating in it. It was stressed that

the Conference-Exposition should be an action forum where nations could exchange experience on the problems of human settlements. However, some delegations felt that it was not necessary for UNEP to await the convening of the Conference-Exposition; rather, action-oriented projects should be initiated on the basis of the information and experience already available, since such projects could provide a valuable input for the Conference-Exposition. One delegation suggested that living experiments which could continue after the Conference-Exposition should be documented.

27. The representative of the Department of Economic and Social Affairs invited attention to the provisions of the International Development Strategy concerning human settlements, and to the mandate of the Centre for Housing, Building and Planning. The Department and its component parts would be pleased to co-operate with UNEP in matters relating to information exchange and in the early implementation of practical action. The representative of WHO outlined his organization's constitutional responsibilities and programmes relating to human settlements, including information exchange and the preparation of standards, and said that it would no doubt play a part in the Conference-Exposition at Vancouver. The representative of the ILO suggested that UNEP might wish to consider paying greater attention to problems of the working environment, and said that the Governing Body of the ILO was interested in developing co-operation with UNEP in areas of mutual concern.

28. In relation to human settlements technology, the greatest emphasis was placed on environmentally-sound building design, including traditional building design, low-cost and self-aid schemes, innovative and environmentally sound methods of waste disposal, including the agricultural use of human wastes, and water supply and quality. In the latter context, the purification and use of surface water in zones of increasing pollution was mentioned. It was emphasized that, in order to provide adequate shelter for their peoples, the self-reliance of developing countries must be increased by using low-cost and labour-intensive techniques where appropriate, and making the greatest possible use of indigenous resources. Several delegations suggested that, to cope with the increasing demand for housing, it would in some circumstances be desirable to introduce, step-by-step, industrial methods of construction in the building industry.

29. Concern was expressed regarding the problems of transitional settlements. Many delegations endorsed the Executive Director's planned efforts to launch an action-oriented programme aimed at improving the conditions in slums and squatter settlements. One representative expressed the view that job opportunities were essential, and mentioned the need for seed money to initiate the cycle of employment-savings-housing-loans-employment as an important contribution to solving the problem. The "patching" approach to transitional settlements was in his view less satisfactory than their full integration into the life of urban centres.

30. The question of information and exchange of experience regarding human settlements problems was stressed by some delegations; it was felt that UNEP should seek to improve the relevant mechanisms so that the best possible use could be made of the research being carried out in the world and of the knowledge that was already available. Reference was also made to the need for evaluation and co-ordination of the extensive work carried on by various parts of the United Nations system. In this connexion, it was suggested that a network of research centres and centres of knowledge on human settlements should be set up, keeping in mind the important contribution that the Conference-Exposition could make to this process.

31. The view was expressed that UNEP should consider human settlements problems from a geographical and regional standpoint, since the differences in causes and effects in, for example, temperate and tropical zones were such that a global approach would have less impact. However, some delegations asserted that UNEP might find it difficult to decide on the relative priorities of different geographical or regional areas. Mention was also made of the need for concentration on regional and national surveys to ascertain housing demand and the availability of indigenous resources to meet it.

32. The need for making technical assistance and training an integral part of human settlements development and improvement efforts was stressed; the building-up of local expertise was essential to any sustained and successful effort to improve the quality of life. Support was apparent for the establishment of a fund or financial institution for human settlements. The view was expressed that UNEP should play a major role in this human settlements fund, but one delegation felt it was not clear whether the fund should be set up under UNEP or under the Centre for Housing, Building and Planning. Another felt that the fund should not take an excessively restricted technical approach, but should cover all the related economic, social and cultural aspects of human settlements.

33. Some delegations mentioned questions of population density, with reference, inter alia, to the problem created by the expense of dispersal of urban centres to create a balance between density and infrastructure. The results of the forthcoming World Population Conference were awaited with interest.

Human health and well-being

34. There was wide agreement that the area of human health and well-being should receive priority attention.

35. Many representatives expressed concern about endemic diseases, which were caused mainly by vectors with a water-borne phase, and called for concerted efforts to develop programmes for the eradication of those diseases. While it was recognized that chemical pesticides would have to continue to be used for some time for the eradication of insect vectors, it was stressed that the results achieved by certain countries in developing non-chemical methods should be shared with other countries. The view was expressed that many of the vectors could quite possibly be eradicated through manipulating the flow of water; however, in so doing, care should be taken not to provide suitable habitats for vectors of other diseases.

36. There was general agreement on the importance of the WHO programme for the development of environmental health criteria and standards, including toxicological and epidemiological research and the identification of new and potential pollutants. National efforts in this area should be stimulated and encouraged. The need to develop indices of effects on the health of communities was also recognized. It was felt that WHO and FAO should give high priority to their programme on the establishment of food standards.

37. Reference was made to the activities of the Pan-American Centre for Health Engineering and Environment Sciences in Lima, which include the monitoring of pollutants and other related environmental parameters affecting health, and it was remarked that a programme activity centre might appropriately be based on this

institute, or that its activities might otherwise be encouraged. The representative of Peru said his Government would welcome the realization of these ideas.

38. Many representatives urged the early establishment of an international register-network of potentially toxic chemicals and referred in particular to the convening of the expert group mentioned in the report of the Executive Director (UNEP/GC/14/Add.2, chap. II, sect. 1.24, para. 4). One delegation stated that the purpose of the expert group should be to explore the feasibility of such a register. It was mentioned that a register would be of particular importance to developing countries, since they had no means of testing all chemicals and at the same time would not wish to rely solely on information provided by manufacturers. It was indicated that the register-network should be established on the basis of national, international and regional registers, and that a distinction should be made in developing the plans for the register-network between long-term research requirements and the immediate requirements for compiling data on a limited number of carefully selected substances, which would be expanded in the light of experience. The point was made that data on toxic substances in the working environment as well as those in the general environment should be collected and evaluated.

39. With regard to the environmental effects of agricultural chemicals, many representatives stressed the need for the development of an integrated programme for pest control. They felt that the problem was not lack of knowledge, but rather lack of transfer of existing knowledge to the developing countries which needed it. It was suggested that the Executive Director should support the initiation of pilot projects to be undertaken by groups of countries for testing new methods of pest control by non-chemical techniques and for providing training in the application of these methods. One representative expressed the willingness of his Government to make available laboratory facilities and expertise to enable experts from other countries to exchange experience through such pilot projects, and suggested that the Executive Director should inform other countries of this possibility and provide support for putting the scheme into effect.

40. A number of representatives spoke in favour of the actions proposed in relation to radiological protection and added that the United Nations Scientific Committee on the Effects of Atomic Radiation had already done considerable work in reviewing and assessing levels, effects and risks of radiation from all sources, which should be borne in mind so as to avoid duplication. One delegation emphasized that, in accordance with General Assembly resolution 3154 (XXVIII), that Committee should have a continued responsibility in its field of competence. Another expressed the view that the International Atomic Energy Agency, as the competent body of the United Nations system in the field of atomic energy, should assume responsibility for all planned activities in this sub-area.

41. The need for environmental statistics was pointed out by one representative, who suggested that a survey should be made of the activities of governmental and non-governmental institutions to assess the demand for and availability of such statistics.

Land, water and desertification

42. The view was expressed that UNEP should adopt a global and multidisciplinary approach to studying ecosystems, analysing the interaction of the characteristic

physical, biological and socio-economic factors in a given ecological region. It was stated that the rational use of all the resources of any ecosystem would require the creation of new links between theoretical research and applied sciences.

43. It was generally agreed that arid zones should be an area of concentration of the programme.

44. The Committee welcomed the Executive Director's proposals with respect to land, water and desertification, and expressed the hope that they might soon result in specific actions carried out jointly with Governments and specialized agencies and co-ordinated by UNEP.

45. Several representatives placed particular emphasis on the urgent need to establish integrated research programmes on arid lands, making particular reference to the present drought problems in the Sahelian and Sudano-Sahelian regions. It was suggested that semi-arid grasslands should receive special attention and that steps should be taken to prevent their deterioration into deserts. It was noted that UNEP was co-operating with the Special Sahelian Office of the United Nations, and it was considered that UNEP should further develop activities in regard to the Sudano-Sahelian region. Reference was made to the desirability of regional meetings and the creation of one or more programme activity centres in arid and semi-arid regions. These centres would assist in studies leading to the development of comprehensive programmes at the regional level.

46. Some representatives spoke of the need for UNEP to co-ordinate and collaborate fully with specialized agencies, such as UNESCO and FAO, in their activities relating to arid and semi-arid lands and other biotopes. Importance was attached to UNEP's close association with the Man and Biosphere (MAB) programme of UNESCO in its projects relating to grazing land (project 3) and irrigation (project 4). The view was expressed that the Executive Director should in the near future initiate the progressive expansion of planned activities in this subject area, including other types of ecosystems, in the order of priority indicated in his report (UNEP/GC/14/Add.2). The preparation of a world map of soil degradation was proposed.

47. Attention was drawn to the relative impact of human activities and climatic change on ecosystems and on the process of desertification. It was stressed that climatic factors should be fully taken into account in planning the development of arid and semi-arid lands.

48. A knowledge of hydrological factors was judged to be necessary for the understanding of the desertification process, and the point was made that attention should also be given to the impact of nomadic peoples.

49. It was felt that tropical woodlands and forests should be considered as resources in an economic and industrial context, and not merely from the point of view of conservation. Reference was made to the importance of establishing guidelines for activities relating to the management and utilization of tropical forests. The climatic implications and consequences of deforestation and reafforestation with exotic species were stressed by various participants. Mention was made of the importance of the MAB programme relating to forests. Special emphasis was placed on the need for increased international co-operation in the dissemination of information and the processing and interpretation of data on arid lands and tropical forests, and several delegations promised national contributions.

50. Several representatives stressed the importance of UNEP participation in preparations for the first International Congress on Ecology to be held from 8 to 14 September 1974 at The Hague.

51. The environmental impact of water resources development was judged to require adequate understanding and, in the view of some delegations, the development of proper planning guidelines. Several delegations emphasized the problems of eutrophication and of noxious aquatic vegetation. It was suggested that UNEP, in collaboration with FAO and UNESCO, should encourage surveys of aquatic vegetation in the tropics and subtropics.

52. The view was expressed that since a great deal of work was already under way on the quantity of water, both within and outside countries members of the United Nations, UNEP's role in this regard should most appropriately be confined to co-ordination. There was, however, room for a more active and innovative, as well as co-ordinating, role for UNEP in matters of water quality. In this connexion, the representative of the Department of Economic and Social Affairs drew attention to Council resolution 1761 (LIV) and the co-ordination mandate it assigned to the Secretary-General of the United Nations, as well as to the Water Conference to be held at Buenos Aires.

Trade, economics, technology and transfer of technology

53. Many delegations felt that the importance of this area had not been sufficiently emphasized. A number of them felt that many sub-areas of this subject, including, in particular, the rational use of resources and the transfer of technology, might be more appropriately considered under chapter III of the report of the Executive Director (UNEP/GC/14/Add.2) dealing with functional tasks, and there was considerable support for the view that the section would benefit from restructuring. Mention was also made of the need to place more emphasis on social indices of the quality of life and on alternatives to gross national product as an index of progress.

54. It was pointed out that environmental problems differed in developed and developing countries, and that those in the latter could be resolved only through planned and integrated economic and social development. It was felt that the national efforts of developing countries should be supplemented by international action, including technical assistance, training, information exchange and intergovernmental agreements. In the view of some delegations, the cost of environmental protection measures in developed countries should not be passed on to developing countries, and industrial relocation which endangered less polluted environments was unacceptable.

55. The need for a more integrated concept of development and the environment was stressed. Several delegations expressed the view that UNCTAD was the competent organ of the United Nations system in relation to trade, and that UNEP's role in this area should therefore be confined to co-ordination and advice on environmental implications. Nevertheless, stress was placed on the important role UNEP could play within the United Nations system in relation to economic matters, technology and its transfer, "eco-development" and other related fields. Some delegations attached particular importance to the role of the regional economic commissions in this subject area. Emphasis was placed also on the need to ensure that activities in this area were compatible with the recommendations and policy objectives of the

Committee on Science and Technology for Development based on the World Plan of Action for the Application of Science and Technology to Development and the International Development Strategy, which in their turn should be environmentally sound. The opportunities presented by the mid-term review of the International Development Strategy should be used to this end.

56. A number of delegations attached importance to the rational use of resources in harmony with the principles of national sovereignty. One representative indicated his Government's interest in the meeting referred to in chapter II, section 3.11, paragraph 1 of the report of the Executive Director (UNEP/GC/14/Add.2) being held in his country's capital. A better definition of concepts such as "eco-development", especially taking into account the decisive role of socio-economic and socio-cultural factors, was called for, and the need for integrated planning was stressed. The need for structural economic and social changes was also mentioned. The preparation of an inventory of natural resources, with the assistance of regional organizations, was advocated; such an inventory should, inter alia, indicate the environmental consequences of the depletion of non-renewable resources and provide developing countries with information useful in choosing between alternative patterns of development.

57. One delegation suggested that the title of the sub-area might more appropriately read "Rational use of earth resources from the environmental standpoint", since resources in general were the province of the Committee on Natural Resources. That Committee's role was also emphasized by the representative of the Department of Economic and Social Affairs.

58. In relation to non-tariff barriers, the need for UNEP to co-operate with UNCTAD and the General Agreement on Tariffs and Trade (GATT) was stressed. A number of delegations pointed out that unilateral action increased such barriers.

59. The view was expressed that the early warning system should be somewhat broader in scope, covering, for example, equipment costs, and should provide for prior consultations, in which UNEP could play a part, between countries whose trade might be affected by environmental measures. One delegation suggested that the sub-area should have only medium priority, since there seemed little prospect of many modifications being made.

60. A number of representatives stressed the importance of assisting developing countries in defining the extra cost of environmental protection measures and financing their environmental protection programmes. It was pointed out that the benefits of environmentally sound technology should also be emphasized.

61. A number of delegations expressed the view that considerably higher priority should be given to the transfer of technology. A distinction was made between the provision and the absorption of technology, and there was reference to the need to avoid retarding the generation of indigenous capability. The need of recipient countries for adequate information, both about available technologies and about their own available resources, was stressed. Reference was made to the need to consider not only the accessibility of technology but also its cost, particularly that of patents.

62. It was pointed out by some delegations that the subject was an integral part of the problems of economic development, and stress was placed on the value of

technologies suited to local conditions. The link between technology and rational use of local resources was also mentioned.

63. One delegation expressed a preference for concentration on a few specific industries.

64. One delegation opposed, as being unacceptable, any attempt to impose new discriminatory environmental standards on developing countries. Another pointed out that the definition of standards with respect to environmental considerations was important; while product standards might be internationally agreed upon, environmental standards could be established on a regional or climatic basis, and countries should be free to implement them.

65. A number of delegations attached importance to industrial location, and specific reference was made to such matters as its relation to human settlements, "eco-development" and rural exodus.

66. In relation to new uses of natural products, it was pointed out that UNEP should play its role in close co-operation with UNCTAD, UNIDO and FAO, whose activities in this regard it should co-ordinate.

67. Co-operation with FAO, WHO, UNIDO, UNCTAD and other concerned organizations in studies of natural versus synthetic products was advocated in order that duplication might be avoided, although one delegation considered that action on this subject by UNEP was unnecessary in view of the duplication involved. One delegation said that the relative influence of these types of substance on man's health and mental attitude should be taken into consideration. The detrimental effect of non-biodegradable substances on the environment was pointed out. It was felt that work in the area should be directed towards the evolution of a generally applicable methodology.

68. Some delegations expressed the opinion that, in view of its limited resources, UNEP should not enter into the area of low-waste and no-waste technology on the scale proposed. One delegation suggested that the sub-area be given higher priority, while another expressed preference for concentrating on a small number of specific industries. Recycling was mentioned as a central aspect of the subject.

Oceans

69. The Committee emphasized the importance of this area of the programme, generally supported the actions proposed by the Executive Director and placed special emphasis on regional activities. It urged the need for UNEP to co-ordinate the activities of the numerous agencies concerned with the marine environment, while maintaining its independent position. The view was expressed that, since other organizations were dealing with exploitation, UNEP should concentrate on the protection of the marine environment, and should be extremely selective in its choice of programmes, in order to avoid duplication.

70. The need for exchange of knowledge and information was stressed, as was the need for providing training and technical assistance to increase the capabilities of developing countries in the marine sciences. One delegation felt that action in the latter area should await the results of the third United Nations Conference on the Law of the Sea.

71. There was general agreement that monitoring of the marine environment was an essential component of the programme work in this subject area. Reference was made in particular to the monitoring of persistent toxic pesticides. A need was felt for more assessments on a global basis concerning the state of the oceans and for a comprehensive oceanic research programme which would cover physical processes occurring in the oceans and the effects of marine pollution on living marine organisms, as well as ocean dynamics as a factor in pollution transport.

72. Some representatives pointed to the need to include in the programme studies of the effects of climatic changes on the oceans and their resources, as well as the role of oceans in the climatic system.

73. The need for promoting regional assessment activities was emphasized, and particular mention was made of areas such as the Mediterranean, the Persian Gulf, the Baltic, the Caribbean, parts of the Atlantic and Pacific Oceans, the South-East Asian coastline and the Indonesian and Philippine Archipelagoes. As regards the Baltic, assessment activities were expected to take place within the context of the Helsinki Convention, to be signed before the end of March 1974. It was suggested that UNEP should initiate a programme for assessing pollution in the North-East Atlantic and provide the technical groundwork for a pilot project to monitor pollution in the Atlantic. A study of the climatic and other factors which had reduced fish stocks in the South Pacific was also advocated. The view was expressed that regional assessment should cover pollution, living resources, particularly those yielding protein, and the resources of the sea-bed.

74. There was general agreement that regional agreements or conventions for the protection from pollution of specific bodies of water, such as the Mediterranean, the Persian Gulf, the Caribbean, the South Pacific and the Malacca Straits, constituted an effective means for the control of marine pollution as well as the conservation of living resources in these areas. It was therefore considered that UNEP should encourage and support the preparation of such conventions.

75. The desirability of establishing a programme activity centre or centres in the Mediterranean was indicated, and assistance was requested in the preparation of a regional convention on land-based pollution and the protection of living marine resources. A centre was suggested which could be strengthened to serve as a monitoring centre for the western Mediterranean. One delegation referred to the need to combat pollution in the South-East Atlantic. Reference was also made to the need for action to deal with eutrophication in brackish seas, and for work on the problems of semi-enclosed and enclosed seas, estuaries and offshore areas.

76. In relation to the control of land-based sources of marine pollution, stress was placed on the need to take account of the input of pollutants discharged from the land, rivers and estuaries. One representative felt that the value of the registry of clean rivers would be limited unless the States whose rivers were included in such a registry undertook to continue to keep them clean, and proposed that an agreement should be concluded for that purpose. Other representatives thought that this registry, while important, was not essential and did not at present merit high priority, while one expressed the view that sufficient knowledge was not yet available for the scientific assessment of the impact of pollution from land-based sources on the marine environment.

77. One delegation suggested that in connexion with the specific action proposed

for the interdisciplinary referral system covering marine pollution data and scientific information, note should be taken of the work of the Joint Task Team on Interdisciplinary and Inter-organization Data and Information Management and Referral.

78. In connexion with programme activities on assessment, the importance of IAEA discharging its designated responsibilities under annexes 1 and 2 of the London Convention of 1972 on the Prevention of Marine Pollution by Dumping of Wastes and Others Matters was stressed, and the possibility of UNEP assistance to it was mentioned.

79. It was suggested that the programme should include a study of the behaviour of pollutants in warm waters. Some representatives felt that the proposal by the Marine Environment Protection Committee of IMCO at its first session for the establishment of a working group to undertake a scientific evaluation of hazards of toxic substances could create a danger of duplication of the work of the Group of Experts on the Scientific Aspects of Marine Pollution. The representative of IMCO said the matter would be raised with the Group of Experts.

80. There was general agreement that UNEP should play an active role in the third United Nations Conference on the Law of the Sea so as to ensure that the protection of the marine environment and its living resources was adequately taken into consideration in the work of that Conference. One delegation felt that UNEP should await the decisions of the Conference before planning any programme activities concerned with the legal aspects of marine pollution.

81. Some representatives stated that the Conference on the Law of the Sea should provide a comprehensive legal framework for the protection of the marine environment on the basis of the Declaration and Recommendations and the principles on the protection of the marine environment agreed by the United Nations Conference on the Human Environment a/ at Stockholm. In this connexion, the point was made that UNEP should develop the rules for liability and compensation for damage caused to the marine environment in the area beyond the limits of national jurisdiction, with particular reference to the legal status of claims and the manner of determining and assessing compensation.

82. Many representatives noted that a number of the conventions concluded for the protection of the marine environment had not yet come into force because of delays in their acceptance by States, and suggested that UNEP should urge Governments to remedy that situation.

83. Discussion of the protection of living marine resources centred on General Assembly resolution 3133 (XXVIII), and there was general agreement that work on the required survey should proceed immediately in co-operation with FAO (which should play a leading part), in view of the requirement in the resolution that a report was to be submitted to the twenty-ninth session of the General Assembly and to the third session of the Governing Council. It was also considered that the results of the survey would constitute a valuable input to the third United Nations Conference on the Law of the Sea. One delegation suggested that UNEP should assist

a/ United Nations publication, Sales No.: E:73.II.A.14.

countries whose protein resources were being depleted by the activities of foreign fishing fleets in their territorial waters.

84. It was pointed out that the programme should be oriented not only towards the protection of living marine resources but also towards their conservation and planned exploitation; full implementation of resolution 3133 (XXVIII) by UNEP would constitute an important step towards the reduction of hunger and malnutrition in the world.

85. There was general concern over the limited progress made towards whale conservation since the Stockholm Conference, which had urged that whale stocks should be protected and that UNEP should take action towards this end. One delegation urged the imposition of a ban on commercial whaling. Another delegation stressed that, since conservation measures for several species of whales and fur seals were being adequately taken by appropriate international organizations, the action by UNEP should be taken in respect of aquatic mammals other than these species.

86. The activities of the Advisory Committee on Marine Resources Research (ACMRR) working party on marine mammals were noted, and the hope was expressed that UNEP would take part in the symposium to be held in May 1975 to discuss the report of the working party.

87. An observer, speaking on behalf of the Conference of non-governmental organizations held just before the Governing Council's session, drew attention to the lack of international machinery for ensuring compensation in cases of environmental damage resulting from land-based pollution and considered that UNEP should suggest the adoption of suitable conventions regulating the issue by the United Nations Conference on the Law of the Sea. The Conference should be urged to establish an international institution to manage the marine environment as an ecological whole. UNEP co-operation with FAO, WHO and UNESCO to promote conservation measures in international and regional fisheries commissions, and further action to prevent the extinction of whales and other aquatic mammals, were urged.

Conservation of nature, wildlife and genetic resources

88. General support was expressed for the activities proposed in this area. The urgency of proceeding with these activities was stressed by several delegations. The three sub-areas were widely felt to merit equal attention. The view was advanced that the selection of priorities might be left to the Executive Director's discretion. However, some delegations suggested that more specific attention should be paid to protection of endangered species. It was also felt that insufficient consideration had been given to plant life. Emphasis was also placed on the need for urgent measures to protect arid and semi-arid zones (marginal lands), tropical forests and wetlands.

89. Several delegations stressed the urgency of speeding up the acceptance and entry into force of the 1973 Convention on International Trade in Endangered Species, since its early implementation would help prevent trade in such species and products derived from them. In this connexion, the urgent need for Governments to exert more control over the demand for endangered species and their products was pointed out. Financial compensation was suggested as a means of reducing such

trade. Some delegations drew particular attention to endangered groups of animals such as spotted cats, crocodiles and marine turtles. It was suggested that research should be undertaken to develop artificial products which could replace animal products deriving from these groups of animals.

90. Among the categories of wildlife for which it was suggested that special and urgent conservation measures were necessary were certain species of mammals, birds and reptiles, and some forms of marine life. Large carnivores, whales and waterfowl were particularly mentioned.

91. Some delegations drew attention to the danger to terrestrial wild animal resources resulting from human population increase and extensive agriculture. Financial compensation was suggested as a means of contributing to the preservation of endangered species threatened by habitat alterations or destruction through expanding agriculture and animal husbandry.

92. Several delegations urged that UNEP take steps to meet the problem of diminishing populations of migratory species (including aquatic species) that form the common heritage of more than one nation and annually cross national or continental boundaries. One delegation informed the Committee that, in response to the recommendation of the Stockholm Conference, its Government would be happy to act as host, in co-operation with UNEP and the International Union for Conservation of Nature and Natural Resources (IUCN), to an intergovernmental meeting which, it was hoped, would lead to a convention on the subject of migratory species. Another suggested that UNEP should assist the work of the International Council for Bird Preservation.

93. The importance of preserving ecosystems, biomes and habitats through an expanded network of national parks and equivalent reserves was emphasized by many delegations. It was suggested that particular attention should be paid to geographical regions such as West Africa, Asia, the Arctic, and the Indian Ocean, and to ecological regions such as oceans, seas, coasts, wetlands, forests and arid lands. In this context, the vulnerability of wetlands to human activities was stressed. Several delegations requested UNEP to take action in this field by monitoring wetlands, promoting censuses of waterfowl and encouraging the establishment of a network of representative parks and reserves. Reference was made to the UNESCO/MAB project No. 8, to the work of IUCN and to the Convention on the Conservation of Wetlands of International Importance especially as Waterfowl Habitat.

94. Several delegations stressed the importance of marine national parks, where studies of marine habitats should be encouraged for the conservation of marine ecosystems, for the collection of data on marine pollution and as a background for the establishment of other marine parks in various parts of the world, such as in the Indian Ocean and the South Pacific. International marine parks were also suggested. It was emphasized that the establishment of more terrestrial parks was equally urgent and important. The usefulness of the planned conferences on marine and terrestrial parks to be held in Japan and New Zealand for the Pacific area in 1975 was pointed out, and reference was made to the importance of parks as sites for baseline monitoring.

95. Some delegations drew attention to the socio-economic functions of national parks and reserves. They felt that it was important to establish parks for the

recreation of urban communities. In this connexion, reference was made to the need for such parks to be sited in the light of over-all land use and management plans, for wild life conservation to be combined as far as possible with other forms of land use, and for consideration of the socio-economic benefits and costs such as those arising from human settlement relocation.

96. The importance of training managers and wardens for national parks and reserves was mentioned. One representative stated his Government's readiness to assist UNEP and Governments in such a training programme.

97. Several delegations emphasized the need for States to accept, as soon as possible, the Convention on the Protection of the World Cultural and Natural Heritage. It was suggested that UNEP might work out, in co-operation with UNESCO, ways of promoting acceleration of the process of acceptance.

98. The Committee considered that the preservation of the diversity of genetic resources should be one of UNEP's most important objectives, since the fertility of crops and the productivity of both wild and domestic animals, which were largely dependent on such diversity, were vital factors in increasing the world's food supply. Reference was made in this connexion to the need for a genetic resources network which could help develop new and highly productive varieties of plants, animals and micro-organisms. The need for more work on the establishment of gene banks was pointed out, and programme activity centres were felt to have a particularly useful role in this respect.

Energy

99. The Committee recalled that the Governing Council at its first session had not requested the Executive Director to initiate an action programme in the field of energy, but had merely given him a limited but definite mandate to gather and present information on the subject. It was noted that two consultants had been recruited and had begun preparations for the drafting of the requested report.

100. Many delegations expressed the view that, in order to avoid duplication of effort, and also to ensure that all available experience might be used, the activities and reports on energy of the World Energy Conference, the International Atomic Energy Agency, the Resources and Transport Division of the Department of Economic and Social Affairs, and the sixth special session of the United Nations General Assembly on raw materials and development should be taken into full account in the establishment of the UNEP report on energy. Several delegations stated that atomic energy would be of great importance for the fulfilment of future energy needs, and accordingly singled out the expertise of IAEA as particularly relevant in this field. Several delegations mentioned that their Governments might provide additional information for the preparation of a report on environmental aspects of energy production and use, and it was suggested that they transmit such information to the Executive Director.

101. One delegation called attention to the fact that energy considerations are specifically applicable to the problems of human settlements, and therefore proposed that energy should be treated totally as a new sub-area of the human settlements priority subject area, where it could be dealt with in terms of two distinct but interrelated components: (1) the environmental impact of the generation and use of energy, and (2) the availability of energy, with emphasis on

the potential of alternative sources such as solar energy, wind, geothermal energy and gas production from agricultural and other organic wastes - sources which may be particularly well-suited for providing small packets of energy for urban uses, as well as relatively non-polluting in character.

102. Another delegation referred to solar energy as a resource readily available to tropical countries, and hoped that the role of UNEP might be to establish contact with Governments which had already developed experience in that field, in order to make such experience available to other countries.

103. Some delegations took the view that UNEP should concentrate only on the environmental aspects of energy, and not concern itself with the world energy situation.

FUNCTIONAL TASKS

Environmental assessment: Earthwatch

104. Many delegations stressed the importance of action to implement proposals for the Global Environmental Monitoring System (GEMS) and the International Referral System (IRS). Others considered that, especially because of the late circulation of some documents on these topics, such action would be premature. After an extensive exchange of views among delegations on the relevant proposals of the Executive Director, working groups were established and drafted proposed decisions which met with the approval of the Sessional Committee. These decisions appear in section A II of the decision contained in paragraph 128 below.

Environmental management

105. The Committee felt this area to be one of great potential importance. Delegations stressed the role played by the Department of Economic and Social Affairs in relation to integrated economic and environmental planning, and particularly of its Resources and Transport Division in relation to integrated management of natural resources. Great stress was placed on the need for the co-ordination of activities between this Department and other organizations within and outside the United Nations system, and UNEP's co-ordinating role was emphasized. Particular reference was made to the activities of the Centre for Development Planning, Projections and Policies on supplementary indices of development and the effects of environmental action on development, of IBRD on ecological guidelines, and to the work of the United Nations Institute for Training and Research (UNITAR), IUCN and the Asian Institute of Technology. The need to relate UNEP's activities to the mid-term review and appraisal of the International Development Strategy for the Second United Nations Development Decade was also emphasized. It was pointed out that there was a close relationship between environmental management, rational use of resources and "eco-development".

106. Mention was made in particular of the need for UNEP to promote the development of indices of the social aspects of development. It was pointed out that UNEP's responsibilities centred on institution-building and the development of methodologies. This approach was welcomed, and mention was made of the need for information on methodologies evolved in developed as well as developing countries. Emphasis was placed on the need for guidelines at the regional and national levels,

to take into account not only the political, economic, social and cultural context, but also the different priorities attached to different aspects of the environment. It was pointed out that environmental management should not retard economic growth, and one delegate advised caution in work on alternative indices of development which, by diverting attention from the economic development objectives of the International Development Strategy, might, it was felt, have the effect of diverting international resources from development.

107. Support was expressed for the plan to convene a panel which would develop criteria for the evaluation of development projects in systems and ecosystems, and the planned pilot actions and post-audits were welcomed as a further step in this area. In relation to training aspects, it was pointed out that a clear understanding of what information was needed to be conveyed to whom, and by whom, was important. Mention was also made of the high cost of environmental assessment as an obstacle to its application in developing countries.

Supporting measures: information, education, training and technical assistance

108. The Committee generally expressed support for the Executive Director's proposed programme in this area. The need for co-ordination with the numerous information and education activities already being undertaken at the national, regional and international levels was emphasized, and the need for an action framework into which those activities could be fitted was pointed out. It was felt that many organizations would be willing to modify their activities to coincide with a general approach co-ordinated by UNEP. The gains to be derived from such an approach were seen as twofold: a better-informed public would support sound environmental management, and expertise in dealing with problems of the environment would be generated. The need for exchange of information and for defining and meeting needs, especially in developing countries, was stressed. It was felt that great attention should be paid to explaining the relationship between environment and development, and in particular the concept of "eco-development".

109. Information, not only on environmental matters in general, but also on UNEP's role and activities, was felt to be vital. The need to train journalists who were well acquainted with the subject and could communicate ideas to the public was stressed, and the holding of regional seminars was suggested in this connexion. Several representatives emphasized the importance of an information programme directed towards industrial managers, whose activities could have so great an environmental impact.

110. The planned development of the environment programme information centre was welcomed, and the hope was expressed that a suitable proportion of the new public information material, such as bulletins and audio-visual materials, which it promoted would be produced in developing countries. A suggestion was made that the centre should co-operate with the International Broadcasting and Press Institutes.

111. Particular stress was placed on the urgent and complex nature of education and training in relation to the environment, and it was suggested that programme activity centres might have a role in this area, particularly in Latin America. The importance of ecological understanding at all levels of education was pointed out. At the primary and secondary levels, it was felt that curricula should include the study of important environmental problems, and a comparative study of

curricula from the environmental standpoint was advocated. The need for practical ecological studies as well as theoretical instruction was mentioned. A number of delegations suggested that UNEP, in co-operation with UNESCO, should initiate work by expert groups on the preparation of environmental textbooks and teaching aids, and the need for the regional approach in this connexion was stressed. Mention was also made of the need for training teachers and providing them with up-to-date information about the environment, as well as convincing the relevant ministries of the need to promote environmental education. At the higher education level the importance of environment education in all disciplines, and not only sciences, was emphasized, and again the need for the preparation of manuals and textbooks was mentioned, as well as the need for designing curricula.

112. Training in environmental management was felt by a number of delegations to be extremely important; the support for training of national cadres in key areas of environmental management by strengthening national and regional institutions was particularly welcomed as being in line with the emphasis placed in the International Development Strategy on management training. Wide dissemination of materials was advocated to ensure the maximum benefit from regional activities. Mention was made of the need for co-ordination and for the avoidance of duplication of the activities of Governments and of organizations in the United Nations system, including UNESCO, UNIDO, and ILO, and also, if desired, of international organizations outside the United Nations system, such as the Organization of American States (OAS), and it was felt that the international training effort should concentrate on sectoral needs. The inculcation of environment-conscious thinking among planners, decision-makers and professionals was advocated; it was felt that UNEP, in co-operation with UNESCO and FAO, had an important role to play in this respect. Familiar examples were considered necessary to bring the message home, and the promotion of regional case-studies was suggested. Stress was also placed on the need to train business and industrial managers and trade union leaders.

113. It was emphasized that technical assistance should be directed towards strengthening national and regional capabilities in environmental protection, through institution-building and the development of relevant policies, rather than towards replacement activities. The role of UNEP as a clearing-house was supported, but it was pointed out that it should also provide direct assistance in new areas of activity not normally covered by other organizations. The need to develop specific criteria in this respect was mentioned. UNEP's support for ECLA in the preparation of an inventory of regional environmental problems in Latin America was endorsed, and mention was made of the need for technical assistance to promote regional case studies.

FUTURE DEVELOPMENT OF THE PROGRAMME

114. On the question of possible "outer limits" to changes which man's activities may engender in some elements of the biosphere, several delegations expressed their satisfaction at the approach being developed by the Executive Director. It was noted that the activities in this field were not very costly and the Executive Director should be allowed flexibility in activities of this type.

115. One delegation suggested that it was necessary to bring to the surface more information and knowledge on "outer limits" to help in long-range decision making, and felt that such limits could be considered in four categories: physical limits (e.g. climatic change), social limits, limits internal to the human body and

degenerative limits (chronic diseases and old age). The importance of understanding the limits of tolerance of organisms and ecosystems on which man depended was also stressed. Much remained to be understood in these areas.

116. Several delegations emphasized the importance of early action to increase understanding of the causes of climatic change and supported the activities planned by the Executive Director in co-operation with the World Meteorological Organization (WMO) and the International Council of Scientific Unions (ICSU). It was mentioned that the proposed "Aspen-like" meeting on man's influence on climate should be held in consultation with WMO.

117. There was general agreement that natural disasters constituted a very important subject area, especially to developing countries, where the damage caused by natural disasters was often higher than their real rate of growth. A proposal was made by two delegations and supported by several others that the topic of natural disasters should be included in the programme priority areas. At the suggestion of one delegation, this topic was more specifically defined as early warning and preparedness planning for natural disasters. The need for co-ordination between the activities of the Office of the United Nations Disaster Relief Co-ordinator, UNESCO and WMO in this area was mentioned.

118. One representative felt that the area should be expanded to include man-made disasters beyond the control of individual countries, and in this connexion referred to the Asian Plan of Action which called for certain action in this area.

119. On the question of particular environmental problems of specific industries, many delegations endorsed the continuation of the consultations which had begun with industry and which would be facilitated by the establishment of the Centre for Industry and the Environment at Nairobi by the International Chamber of Commerce. However, it was stressed that final decisions in relation to the environment lay with Governments, and that contact with them on the subject of these consultations should be maintained. It was also pointed out that the consultations should be conducted not only with industrial managers, but also with other components in industry, particularly international trade unions and employees' organizations.

120. Several representatives said that UNEP should take into account the work undertaken on industry-related environmental problems by other United Nations organizations and international organizations, and the need for co-operation and co-ordination was emphasized. Particular reference was made in this connexion to the study of multinational corporations to be submitted to the fifty-seventh session of the Economic and Social Council, and to the work of the Organisation for Economic Co-operation and Development (OECD).

121. A number of delegations pointed out the need for contacts not only with private industry, but also with industries managed by the State. The Assistant Executive Director said that the aim of the consultation process was to attempt to deal with the environmental problems related to certain industries on a world-wide level, and that both private and public industries would be consulted. Contact with public enterprise would be made through the appropriate governmental channels. It was hoped that the result of the consultations would be that industries would adopt a common set of attitudes in relation to the environmental problems they caused, and that action would subsequently be taken either by the industries themselves or by Governments.

122. Many delegations stressed the importance of the concept of eco-development, especially for developing countries, and urged that the methodologies of its application be worked out so that a few pilot projects to test the concept could be carried out in developing regions. The Committee had already noted the importance of this topic to many other areas of the UNEP programme, and it was suggested that it be elaborated as the basis for a supporting service linked to environmental assessment and management. The main principles on which eco-development as a strategy for development is based were generally endorsed, but one delegate thought that the approach did not take sufficient account of national sovereignty over the planning and management of natural resources. Some delegations emphasized that in further developing and testing the concept it must be kept in mind that decisions must be based above all on socio-economic factors. One delegation drew particular attention to the complex interrelationships between population growth and distribution and their effects on the environment and resources; more understanding was needed about the character, degree and timing of these relationships. In this connexion, reference was made to the World Population Conference, to be held at Bucharest in 1974 which was likely to suggest certain actions in this field to UNEP, and it was felt that there might well be a wider role for UNEP in this area than was currently proposed.

123. Discussions of the topic of the development of the international law of the environment centred on how international environmental law should be developed, and specifically on what role UNEP should play in this connexion. Several delegations expressed the view that this was an important area in which UNEP should take an active part, and encouraged UNEP to initiate appropriate actions in consultation with Governments and competent international organizations. Some delegations did, however, express certain reservations in this regard; the delegation of France expressed a specific reservation with regard to paragraphs 31 and 32 in the section on the development of the international law of the environment on the grounds that it did not believe the Governing Council of UNEP to be competent to develop international environmental law, since that task was not mentioned in General Assembly resolution 2997 (XXVII), which defined the Council's mandate.

124. It was however agreed, on a specific proposal submitted by two delegations and supported by several others, that UNEP could facilitate the development of environmental law by initiating consultations between experts, particularly of Governments and intergovernmental bodies, and ensuring that the widest range of experience possible be brought to bear on the problem.

125. Regarding aspects of the topic, one delegation proposed that early action should be taken to prepare guidelines or a code of conduct on man-induced weather modification. Pointing out that this question had already been considered by the Executive Committee of WMO which felt such action to be premature, another delegation suggested that consultations should first be initiated with WMO. Any further action to be taken, including the possible establishment of an intergovernmental working group of scientific and legal experts to draft the code of conduct to cover both research and operational aspects, would depend on the results of these consultations. This approach met with general agreement.

126. Another representative referred to the need to develop international law on the marine environment and on ecological welfare, and to establish international legal advisory services.

127. There was little discussion on the topics of eutrophication and the comprehensive theory of comparative risk, except to emphasize that much had already been done by OECD and other bodies in studying eutrophication and means of dealing with it. The Committee thus agreed with the Executive Director's proposal to gather and study existing information before identifying possible areas for action by UNEP.

Proposed decision on item 8 (b) of the
Governing Council's agenda

128. The Sessional Committee recommends that the Governing Council adopt the following draft decision:

A

The Governing Council,

Having considered the proposals of the Executive Director with regard to its programme,

Decides to adopt the proposals for future action contained in the Executive Director's report (UNEP/GC/14/Add.2) in the light of the context for action and reports on initiated action contained therein, and in the light of the considerations of the Sessional Committee on the Programme as contained in its report which is annexed to the report of the Governing Council, with the following observations:

I. PRIORITY AREAS OF THE PROGRAMME

Human settlements and habitat

(a) Actions taken in this area should be focused on technological, administrative, legislative and economic solutions striving towards equality, better health conditions, social well-being and public participation in the development process. Social, economic and technological aspects should as far as possible, be integrated in the programme activities of UNEP.

(b) The solution of the human settlements problem should be considered as closely connected with the socio-economic development of individual countries. It is necessary to regulate land use and prevent land speculation. On this basis, actions in this area should be focused on the development and dissemination of environmentally sound technologies, with particular emphasis on methods of waste disposal and regrading, water supply and sewage treatment. Special care should be taken to promote the use of local materials as well as of labour-intensive and low-cost building techniques. Industrial methods of construction may be introduced step by step where appropriate in order to meet future demands for housing.

(c) Attention should be paid to the problem of ever-increasing rural-to-urban migration within the process of growing urbanization.

(d) Support should be given to the Executive Director's planned efforts to launch an action-oriented programme, which would include pilot projects, aimed at improving and rehabilitating slums and other marginal settlements. Due attention should be paid to the need for integrated development including economic, physical and social aspects and to mobilizing public participation in tackling the problems of environmental degradation.

(e) Selection of knowledge and exchange of information and experience regarding human settlement problems and adequate solutions is of primary importance. UNEP should develop appropriate mechanisms to enable the best possible use to be made of the research undertaken and experience accumulated, especially among developing countries, so that the knowledge already available might be best utilized. To this end, the Executive Director should look into the possibility of assisting in the establishment of networks of centres specializing in human settlements research and related activities.

(f) UNEP should actively participate in the Conference-Exposition on Human Settlements, but also develop action-oriented projects for the development of human settlements without necessarily waiting for the convening of the Conference-Exposition. These latter projects could, however, provide input to the Conference-Exposition.

(g) The Department of Economic and Social Affairs, as well as other appropriate United Nations organizations, should co-operate closely in the above activities.

Human health and well-being

(a) A concerted programme for the eradication of endemic diseases should be developed as soon as possible, paying particular attention to the control of vectors with a water-borne phase and to developing methods of control by other than chemical means.

(b) WHO should be invited to give high priority to its programme for the development of environmental health criteria and standards and together with FAO, to the development of food standards through the Codex Alimentarius Commission.

(c) The Executive Director should pay due attention to the development of indices for monitoring environmental health effects and epidemics.

(d) Urgent steps, which would involve the convening of a group of experts, including experts from governmental and international organizations, should be taken for the establishment of the international register of potentially toxic chemicals.

(e) Urgent steps should be taken, in co-operation with the Food and Agriculture Organization of the United Nations, towards the development of an integrated pest control programme which would include the collection and dissemination among developing countries of existing knowledge concerning the control of pests by non-chemical methods. Programmes undertaken by groups of countries to initiate pilot projects to test new methods and provide training on their application should be encouraged.

Land, water and desertification

(a) First priority should be given to the establishment of integrated research programmes on arid and semi-arid lands. Work in this field should be carried out on a regional basis through studies, meetings and the creation of programme activity centres;

(b) Particular attention should be paid to the Sudano-Sahelian region. In the light of General Assembly resolution 3054 (XXVIII), and because of the urgency of immediate intervention, the Executive Director is requested to treat this region afflicted by drought as a priority area of concentration within UNEP's programme and activities planned for 1974.

(c) Tropical woodland and forest ecosystems should be given due attention and should be considered as resources in an economic and industrial context as well as from the point of view of conservation. Guidelines for their rational management and utilization should be developed.

(d) Efforts should be made to ensure that all available knowledge and data in these areas are fully utilized, in co-operation with relevant FAO and UNESCO/MAB activities relating to arid lands, forests and other ecosystems, and full co-ordination should be ensured in this respect.

(e) Consideration should be given to initiating the preparation of a world map of soil degradation and hazards.

(f) Research on the impact of man and climate on the process of desertification should be encouraged.

(g) In the area of water, UNEP's main concern and activities should be in the field of water quality, its role in the field of water resources being confined mainly to one of active participation in the co-ordination machinery established by the United Nations, including the preparatory work for the United Nations Water Conference to be held in 1977.

(h) UNEP should initiate joint consultations with the relevant organizations of the United Nations system with a view to establishing a homogeneous environmental programme in the field of water quality.

Trade, economics, technology and transfer of technology

(a) There should be a considerable reorganization of the material presented under the headings of trade, economics, technologies, rational use of earth resources, eco-development and alternative strategies for development and environment. To that effect the Executive Director should submit to the Council at its third session a new format for consideration of programme activities in those fields which would be consistent with the context for actions as outlined in chapter II, section 3, paragraph 4 of document UNEP/GC/14/Add.2.

(b) High priority should be given to the relationship between technologies, environment and comprehensive development planning. Action planned in the field of low waste and non-waste technologies as well as in the transfer at the lowest feasible cost of environmentally sound technologies, indigenous technology and

research and development capabilities, was specially singled out. The various implications, particularly the economic, environmental and other costs and benefits to each party, of the transfer of selected highly polluting technologies from one country to another, with particular reference to the transfer of such technologies to developing countries, should be investigated. Developing countries should be assisted to carry out such investigations, in which public as well as private sectors should be consulted.

(c) High priority should be given to the action planned with regard to the socio-economic impact of environmental measures, including the need for increased capital assistance in order to facilitate the introduction of environmentally sound technologies into developing countries and in order to aid in the mobilization of internal resources.

(d) Guidelines should be elaborated for the integration of the environmental dimension in all future development projects, on the basis, inter alia, of the assessment of ongoing or completed projects, with the aim of ensuring that the inclusion of environmental parameters does not adversely affect development priorities.

(e) There is a need to identify industries or industrial processes in which developing countries may have comparative advantage because of environmental considerations. Assistance should be given to developing countries in studies directed to take explicit account of the economic and environmental and other costs and benefits of a particular industrial location, particularly in the case of highly polluting industries.

(f) Besides notifying countries of environmental measures which may affect their trade, the early warning system should enable prior consultations to be conducted between countries introducing environmental measures and countries likely to be affected by them.

(g) UNEP should, where appropriate, make a contribution to questions relating to trade, bearing in mind responsibilities of the United Nations Conference on Trade and Development in this area, and to this end should co-operate, as appropriate, with the Department of Economic and Social Affairs, the United Nations Conference on Trade and Development, the United Nations Industrial Development Organization, the United Nations Development Programme, the International Bank for Reconstruction and Development, the regional development banks and the regional economic commissions.

Oceans

(a) In view of the many activities of numerous other agencies in this field, UNEP should concentrate on the co-ordination of these activities and on the protection of the marine environment.

(b) Priority should be given to regional activities, with the possible establishment of programme activity centres in the Mediterranean. The importance of activities in the Caribbean, the Baltic, the Persian Gulf, the Indonesian and Philippines archipelagoes, and parts of the Atlantic and Pacific oceans was stressed.

(c) UNEP should encourage and support the preparation of regional agreements or conventions on the protection of specific bodies of water from pollution, particularly from land-based sources. High priority should be given to supporting activities to protect living resources and prevent pollution in the Mediterranean.

(d) The survey of living marine resources called for by General Assembly resolution 3133 (XXVIII) should proceed immediately on a co-operative basis with the Food and Agriculture Organization of the United Nations playing a leading part.

(e) UNEP should make a constructive contribution to the third United Nations Conference on the Law of the Sea. The Conference is urged to continue to attach importance to its work relating to the preservation of the marine environment taking into account, in particular, the contents of General Assembly resolution 3133 (XXVIII) on the protection of the marine environment and the positions of Member States as expressed during the debate and on the adoption of that resolution of the General Assembly.

(f) UNEP should promote the study, conservation and wise management of living resources, including whales and other marine mammals. Research should also be encouraged on the effects of climate on the oceans and their resources, on the effects of pollution on living organisms and on ocean dynamics as a factor in pollution transport.

Conservation of nature, wildlife and genetic resources

(a) Particular attention should be given to the protection of endangered species of fauna and flora. In this connexion the Executive Director should take steps to encourage the speeding up of the ratification of the 1973 Convention of International Trade in Endangered Species and to assist in the conservation of migratory species and others not adequately covered by existing conventions.

(b) For the preservation of aquatic and terrestrial ecosystems, biomes and habitats, efforts should be made to expand the network of terrestrial and marine parks, in which studies of the relevant ecosystems should be encouraged. Emphasis should be placed on arid lands, forests, wetlands and marine areas. The Executive Director of UNEP is requested, in co-operation with appropriate international organizations, to promote studies leading to concrete action facilitating the exploration, protection and conservation of nature in the humid equatorial zones.

(c) The preservation of the diversity of genetic resources should be one of UNEP's most important objectives. Specific attention should be given to establishing a genetic resources network and gene banks.

Energy

The results of the sixth special session of the United Nations General Assembly on the problems of raw materials and development should be taken into account in the collection of detailed information on energy sources and requirements, which was begun in response to the mandate given by the first session of the Governing Council, and in the development of programme proposals of UNEP, which should concentrate on the environmental consequences of alternative patterns of energy generation and use, and should be carried on in close co-operation with the United Nations bodies concerned and with the International Atomic Energy Agency.

II. FUNCTIONAL TASKS

Environmental Assessment: Earthwatch

(a) On the subject of the Global Environmental Monitoring System the following decision is proposed:

The Governing Council

1. Expresses its appreciation to the Government of Kenya for serving as host to the Intergovernmental Meeting on Monitoring, held in Nairobi from 11 to 20 February 1974;
2. Authorizes the Executive Director, in continuing consultation with Governments, to continue to design, develop and begin to implement the Global Environmental Monitoring System (GEMS) for monitoring priority pollutants, related environmental factors and other significant environmental aspects, and to that end to take necessary administrative steps, including appointment of appropriate staff, and to call upon the advice of meetings of experts;
3. Advises the Executive Director to investigate the possibility, where appropriate and on the basis of voluntary participation, of implementing GEMS on a regional basis;
4. Instructs the Executive Director to establish contacts as appropriate with Governments wishing to co-operate with UNEP in these activities, and authorizes him to provide assistance to Governments, especially in developing countries, to enable them to participate in these activities;
5. Instructs the Executive Director to study and analyse the report of the Intergovernmental Meeting on Monitoring (UNEP/GC/24), together with the reservations expressed, and in the light of experience gained in the interim to present a progress report to the third session of the Governing Council on the action taken in pursuance of paragraphs 2 to 4 above;
6. Decides to consider at its third session, as a matter of priority, the report of the Intergovernmental Meeting on Monitoring, together with the report of the Executive Director and such additional information and material as he may deem appropriate to bring to the attention of the Council.

(b) On the subject of the International Referral System the following decision is proposed:

The Governing Council

1. Notes with interest the recommendations of the Executive Director concerning the International Referral System for sources of environmental information (IRS);
2. Requests the Executive Director to continue to consult with Governments wishing to participate in IRS;
3. Authorizes the Executive Director to develop, on the basis of continuing

consultation with Governments, the International Referral System for sources of environmental information and to provide the necessary resources and staff at UNEP headquarters for this purpose;

4. Agrees that in the development of IRS particular attention should be paid to the organization of services in ways which are well adapted to the needs of developing countries, and to the need to relate IRS to the over-all requirements, information handling structures and public information techniques of the United Nations Environment Programme as a whole;

5. Notes that many of the background documents pertaining to IRS, including various listings, are in an early stage of development and require further discussions with Member States in all the languages of the United Nations;

6. Instructs the Executive Director to take preparatory action in consultation with Governments to establish a network of national and regional focal points established by Governments wishing to participate in IRS, and authorizes him to provide assistance as appropriate to facilitate the participation of developing countries;

7. Instructs the Executive Director to report, as a matter of priority, to the Governing Council at its third session on the actions he has taken in pursuance of paragraphs 3, 4 and 6 above.

(c) The Executive Director should consider moving forward, in a manner similar to his application of the Global Environmental Monitoring and International Referral Systems, with the other functional aspects of Earthwatch which involve related research and evaluation, so that the interactions among these complementary functions may properly lead to environmental assessments which provide the basis for environmental management activities.

Environmental management

- (i) The concept and methodology for eco-development, viewed as a united comprehensive process encompassing cultural, social, technological, political and environmental dimensions, should be elaborated, inter alia, on the basis of a few pilot projects in different developing countries;
- (ii) A panel of experts, including experts from Governments and international organizations, should be convened in order to assist in the formulation of criteria for the evaluation of development projects and their consequences, taking into account the results of planned pilot actions and post audits;
- (iii) UNEP should co-operate closely with relevant United Nations bodies working in the field of development planning, particularly the Department for Economic and Social Affairs;
- (iv) UNEP should make progress in all components of environmental management.

Supporting measures: information, education, training and technical assistance

- (i) The importance of all activities in this area, which is applicable to all priority areas of the programme, calls for action to regional, national and specialized levels;

- (ii) Emphasis should be given to the preparation of textbooks, designing curricula and teaching aids and to the training of communicators such as journalists and broadcasters;
- (iii) Technical assistance should be directed towards strengthening national and regional capabilities in environmental protection through institution-building and the development of relevant policies;
- (iv) Specific criteria for the provision of technical assistance should be developed;
- (v) An over-all international framework for the implementation of these activities should be developed in order to enable the large number of potential contributors of training and technical assistance activities to optimize their input;
- (vi) There is a need for continued collaboration with United Nations agencies and other bodies in this area. In particular, co-operation with UNESCO should be actively developed in the field of general environmental education.

III. FUTURE DEVELOPMENT OF THE PROGRAMME

- (i) The Executive Director should continue his activities in seeking increasing knowledge and understanding of "outer limits", particularly climatic change and biological tolerances;
- (ii) On the subject of man-induced climatic and weather modifications, the following decision is proposed:

The Governing Council

Decides that the Executive Director should consult with WMO and other scientific and legal experts as necessary on the desirability of developing guidelines or a code of conduct on man-induced weather modifications, including its operational and research aspects. Any joint plan for a future course of action which may be decided might include the convening of an intergovernmental working group of scientific and legal experts to draft the set of guidelines or code of conduct with adequate background documentation for such a group being provided by the UNEP secretariat.

- (iii) On the subject of natural disasters, the following decision is proposed:

The Governing Council,

Bearing in mind the large impact of natural disasters on the social and economic development of many countries,

Realizing the implications they have for the planning, building and management of human settlements,

Noting that natural disasters also have implications for activities contemplated by the United Nations Environment Programme,

1. Decides to include the topic of early warning and preparedness planning for natural disasters among the priority areas for action by the United Nations Environment Programme;

2. Requests the Executive Director to prepare in co-operation with the office of the United Nations Disaster Relief Co-ordinator, the United Nations Educational, Scientific and Cultural Organization and the World Meteorological Organization an action programme for consideration by the Governing Council at its third session.

- (iv) Consultations on particular environmental problems of specific industries should continue, and it must be kept in mind that there is a need to take into account the views of employees and trade unions, and of state-owned as well as private industries, and also the work being done in this field by the Department of Economic and Social Affairs and the Organization for Economic Co-operation and Development. Contacts with Governments should be maintained at all stages of these consultations.
- (v) The concept of eco-development (on which immediate action is proposed in the section on environmental management above) should be further elaborated, methodologies worked out for testing the concept in developing regions, and the subject area elaborated as a basis for a supporting service linked to environmental assessment and management.
- (vi) On the subject of the development of international law of the environment, the following decision is proposed:

The Governing Council,

Noting the proposals of the Executive Director for the future development of the programme, item E under the title "Development of the international law of the environment", contained in the report of the Executive Director (UNEP/GC/14/Add.2),

Considering that, in the development of international environmental law, there will be a need for consultation with experts in many specialized fields of law, as well as experts in the various fields of environmental knowledge,

Directs the Executive Director to have regard to the following considerations:

- (a) The solutions to many environmental problems are dependent on adequate law relating to the environment, taking into due account regional requirements and approaches;
- (b) The development of international environmental law requires the collaboration of national Governments and intergovernmental bodies;
- (c) UNEP has no formal mandate in this connexion. However, it can facilitate this development by initiating appropriate consultations between experts;
- (d) In initiating such consultations there is a need to inform all Governments, as well as intergovernmental bodies concerned with the environment, in order that the viewpoint of all interested Governments and the widest range of expertise possible may be brought to bear on this problem.

B

The Governing Council

1. Invites Governments and the organizations of the United Nations system to adopt the measures that may be required to undertake the programme. In particular it invites the governing bodies of the organizations of the United Nations system to include within their normal budget totals the necessary budgetary allocations and to request the executive heads to take the actions necessary in order to carry out their appropriate portions of the work of the environment programme;
2. Invites the regional economic commissions, in co-operation with other appropriate regional bodies, to continue intensifying their efforts directed towards contributing to the implementation of this programme;
3. Welcomes the offers of co-operation received from other intergovernmental and those non-governmental organizations that have an interest in the field of the environment, and the steps they have already taken in this direction, and invites them to lend their full support to the implementation of this programme;
4. Requests the Executive Director to address on its behalf to Governments, the organizations of the United Nations system, including the regional economic commissions, and to the intergovernmental and non-governmental organizations to which reference is made above, recommendations regarding the particular activities contained in the programme adopted by the Governing Council, which they should be invited to undertake in support of that programme.

C

The Governing Council

1. Decides to give discretion to the Executive Director in the implementation of the programme in the next year, bearing in mind the over-all programme priorities of UNEP, to select areas of concentration within the priority subject areas and functional tasks listed in the above decisions;
2. Suggests that, in exercising this discretion, the Executive Director should pay particular attention to the following areas, which are not listed in strict order of priority:
 - Development of environmentally sound technology related to human settlements, low-cost building techniques, water and waste treatment;
 - Technological and social solutions to human settlement problems especially in transitional settlements, pilot projects, eco-development;
 - Rural development - with special attention to rural-to-urban migration;
 - Register of potentially toxic chemicals;
 - Integrated pest control - pilot projects;
 - Management of arid and semi-arid lands and tropical forest ecosystems - problems of desertification;
 - Protection of the marine environment - regional activities;

- Protection of endangered species - expansion of national parks systems;
- Conservation of genetic resources;
- Eco-development;

and to the following functional tasks:

- Global Environmental Monitoring System;
- International Referral System;
- Development of environmental management and assessment capabilities;
- Education, information, training and technical assistance.

REVIEW OF THE ENVIRONMENTAL SITUATION AND OF ACTIVITIES RELATING TO THE ENVIRONMENT PROGRAMME

129. In introducing a note on the review of the environmental situation and of activities relating to the environment programme (UNEP/GC/14/Add.1), the Deputy Executive Director elaborated on the concepts on which the document was based and invited the Governing Council to consider the proposed framework for the report and the steps proposed for future action in regard to the presentation of a more advanced phase at the third session of the Governing Council. He invited attention to the fact that the annex to the document had been produced purely as a sample to illustrate some of the ideas contained in the text of the report and did not necessarily represent the views of the Executive Director; accordingly, the information contained therein was not intended for discussion in the Sessional Committee. The document itself included a draft decision which contained, inter alia, various alternative forms of presentation on which the advice of the Governing Council had been requested.

130. The delegations intervening on this item all expressed their appreciation of the document. The concepts underlying the review were generally welcomed, and one delegation particularly expressed its approval of the diagram illustrating the conceptual basis which appeared on page 5. It was considered that the presentation of appropriate information on environmental activities in the form of the review was an essential component of the programmatic process. One delegation remarked that General Assembly resolution 2997 (XXVII) in its sections I and II required in effect the constitution of a total management system for the human environment, and it was generally felt that the review was a necessary step, and would constitute a management information system for those concerned with the problems of the environment, including Governments, the members of the international system and UNEP itself.

131. The Sessional Committee noted the intention on the part of members of the United Nations system to co-operate by presenting the Executive Director with the requisite data in a systematic way, and in this connexion noted the reference to this matter in the report of the Environment Co-ordination Board on its second session. It was generally felt that the Executive Director should have all the assistance he required in this regard, and various representatives expressed themselves in favour of the Governing Council or the General Assembly, should this prove necessary, inviting the attention of the international organizations to the desirability of providing suitable data. The creation of an interagency task force

to devise a suitable system which would make data available was broadly supported, and it was suggested that such a task force could be expanded to include experts from Governments. The importance of the submission of data by Governments was stressed, and the view was expressed that this should not necessarily be on an annual basis.

132. It was felt that some consideration should be given to the periodicity of the review, and one delegation felt that the cycle of preparation of the various elements in the document might differ, as these involved different levels of complexity. The Deputy Executive Director remarked that it was expected to take at least four to five years to prepare a complete review, which could subsequently be updated by annual addenda or revised as necessary.

133. Many delegations emphasized that the first part, the "Review of the State of the Environment", needed to be comprehensive, concentrating on both existing and imminent problems and calling attention to any emerging future problems. The importance of this was stressed, despite the realization that the preparation of the comprehensive review would be a far from easy task involving a heavy commitment of resources. The desirability of regional reviews within the global review was mentioned. It was suggested that problems of environmental degradation due to inadequate development should also be covered, and the separation of this assessment of the environmental situation from the review of current activities was supported. The development of selective environmental indicators showing the situation in different parts of the world, with the maxima and minima of the associated norms reflecting the outer limits, was supported, and inclusion of data on the movement of those indicators was considered desirable.

134. As regards part two of the general introduction, it was considered that there were advantages attached to the presentation of data in the various ways suggested in the report and that some degree of redundancy in presentation was desirable. An attempt should be made to present data in a form sufficiently graphic to have immediate impact.

135. The presentation in a somewhat condensed form of the reviews by programme activity was supported, as was their structuring by both functional tasks and sectoral subject components; in general, the form of presentation was considered to constitute a very good first step, and it was emphasized that as regards the presentation the Executive Director should proceed in a pragmatic and dynamic way, taking account of the views expressed at the Governing Council to develop a more advanced version of the report for consideration at its next session.

136. In general, it was realized that the shortage of time available for discussions in the Sessional Committee did not enable representatives to make detailed suggestions, but it was agreed that these should be sent to the Executive Director before 10 May 1974.

137. The Sessional Committee recommended that the Governing Council adopt the following draft decision:

Draft decision on the review of the environmental situation and of activities relating to the environment programme

The Governing Council,

Having considered the proposals made by the Executive Director in his note (UNEP/GC/14/Add.1 and Corr.1),

1. Notes the framework proposed by the Executive Director for the review of the environmental situation and of activities relating to the environment programme;

2. Requests the Executive Director:

(a) To take the necessary steps to establish, in close collaboration with other Members of the United Nations system and in consultation with Governments, an interagency task force which would devise a methodical way of providing data concerning system-wide activities relating to the environment for the purpose of the recurrent review;

(b) To formulate guidelines for the content of national reports on current environmental activities;

3. Requests the Executive Director to ensure that a more advanced phase of the review is presented to the Governing Council at its third session, covering in full at least one of the priority areas defined by the Council at its first session;

4. Invites Governments, in accordance with General Assembly resolution 2997 (XXVII), Members of the United Nations system, intergovernmental organizations and international non-governmental organizations, to co-operate fully with the Executive Director in the preparation of the review by supplying the necessary data requested by him; and to this end,

5. Requests the Members of the United Nations family and other international organizations to communicate to UNEP, through appropriate procedures, the relevant information - including the total of specific financial allocations - on their activities in all areas which may concern the United Nations Environment Programme, as well as all the data which would permit UNEP to fulfil its responsibilities to the full;

6. Recommends that the Governments represented in the specialized agencies and international organizations of the United Nations system should take the steps necessary for all this information to reach UNEP within suitable time-limits;

7. Further requests the Executive Director to report to the Governing Council at its next session regarding the response to these recommendations.

OTHER BUSINESS

138. Under this item of the agenda, the representatives of Peru and Chile proposed a draft decision for approval by the Sessional Committee and subsequent adoption by the Governing Council. In introducing the draft decision, the representative of Peru said he wished to make clear the position of his own and the Chilean delegations. Although many references had been made during the debates of the Sessional Committee to the role of the United Nations Scientific Committee on the Effects of Atomic Radiation and IAEA as being responsible for action in certain areas relating to nuclear materials and radiation, no specific mention had been

made of radioactive materials produced as a result of nuclear weapons tests, which constituted some of the most serious environmental hazards to human health. Resolution 3 (I) adopted by the United Nations Conference on the Human Environment, b/ condemned nuclear tests, especially those conducted in the atmosphere, and appealed to Governments intending to continue such tests to refrain from doing so, in view of the threats they posed to mankind. The matter was not yet taken seriously by all States, and the world remained at the mercy of States which failed to take into account both the appeals of the international community and the danger such tests constituted, not only to their own peoples but to those of other States which did not seek to increase their power at the expense of endangering the world. Peru and Chile were situated in the region which suffered from the effects of atmospheric nuclear testing in the Pacific; their Governments strongly condemned the continuation of such tests, with their dangerous consequences to the peoples of that part of the world, and appealed to the international community not to overlook the problem. Their purpose in submitting the draft decision was simply to draw attention yet again to a situation of which all delegations were aware. UNEP had been established to deal with problems of the environment and the health of peoples, and both the time and the place seemed appropriate for renewed attention to the problem of nuclear tests and for a reiteration of the appeal contained in resolution 3 (I) of the Stockholm Conference. The delegations of Peru and Chile were prepared to consider amendments to their draft decision; their intention in submitting it was simply to raise a problem relating to the environment and to attempt to ascertain what priority action UNEP might take in relation to it. It was regrettable that to date no way had been found, despite their frequent condemnation, of putting an end to nuclear tests, and UNEP could play an active role in that connexion.

139. The representative of France pointed out that every possible precaution had been taken in the conduct of the French nuclear tests in the Pacific, 6,600 kilometres from the South American coast, and that neither the United Nations Scientific Committee nor the International Commission on Radiological Protection had detected any harmful effects resulting from them. The United Nations Committee had moreover indicated in its reports submitted in 1969 and 1972 that radioactive contamination resulting from atmospheric nuclear tests was slight, and did not significantly alter the situation resulting from previous tests. That view was confirmed by the Chairman of the Australian Atomic Weapons Tests Committee and a member of the Australian National Radiation Advisory Committee, Sir Ernest Titterton, who had, in addition, stated that the fall-out from all nuclear weapons tests was slight in comparison with radiation from known natural and artificial sources combined. During a flight from Oceania to Paris, cosmic rays would produce a radiation dose equal to 50 times the annual dose resulting from the French tests, which was, in fact, according to a New Zealand authority, only one sixth of that sustained by the wearer of a luminous watch. The representative of Peru should be aware of those and similar facts, since Peru had participated in the work of the Andean Commission in June 1972, and had signed the summary of its conclusions, according to which the French nuclear tests had no harmful effects. The representative of France added that there appeared to be a general lack of reliable information among the populace of some countries, lending to irrational fears of disaster which it was the duty of Governments to dispel. The matter was all the more serious in that the energy crisis would make

b/ United Nations publication, Sales No.: E.73.II.A.14, p. 32.

it necessary for developing countries to resort increasingly to nuclear energy in order to ensure an adequate standard of living for their peoples. In that respect, too, unjustified alarmism should be avoided, and the public must be made aware of the true situation through a process of education and information. Governments should follow such a course of action rather than put forward for discussion at an international level matters which were the concern of internal politics.

140. The representative of China also made a statement which he requested should be reproduced in the report. The text of the statement is as follows:

"The draft decision submitted for consideration by the Committee says that 'the testing of nuclear weapons represents one of the greatest threats to man and his environment'. In our view, this is entirely wrong. We hold that the greatest threat now facing mankind and the human environment comes from the policies of aggression and war practised by the super-Powers. Contending for hegemony, they are frantically developing nuclear weapons and are engaged in a nuclear arms race. They not only manufacture and stockpile large quantities of nuclear weapons in their own countries, but have also established nuclear bases on the territories of other countries, posing an extremely grave threat to the security of the people of various countries and to the human environment. In order to safeguard international peace and the security of mankind and preserve the human environment, it is imperative to wage a resolute struggle against the nuclear monopoly, nuclear threat and nuclear blackmail of the super-Powers.

"China is compelled to conduct nuclear tests under the nuclear threat of the super-Powers. We develop nuclear weapons solely for the purpose of self-defence and of breaking their nuclear monopoly, removing their threat and blackmail and eventually eliminating nuclear weapons and nuclear war. China's nuclear tests have been conducted in the interior part of her territory, and the number of tests is limited. All appropriate measures are taken to avoid the possibility of polluting the environment.

"The Chinese Government consistently stands for the complete prohibition and thorough destruction of all nuclear weapons, and has stated on many occasions that at no time and under no circumstances will China be the first to use nuclear weapons. China is ready to stop all her nuclear tests at any time. However, she will do so only when the super-Powers and all other nuclear countries completely prohibit and thoroughly destroy all their nuclear weapons, and not before.

"To condemn and oppose indiscriminately all nuclear tests will only hinder the development of nuclear self-defence capabilities of those countries with no or few nuclear weapons, and cannot in the least weaken or break the nuclear hegemony of the super-Powers.

"Consistent with the principled stand of the Chinese Government, the Chinese delegation cannot agree to the draft decision."

141. The draft decision gave rise to considerable discussion, in the course of which the representative of Italy proposed a text as the basis for a compromise decision by the Committee; after further discussion, an ad hoc group was formed to consider the matter. The ad hoc group failed to arrive at an agreed conclusion,

and the debate on the Peruvian and Chilean draft, which was further amended by its sponsors, was closed upon a proposal by the representative of Canada. After a procedural discussion, the Peruvian and Chilean proposal was put to a roll-call vote. The voting was as follows:

In favour: Argentina, Australia, Austria, Canada, Chile, Iceland, Indonesia, Iran, Japan, Jordan, Kenya, Madagascar, Netherlands, Peru, Sweden, United Republic of Tanzania, Yugoslavia.

Against: China, France, Gabon.

Abstentions: Central African Republic, German Democratic Republic, Germany (Federal Republic of), Iraq, Italy, Ivory Coast, Lebanon, Pakistan, Poland, Romania, Senegal, Spain, Tunisia, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

142. The proposal was adopted by the Sessional Committee by 17 votes to 3, with 16 abstentions, and is included hereunder as a draft decision for adoption by the Governing Council. The representative of Italy, supported by some other representatives, requested that his compromise proposal be considered as a formal proposal by the Committee and put to the vote. Certain other representatives indicated that since the text of this proposal had not been translated and made available on the preceding day, in accordance with the rules of procedure, they would oppose the proposal being put to a vote. The Chairman requested the Committee to consider whether, notwithstanding the general requirement in the rules of procedure that proposals for consideration should be circulated and made available on the day preceding consideration, the Committee wished to proceed to vote on the Italian proposal. The ensuing procedural debate did not result in such a recommendation from the Committee to the Chairman and in the course of this debate the quorum was questioned. It was found that there was no quorum present and the Committee was adjourned.

143. The following decision is proposed for adoption by the Governing Council:

The Governing Council,

Recalling resolution 3 (I) of the United Nations Conference on the Human Environment,

Considering the need to accomplish the objectives and principles of the Action Plan for the Environment and to preserve the health of populations,

Aware that the testing of nuclear weapons represents one of the greatest threats to man and his environment,

1. Reiterates the necessity for the observance and execution of resolution 3 (I) of the United Nations Conference on the Human Environment;

2. Decides that the United Nations Environment Programme, in co-operation with the United Nations Scientific Committee on the Effects of Atomic Radiation and other relevant bodies of the United Nations system, should assign high priority in its Global Environmental Monitoring System to the monitoring of radionuclides resulting from nuclear tests and report regularly on this matter to the Governing Council.

ANNEX IV

Report of Sessional Committee II

A. INTRODUCTION

1. The Governing Council of the United Nations Environment Programme established Sessional Committee II at its 18th meeting, on 11 March 1974. The Committee had the following objectives:

"To consider and report on agenda items 9 and 10, namely:

Item 9: Matters arising from the General Procedures governing the operation of the Fund of the United Nations Environment Programme.

Item 10: Financial and budgetary matters:

- (a) Report on the implementation of the Fund Programme in 1973;
- (b) Review and approval of the Fund Programme for 1974 and 1975;
- (c) Review of the Secretary-General's proposals regarding UNEP in the regular budget of the United Nations."

2. The Governing Council designated Mr. Reyes (Philippines), one of its Vice-Presidents, as Chairman of Sessional Committee II.

3. At its first meeting, the Committee elected Mr. José Antonio Gallego Gredilla (Spain) as its Rapporteur and Vice-Chairman.

4. The Committee held seven meetings on 13, 15, 18, 20 and 21 March 1974, in which all interested delegations could participate. The present report is a summary of the Committee's deliberations and contains the recommendations which it addressed to the Governing Council.

B. MATTERS ARISING FROM THE GENERAL PROCEDURES GOVERNING THE OPERATIONS OF THE FUND OF THE UNITED NATIONS ENVIRONMENT PROGRAMME

(agenda item 9)

Documents

5. The Committee had before it the General Procedures governing the operations of the Fund of UNEP adopted at the 16th meeting of the Governing Council, on 22 June 1973, as well as a note on subsidiary procedures regarding the Fund Programme Reserve (UNEP/GC/4/Add.1) and a note by the Executive Director relating to the conditions for the estimation of future resources and their apportionment (UNEP/GC/16).

General debate

6. At the first meeting, Mr. Vicente Sanchez, Acting Director of the Fund, presented a general explanation of the activities of the Fund since the first session and of the documents before the Committee. First he referred to the functions which the Fund had exercised, indicating its role as: the Programme's executing arm in financing projects needed for its implementation; co-ordinator of functions within and outside the United Nations family; and catalyst of activities.
7. In carrying out its functions, the Fund had financed 114 projects, responding in the main to requests from United Nations agencies. Most of the projects had to be regarded as pilot projects and were of short duration. He stressed the fact that the Fund was becoming increasingly operational and that the financing of projects was progressively expanding. Thus, projects for some \$3 million had been approved following the first session, in June 1973, while for the first two months of 1974 the amount was about \$2 million. He suggested to the Committee that in the future the projects should be of longer duration and of greater financial implications.
8. Lastly, he referred to the Executive Director's proposal (UNEP/GC/11, annotation to agenda item (9), subparagraph (iii)), that the consideration of general guidelines for the execution of projects, called for by article VIII, paragraph 4, of the General Procedures, should be taken up at the third session of the Council so as to allow time for more experience in that field.
9. In the course of the general debate, the delegations were in agreement that a medium-term, rolling plan should be prepared. While some representatives favoured a three-year term, most of them supported a period of four years, in view of the fact that it corresponded to both the cycle of the United Nations regular budget and the planning of various United Nations agencies.
10. Two representatives wished to know the manner in which contributions in kind or in non-convertible currencies were included in the Fund's resources. The Acting Director of the Fund stated that under the financial rules of the Fund (A/C.5/1505/Rev.1, article III, rule 203.4) the Executive Director could accept pledges in non-convertible currencies and that these would form an integral part of the resources of the Fund. The Executive Director would hold negotiations with the countries concerned with regard to such contributions and to contributions in kind since they could be used for various purposes, such as execution of research projects, convening of seminars, fellowships for training staff. However, the value of such contributions in kind would not be shown as part of the resources available to the Fund, although it would be reported to the Governing Council.
11. A number of representatives requested explanations concerning the proposed Revolving Fund (Information). Others expressed various doubts with regard to proposals relating to discretionary authority for the Executive Director and considered, in any case, that the amount of \$500,000 proposed for allocation from the Fund Programme Reserve was excessive.
12. Informal consultations, presided over by the Rapporteur, were held to deal with the above agenda items. They resulted in various draft decisions which were submitted to the Committee for consideration.
13. With regard to conditions for the estimation of future resources and their apportionment (UNEP/GC/16, para. 19), some representatives stated that the

provisions relating to estimates of future resources did not imply an undertaking of any kind on the part of countries and did not prejudice constitutional processes with respect to future contributions. With these statements, the Committee agreed to submit the following draft decision to the Governing Council for final adoption.

Conditions for the estimation of future resources and
their apportionment

The Governing Council of the United Nations Environment Programme decides that:

(a) The duration of the medium-term plan to which reference is made in article VI, paragraph 2, of the General Procedures should be four years;

(b) Without prejudging the constitutional processes of the countries concerned, estimates of future resources should take into account:

- (i) Resources earned before the planning period which have not been committed or are otherwise available;
- (ii) Contributions formally pledged or paid by Governments for the period of the mid-term plan or a part thereof;
- (iii) Firm indications communicated formally by Governments of their intention to make a contribution for the period of the mid-term plan or a part thereof;
- (iv) In respect of contributions pledged or paid by Governments for only part of the period of the mid-term plan, a projection for planning purposes of such contributions for the balance of the four-year period at the same level, or at an appropriate level determined after consultations with the Governments concerned;
- (v) Contributions formally pledged or paid by supporting organizations and non-governmental sources;

(c) Within the framework of the medium-term plan, projects may be approved on the basis of estimates of resources available for Fund Programme activities, for the first biennial cycle to the level of estimated resources, and for the second biennial cycle to amounts that will be determined for each of its two years by the Governing Council;

(d) The forward commitments for the third and fourth years in respect of projects contained in the medium-term plan need not be governed by the apportionment of resources approved for the first and the second year of the plan;

(e) Should it become necessary, the Governing Council may grant special authority to the Executive Director to enter into specific forward commitments beyond the authority approved in the medium-term plan;

(f) Within the framework of the medium-term plan, the apportionment of future resources available for Fund Programme activities will be made by the Governing Council at the session preceding the start of the biennial cycle in the light of the proposals for Fund Programme activities submitted by the Executive Director;

(g) At its sessions held during even years, the Governing Council will review the progress of the plan and take appropriate decisions which may be required by significant changes in programme priorities or in the availability of resources;

(h) The first medium-term plan will cover the years 1976-1979; in the interim, the Executive Director is authorized to enter into forward commitments of up to 100 per cent of the amount approved for Fund Programme activities in 1975 and of up to \$7 million for the year 1976 and \$4 million for the year 1977;

(i) The Executive Director shall present to the Governing Council at its third session suggestions for amendments to the General Procedures governing the operations of the Fund of UNEP necessitated by the adoption of this decision.

14. Informal consultations were also held on the question of the subsidiary procedures regarding the Fund Programme Reserve (UNEP/GC/4/Add.1, annex I). After a statement by the Acting Director of the Fund concerning the purposes of the Revolving Fund in question, there was a broad exchange of views and the following draft decision was approved for submission to the Governing Council:

Draft decision concerning the establishment of a
Revolving Fund (Information)

The Governing Council of the United Nations Environment Programme

Decides:

(a) To establish a Revolving Fund (Information) to finance the production of information materials in support of national programmes of public information and education in the environment field;

(b) That the Revolving Fund (Information) shall be constituted at a level of \$100,000 and authorizes the Executive Director to allocate this amount to the Revolving Fund (Information) from the Fund Programme Reserve for 1974;

(c) That the income from the sale or rental of information materials, the production of which was financed from the Revolving Fund (Information), shall be credited to the Revolving Fund (Information);

(d) That the income to the Revolving Fund (Information) during any financial period, when in excess of the expenditures debited to or the commitments incurred by the Revolving Fund (Information) during the period, shall be credited to the Fund Programme Reserve;

(e) To request the Executive Director to inform the Governing Council at each session of the transactions financed from the Revolving Fund (Information) and to present a balance-sheet at the end of each financial year;

(f) That upon the receipt of that information the Governing Council shall decide on any change in the level of the Revolving Fund (Information);

(g) That the Executive Director shall provide and enforce rules governing the use of the Revolving Fund (Information) and shall report such rules to the Governing Council.

15. As to the question of the general guidelines for the execution of projects, the Committee agreed that the Executive Director's proposal for dealing with them at the Council's third session should be acceded to.

16. With respect to the discretionary authority for the Executive Director proposed in annex II of document UNEP/GC/4/Add.1, the Governing Council, at its first session, c/ had defined the "Fund Programme Reserve" as the reserve established each year at a level sufficient to meet unforeseen needs, to finance unanticipated projects or phases of projects, and to meet such other purposes as may be determined by the Governing Council. After discussion, the Committee agreed that such other purposes may, if necessary and urgent, include the following:

(a) Ad hoc assignment of high-level experts, or members of the secretariat, whose services may be requested at relatively short notice to advise on specific questions in the field of the environment;

(b) Ad hoc assignment of high-level experts, or members of the secretariat, whose services may be requested on an urgent basis, to advise in the case of situations of an urgent nature giving rise to serious concern for the environment. The Executive Director may also be requested in connexion with such assistance to exercise his good offices in a clearing-house capacity;

(c) Occasional assistance, if the Executive Director deems it essential, to strengthen the capability of non-governmental institutions to support, or contribute to, the implementation of environmental programmes relevant to the objectives of UNEP.

17. It was further agreed that the Executive Director had discretionary authority to carry out these activities and that he should report annually to the Governing Council.

C. FINANCIAL AND BUDGETARY MATTERS

(agenda item 10)

Documents

18. The Committee had before it the following documents: UNEP/GC/23 and Corr.1, UNEP/GC/23/Add.1 and Add.2, GC(II)/SC.2/CRP.1 and 5, UNEP/GC/17/Rev.1 and Corr.1, UNEP/GC/17/Add.1 and Add.2, UNEP/GC/L.17 and GC(II)/SC.2/CRP.2. On the basis of the discussion, the Executive Director submitted a further document, GC(II)SC.2/CRP.10.

REPORT ON THE IMPLEMENTATION OF THE FUND PROGRAMME IN 1973

(item 10 (a))

19. During the debate, some representatives made various comments about the unaudited nature of the accounts presented to the Council. It was the general

c/ Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 25 (A/9025), annex I, decision 2 (I), article I (n).

feeling of the Committee that audited accounts for 1973 should have been submitted to the Council at the present session. The Acting Director of the Fund stated that that had not been possible since financial rules 213.3 and 214.1 required that the accounts be submitted to the United Nations Board of Auditors and to the Advisory Committee on Administrative and Budgetary Questions, and the former had as yet not audited the accounts. The Committee requested the Executive Director to consult with the Secretary-General and the Board of Auditors with a view to ensuring that audited accounts of the previous year would be available to the Council at each session.

20. Some representatives called for more equitable geographical distribution in the approval of projects. It was suggested that UNEP, when scrutinizing projects submitted for assistance, should keep in view this element of geographical distribution and that the co-operating agencies should also keep this important criterion in mind when submitting project proposals for assistance to UNEP. It was pointed out by another representative that looking to the preponderance of global projects financed so far there should be a more equitable distribution from now on between global and regional projects. It was also pointed out that, while some global projects contained a regional element, criteria for distinguishing purely global projects from regional ones should be developed. One representative stated that various projects defined as global in the report on the implementation of the Fund Programme in 1973 (UNEP/GC/23) were in fact regional; he thought it was desirable to define global projects more precisely and that in future preference should be given to such projects.

21. It was suggested that the balance of Fund financing between different organizations within the United Nations system referred to in paragraph 10 of the report was not an objective in itself, but that the distribution of funds should be a result of the thrust of the Programme.

22. In reply to a question, the Acting Director of the Fund stated that the fact that pledges for 1973 had not been paid until the end of that year or the early part of 1974 did not appear to be a structural problem but one of a temporary nature.

23. One representative asked for clarification of the difference between the percentages of projects approved for supporting organizations and for co-operating agencies. The Acting Director of the Fund explained that the situation was due to the fact that the co-operating agencies had not made provision for sufficient funds in their respective budgets at the time the Fund began its operations, and also that the supporting organizations had more flexibility in that respect.

24. A number of representatives requested that Fund Programme Activities should be directed more to specific action programmes than to seminars or symposia of a theoretical and general nature. It was agreed that in the report on Fund Programme Activities, to be presented to the Governing Council at its third session, the contributions to projects from outside the Fund should be clearly identified, as well as, to the extent possible, the physical and financial status of completed projects.

25. With regard to the question of the evaluation of projects, the Acting Director of the Fund stated that the development jointly with the Programme Bureau of an evaluation system was nearing completion and that the Governing Council would be informed about the system at its third session.

26. In concluding its debate on this item, the Committee approved the following draft decision: "The Governing Council takes note with appreciation of the report on the implementation of the Fund Programme in 1973."

REVIEW AND APPROVAL OF THE FUND PROGRAMME FOR 1974 AND 1975

(item 10 (b))

27. In introducing this item, the Acting Director of the Fund recalled that the Governing Council had decided at its first session to separate UNEP's budget for programme support costs from its budget for administrative costs. This distinction did not appear to have been taken sufficiently into account by the Advisory Committee on Administrative and Budgetary Questions (ACABQ) in its report on the Executive Director's budget request for the years 1974 and 1975. He also pointed out that it did not seem appropriate to relate the growth in staff financed from the Programme Support Costs to the growth of the Fund Programme activities, which represented only one of UNEP's functions.

28. The new budget for 1974 reflected the fact that the realities of installing the secretariat in Nairobi had exceeded the initial estimates, based on insufficient information, which had been made prior to the first session. The experience gained after having been in Nairobi for six months and the expansion and greater knowledge associated with the launching of projects made necessary the increase in the request for staff. Furthermore, while the Executive Director understood the cautious attitude in the recommendations of ACABQ with regard to the resources that would be available, his proposal was based on the pledges formally announced each year by donor countries. After careful and comprehensive study and analysis, it had been concluded that the objectives of the Programme could not be effectively attained without the requested expansion of UNEP's infrastructure.

29. In the general debate that followed the statement of the Acting Director, it was generally recognized that the programme support costs category could not be regarded as an overhead element but that it represented costs necessary for the execution of the Programme and linked to the Programme. As such, its growth would necessarily be different from that of the administrative costs. It was suggested that it might be advisable to change the title of that category of costs to avoid confusion with UNDP practice which used that title in a different sense.

30. One representative considered the Executive Director's proposal high and pointed to the large number of high-level posts in relation to the total staff of UNEP. The Acting Director of the Fund drew attention to the gradual reduction of that proportion in future years envisaged in the Executive Director's proposal. Other representatives stressed the need for quality rather than quantity in the secretariat.

31. Some representatives congratulated the Fund Department on the presentation of and noticeable improvement in its documentation, while requesting a fuller explanatory part in future documents. More information was also requested on the structure of UNEP's secretariat, its posts and the functions of its different units.

32. Various delegations recommended caution and asked the Executive Director to limit as much as possible the increase in secretariat posts. Some delegations requested explanations concerning the secretariat's rationale in the designation of

the various categories of posts, since for some of them, such as the post proposed for Geneva, there seemed to be no job specifications. It was pointed out that part of the main staff costs of the secretariat had to be financed from the regular budget of the United Nations. A number of statements stressed the problems resulting from the dual financing of UNEP's staff out of the regular budget of the United Nations and out of the budget of the Fund. The Executive Director was requested to consult with the Secretary-General to establish a logical system for the allocation of expenses between the two budgets.

33. It was recommended that, in developing its own management information system, UNEP should not act independently of the United Nations system. One delegation requested that at the next session of the Governing Council the secretariat should provide more information concerning not only its permanent staff but also and especially the additional staff financed by the Fund for the execution of projects.

34. Various questions were raised with regard to the Fund Programme Reserve and the Financial Reserve. In general it was felt that the level of the former was too high and the levels of both the Fund Programme Reserve and the Financial Reserve should be reviewed by the Governing Council at its third session.

35. With regard to the financing of a pre-feasibility study concerning the construction of UNEP headquarters in Nairobi (UNEP/GC/17/Add.2), the Committee heard a statement by the Executive Director explaining the matter in detail. In reply to various questions he stressed the need for an early decision, and he thanked the Government of Kenya for the facilities it provided.

36. He pointed out that it would be financially advantageous for UNEP to build its own headquarters rather than pay rent at commercial rates. Furthermore, the building should faithfully reflect the environmental objectives of the Programme and be a model of its kind. Since the experts on the permanent staff of UNEP did not have specialized training in that field, it was recommended that the pre-feasibility study should be made by outside experts. On the basis of that study, the UNEP Governing Council and the General Assembly could take a knowledgeable and informed decision on the matter.

37. The representative of Kenya reiterated the offer made by his Government at the twenty-eighth session of the General Assembly of land free of charge for the construction of UNEP's headquarters.

38. After informal consultations among the delegations presided over by the Rapporteur, two draft decisions were submitted to the Committee.

39. With regard to approval of the Fund Programme, the following draft decision was approved by the Committee:

The Governing Council of the United Nations Environment Programme,

Having reviewed the proposals of the Executive Director concerning the Fund Programme for 1974 and 1975, as outlined in the notes by the Executive Director (UNEP/GC/17/Rev.1, UNEP/GC/17/Rev.1/Corr.1),

(a) Decides that the financial reserve shall be constituted by deducting 7.5 per cent from voluntary contributions paid, up to \$1,650,000 and that the level of the financial reserve will be reviewed by the Governing Council at its third session;

(b) Authorizes the allocation of \$18,000,000 in 1974 and \$20,000,000 in 1975 for Fund Programme activities;

(c) Authorizes the allocation of \$1,600,000 in 1974 and provisionally authorizes the allocation of \$900,000 in 1975 for Fund Programme Reserve activities, subject to review of the level of the Fund Programme Reserve by the Governing Council at its third session;

(d) Authorizes the allocation of \$1,715,000 in 1974 and \$2,091,000 in 1975 for Programme support costs;

(e) Authorizes the allocation of \$1,186,000 in 1974 and \$1,434,000 in 1975 for the administrative costs of the Fund;

(f) Notes the Executive Director's declared intent to endeavour to effect savings in dollars and staff costs on the Programme support costs and the administrative costs of the Fund to the extent feasible, bearing in mind the need for effective implementation of the Programme as well as the concern for savings expressed by the Advisory Committee on Administrative and Budgetary Questions;

(g) Notes the Executive Director's declared intent to consult with the Secretary-General to establish the rationale for the allocation of expenses between the United Nations regular budget and the Fund of UNEP and to report to the Governing Council at its third session.

40. With respect to the pre-feasibility study, the draft decision was as follows:

The Governing Council of the United Nations Environment Programme,

Takes note of the Executive Director's wish to embark on a pre-feasibility study on the environmental aspects of the construction of permanent headquarters for UNEP at Nairobi;

Requests the Executive Director to prepare a report, in consultation with the Secretary-General, for presentation to the Governing Council at its third session;

Authorizes the Executive Director to seek the assistance of outside experts, if required;

Further authorizes the Executive Director to draw on the Fund Programme Reserve for this purpose an amount in the order of \$50,000 and up to a limit of \$100,000.

41. The foregoing draft decision was accepted on the understanding that it provided for an indicative figure of \$50,000 and a maximum figure of \$100,000.

42. With respect to the note by the Executive Director (UNEP/GC/17/Add.1) concerning the apportionment of Fund Programme resources, the Committee heard a statement by the Chairman of Sessional Committee I regarding the results of the deliberations of that Committee, in which reference had been made to the note.

43. In his statement, the Chairman of Sessional Committee I indicated that that Committee considered the proposals by the Executive Director contained in

document UNEP/GC/14/Add.2 to be well balanced. He said that although minor changes had been made, they were superficial and in no way affected the substance of the document. Consequently, in his opinion, there was nothing in the deliberations of Sessional Committee I to suggest that the figures of document UNEP/GC/17/Add.1 should be modified.

44. On the basis of the statement of the Chairman of Sessional Committee I, the Committee approved the proposal contained in paragraph 29 of document UNEP/GC/17/Add.1, with the indication that the figures given for activity area 1 - Human settlements, human health, habitat and well-being - might be modified in the light of the discussions being held in the plenary on the subject of the Conference-Exposition and the Human Settlements Fund.

REVIEW OF THE SECRETARY-GENERAL'S PROPOSAL REGARDING UNEP IN THE
REGULAR BUDGET OF THE UNITED NATIONS

(item 10 (c))

45. The Committee took note of tables I and II in document UNEP/GC/17, which include a consolidated presentation of the proposed Fund Programme for 1974-1975 as well as of section 16 regarding UNEP in the regular budget of the United Nations for 1974-1975 as approved by the General Assembly at its twenty-eighth session.

D. UNITED NATIONS CONFERENCE-EXPOSITION ON HUMAN SETTLEMENTS

(item 11 (a))

Documents

46. The Committee had before it a progress report concerning the United Nations Conference-Exposition on Human Settlements (UNEP/GC/18 and Corr.1).

General debate

47. The Chairman of the Committee indicated that he had received a letter from Mr. Benchimol, Vice-President of the Governing Council, stating that at its 23rd and 24th meetings, on 18 March 1974, the Council had dealt with the progress report on the Vancouver Conference. At those meetings, it had been decided to ask Sessional Committee II to consider the financing of the exposition part of the Conference-Exposition in connexion with allocations for Fund Programme Activities in 1974 and 1975.

48. He added that the Chairman of Sessional Committee I had written to the President of the Governing Council, stating that the discussion in the Committee on the above item had emphasized the high priority being given to the Conference-Exposition in the programme on human settlements. Although Committee I had not gone into detail, the majority opinion had been that UNEP should actively participate in the Conference-Exposition and, at the same time, had to carry out action projects for the development of human settlements without necessarily waiting for the beginning of the Conference-Exposition. Such projects could represent a contribution to the Conference-Exposition. The Chairman of Sessional Committee I had recommended in his letter that Sessional Committee II should deal with the financing of the Conference-Exposition.

49. At the beginning of the general debate, one representative pointed out that in approving the Fund Programme for 1974 and 1975 (UNEP/GC/17/Add.1) the Committee had concurred with paragraph 29 of that document authorizing the Executive Director to adjust the apportionment of funds between budget lines up to a maximum of 20 per cent on each line if this should be necessary in order to preserve the integrity of the Programme.

50. Some representatives stressed the importance of the programme area relating to human settlements and therefore did not think that its budget should be reduced. The Acting Director of the Fund indicated that the figure proposed for 1974 and 1975 was \$1.5 million. The assumption was that \$700,000 would be used in 1974, i.e., 18 per cent of the budget for the human settlements programme area, and \$800,000 would be used in 1975, or 20 per cent. In any case, the Executive Director would be acting within the flexible limits authorized by paragraph 29 of the document.

51. Some representatives did not agree with the way paragraph 38 of the progress report (UNEP/GC/18) was worded in that its vagueness might allow the interpretation that the Governing Council was accepting the responsibility of financing the "exposition" component of the Conference-Exposition. In their view the Council should not assume responsibility for defraying the cost of something without knowing the exact amount. In response, one representative pointed out that the total cost of the Exposition was estimated at \$3,072,600 (UNEP/GC/18, para. 36).

52. After various further statements, the Committee agreed to the following draft decision for submission to the Governing Council:

"The Governing Council agrees to participate in the financing of the Exposition element of the Vancouver Conference-Exposition. To that end, it requests the Executive Director to present it by the next session with a complete budget. In the interval, the Council authorizes the Executive Director to use a sum of not more than \$1.5 million for 1974 and 1975 from the resources of the 'Human settlements, human health, habitat and well-being' section. The next session of the Council shall be provided with a precise accounting of the allocation of the sum in question, and in the light of the complete budget and the results of the Executive Director's efforts to obtain other substantial contributions, it shall consider if necessary, any further financing of the Exposition."

53. The proposed decision was approved by the Committee. Two representatives stressed the necessity of avoiding a reduction in the budget for human settlements and indicated that they were accepting the proposed decision because of the Committee's previous approval of the proposal referred to in paragraph 44 of the present report, to revise upwards the allocation for activity area 1, "Human settlements, human health, habitat and well-being".

E. ESTABLISHMENT OF AN INTERNATIONAL FUND OR FINANCIAL
INSTITUTION FOR HUMAN SETTLEMENTS

(item 11 (b))

54. The Chairman of the Committee introduced the discussion by reading a letter from the President of the Governing Council inviting Sessional Committee II to

examine certain implications of the Governing Council's decision to approve an International Habitat and Human Settlements Foundation. The Committee was informed that "The International Habitat and Human Settlements Foundation will be initiated on 1 January 1975, by a single allocation of \$4 million over four years from the Fund of the United Nations Environment Programme". The Committee agreed that an allocation of \$1 million should be provided for the Foundation for 1975.

55. The Chairman suggested that the amount authorized for Fund Programme Activities in 1975 be increased from \$19 to \$20 million. The additional million dollars would be inscribed specifically as an allocation for the Foundation, in the budget line on "Human Settlements, Human Health, Habitat and Well-Being" for the year 1975. The Committee agreed to that suggestion.

56. The Chairman also suggested a decrease in the Fund Programme Reserve. After statements by various representatives, a decrease of the Reserve in 1975 to \$900,000 was approved.

57. In addition, the Committee decided to authorize the Executive Director to utilize some funds from the Programme Reserve in 1974 for the financing of preparatory steps related to the International Habitat and Human Settlements Foundation and confirmed the amounts approved for Fund Programme Activities for 1974.

F. ADOPTION OF THE REPORT OF SESSIONAL COMMITTEE II

58. The Committee considered and adopted the Rapporteur's report. With regard to the item concerning the Conference-Exposition, some delegations mentioned the need for its Preparatory Committee, in preparing detailed proposals for the Conference, to respect the guidelines discussed in the plenary for the allocation of funds for the Conference-Exposition.

ANNEX V

LIST OF DOCUMENTS SUBMITTED TO THE GOVERNING COUNCIL

UNEP/GC/11	Agenda and organization of the work of the session: note by the Executive Director
UNEP/GC/12 and Add.1	Draft rules of procedure of the Governing Council - Comments from Governments: note by the Executive Director
UNEP/GC/13	Report of the Working Group on Rules of Procedure
UNEP/GC/14	Introductory Report by the Executive Director
UNEP/GC/14/Add.1 and Corr.1	Review of the environmental situation and of activities relating to the Environment Programme: note by the Executive Director
UNEP/GC/14/Add.2 and Corr.1 (C only)	The Environment Programme - Approval of activities within the Environment Programme, in the light, <i>inter alia</i> , of their implications for the Fund Programme: report by the Executive Director
UNEP/GC/15	Report of the Environment Co-ordination Board on its second session, held at United Nations Headquarters, New York, on 23 October 1973
UNEP/GC/16	Conditions for the estimation of future resources and their apportionment: note by the Executive Director
UNEP/GC/17/Rev.1 ^{1/} and Corr.1	Review and approval of the Fund Programme for 1974 and 1975: note by the Executive Director
UNEP/GC/17/Add.1 and Corr.1 (E only) Corr.2 (F only) Corr.3 (S only) Corr.4 (R only)	Addendum concerning Fund Programme activities
UNEP/GC/17/Add.2	Financing of pre-feasibility study concerning the construction of UNEP headquarters in Nairobi: note by the Executive Director
UNEP/GC/18 and Corr.1	United Nations Conference-Exposition on Human Settlements: progress report by the Executive Director
UNEP/GC/19	Establishment of an international fund or financial institution for human settlements (General Assembly resolution 2999 (XXVII)): report of the Secretary-General

^{1/} This document supersedes UNEP/GC/17 and its corrigenda.

UNEP/GC/20	Human Settlements - Action taken in pursuance of General Assembly resolution 2998 (SSVII): note by the Executive Director
UNEP/GC/21	Question of convening a second United Nations Conference on the Human Environment: note by the Executive Director
UNEP/GC/22	Compatibility of the Environment Programme with policy measures and objectives in the field of science and technology: note by the Executive Director
UNEP/GC/23; Corr.1 (F only) and Add.1	Report on the implementation of the Fund Programme in 1973: note by the Executive Director
UNEP/GC/23/Add.2	Report on the implementation of the Fund Programme from 1 January to 28 February 1974: note by the Executive Director
UNEP/GC/24 and Corr.1 (E/C only)	Approval of activities within the Environment Programme, in the light, <u>inter alia</u> , of their implications for the Fund Programme: note by the Executive Director
UNEP/GC/25	Approval of activities within the Environment Programme, in the light, <u>inter alia</u> , of their implications for the Fund Programme: note by the Executive Director
UNEP/GC/L.17	Review and approval of the Fund Programme for 1974 and 1975: report of the Advisory Committee on Administrative and Budgetary Questions on the administrative and programme support budget estimates of the Environment Fund for 1974 and 1975
UNEP/GC/L.18	Introductory Report by the Executive Director: statement by the Executive Director
UNEP/GC/L.19 ^{2/}	Draft report of the Governing Council of the United Nations Environment Programme on the work of its second session: contents and Introduction
UNEP/GC/L.19/Add.1 and Add.1(A)	Draft report of the Governing Council - Chapter I - Introductory report of the Executive Director Report of the Environment Co-ordination Board
UNEP/GC/L.19/Add.5 and Add.5(A)	Draft report of the Governing Council - Chapter V - Human settlements
UNEP/GC/L.19/Add.6	Draft report of the Governing Council - Chapter VI - Question of convening a second United Nations Conference on the Human Environment - (agenda item 12)

^{2/} Symbols UNEP/GC/L.19/Add.2 to 4 were not used.

UNEP/GC/L.19/Add.7	Draft report of the Governing Council - Chapter VII - Other matters arising from resolutions of the General Assembly
UNEP/GC/L.19/Add.8 and Add.8(A)	Draft report of the Governing Council - Chapter VIII - Organizational, procedural, administrative and institutional matters
UNEP/GC/L.20	Introductory report by the Executive Director - Programme Activity Centres: statement by the Executive Director
UNEP/GC/L.21	Credentials of representatives: report of the Bureau
UNEP/GC/L.22 and Add.1	Report of Sessional Committee I
UNEP/GC/L.23	Report of Sessional Committee II
UNEP/GC/L.24	Co-operation in the field of the environment concerning natural resources shared by two or more States: note by the Executive Director.
