



UNITED NATIONS
ENVIRONMENT PROGRAMME

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

9-25 May 1977

GENERAL ASSEMBLY
OFFICIAL RECORDS: THIRTY-SECOND SESSION
SUPPLEMENT No. 25 (A/32/25)

UNITED NATIONS
New York, 1977

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.

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ABBREVIATIONS

| | |
|--------|--|
| ECA | Economic Commission for Africa |
| ECE | Economic Commission for Europe |
| FAO | Food and Agriculture Organization of the United Nations |
| GEMS | Global Environmental Monitoring System |
| IAEA | International Atomic Energy Agency |
| IBRD | International Bank for Reconstruction and Development |
| ILO | International Labour Organisation |
| IMCO | Inter-Governmental Maritime Consultative Organization |
| IOC | Intergovernmental Oceanographic Commission |
| IRPTC | International Register of Potentially Toxic Chemicals |
| IRS | International Referral System |
| IUCN | International Union for Conservation of Nature and Natural Resources |
| UNCTAD | United Nations Conference on Trade and Development |
| UNDP | United Nations Development Programme |
| UNEP | United Nations Environment Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNHHSF | United Nations Habitat and Human Settlements Foundation |
| WHO | World Health Organization |
| WMO | World Meteorological Organization |

INTRODUCTION

1. The report on the fifth session of the Governing Council of the United Nations Environment Programme (UNEP) is submitted to the General Assembly in accordance with Assembly resolution 2997 (XXVII) of 15 December 1972.
2. The fifth session of the Governing Council was held at UNEP headquarters, Nairobi, from 9 to 25 May 1977. The present report was adopted by the Council at its 75th meeting, on 25 May 1977.

CHAPTER I

ORGANIZATION OF THE SESSION

A. Opening of the session

3. The session was opened by Mr. Zoltan Rakonczay (Hungary), Vice-President of the fourth session.

B. Attendance

4. The following States members of the Governing Council ^{1/} were represented at the session: Argentina, Bangladesh, Belgium, Brazil, Bulgaria, Canada, China, Colombia, Cyprus, Egypt, Finland, France, Germany, Federal Republic of, Ghana, Greece, Hungary, India, Indonesia, Iran, Iraq, Italy, Ivory Coast, Jamaica, Japan, Kenya, Kuwait, Libyan Arab Jamahiriya, Malaysia, Mexico, New Zealand, Norway, Philippines, Poland, Romania, Rwanda, Senegal, Somalia, Spain, Sudan, Switzerland, Thailand, Uganda, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela, Yugoslavia and Zaire.

5. The following States not members of the Governing Council were represented: Algeria, Australia, Austria, Benin, Chile, Congo, Czechoslovakia, Denmark, Gabon, German Democratic Republic, Holy See, Israel, Netherlands, Nigeria, Pakistan, Portugal, Sri Lanka, Sweden, Tunisia and Turkey.

6. The United Nations Secretariat was represented by the Department of Economic and Social Affairs and the Office of Public Information.

7. The following United Nations bodies and regional commissions were represented: Economic Commission for Africa (ECA), Office of the United Nations Disaster Relief Co-ordinator (UNDRO), Office of the United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), United Nations Conference on Trade and Development (UNCTAD), United Nations Development Programme (UNDP) and United Nations Industrial Development Organization (UNIDO).

8. The following specialized agencies were represented: International Labour Organisation (ILO), Food and Agriculture Organization of the United Nations (FAO), United Nations Educational, Scientific and Cultural Organization (UNESCO), World Health Organization (WHO), World Meteorological Organization (WMO) and Inter-Governmental Maritime Consultative Organization (IMCO). The International Atomic Energy Agency (IAEA) was also represented.

^{1/} The membership of the Governing Council was determined by elections held at the 2321st and 2432nd plenary meetings of the General Assembly on 16 December 1974 and 9 December 1975, and at the 101st plenary meeting of the thirty-first session, held on 16 December 1976 (decision 31/312).

9. The following other intergovernmental organizations were represented: Arab League Educational, Cultural and Scientific Organization (ALECSO), Commission of the European Communities, Commonwealth Secretariat, Council for Mutual Economic Assistance (CMEA) and League of Arab States. In addition, 47 non-governmental organizations and three national liberation organizations were represented as observers.

C. Election of officers

10. At the 60th (opening) meeting, Mr. Ludwik Ochocki (Poland) was elected President by acclamation. At the same meeting, the Governing Council elected Mr. Hans Pflaumer (Germany, Federal Republic of), Mr. Anthony Spaulding (Jamaica) and Mr. Julius Gikonyo Kiano (Kenya) as Vice-Presidents, and Mr. Namir Yousif Zainal (Iraq) as Rapporteur.

D. Credentials

11. At its 74th meeting, on 24 May 1977, the Governing Council approved the report of its Bureau on the credentials of the representatives attending its fifth session (UNEP/GC/L.52).

E. Agenda

12. At its 60th meeting, the Governing Council adopted the provisional agenda for the fifth session as approved at its fourth session, 2/ with the modifications suggested by the Executive Director in his note (UNEP/GC/86). 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. Executive Director's report and state of the environment:
 - (a) Introductory report of the Executive Director;
 - (b) State of the environment report.
6. Co-ordination questions:
 - (a) Report of the Environment Co-ordination Board;
 - (b) Other co-ordination questions.

2/ Official Records of the General Assembly, Thirty-first Session, Supplement No. 25 (A/31/25), pp. 153-155.

7. Programme matters:
 - (a) Review of the activities relating to the environment programme;
 - (b) Review of the status of the programme; including supportive measures;
 - (c) Review and approval of Fund programme activities for 1977 and 1978-1979.
8. Habitat: United Nations Conference on Human Settlements - Review and follow-up activities.
9. United Nations Habitat and Human Settlements Foundation:
 - (a) Progress report on the implementation of the plan and programme of operations of the Foundation;
 - (b) Financial and budgetary matters;
 - (c) General procedures and administrative arrangements.
10. United Nations Conference on Desertification.
11. The Environment Fund:
 - (a) Report on the implementation of the Fund programme in 1976;
 - (b) Audited 1975 accounts;
 - (c) Management of the Fund of UNEP and administrative and budgetary matters.
12. Draft principles of conduct for the guidance of States in the conservation and harmonious exploitation of natural resources shared by two or more States.
13. Environment and development, including irrational and wasteful use of natural resources and ecodevelopment.
14. Report on the implementation of General Assembly resolution 3435 (XXX): study of the problem of the material remnants of wars, particularly mines, and their effect on the environment.
15. Resolutions and decisions of the thirty-first session of the General Assembly and resolutions of the sixtieth and sixty-first sessions of the Economic and Social Council of relevance to the United Nations Environment Programme.
16. Provisional agenda, date and place of the sixth session of the Governing Council.
17. Other business.

18. Report of the Governing Council to the General Assembly.
19. Closure of the session.

F. Organization of work

13. At its 60th meeting, 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 of the timetable of meetings suggested by the Executive Director. It was agreed that items 5 (a) and (b), 6 (a) and (b) and 15 should be considered together in the context of a general debate.

14. At the same meeting the Governing Council decided to establish two sessional committees and to allocate agenda items to them as follows:

Sessional Committee I: agenda item 7 (a), (b) and (c);

Sessional Committee II: agenda items 11 (a), (b) and (c) and 9 (b) and (c).

Mr. Anthony Spaulding (Jamaica) and Mr. Hans Pflaumer (Germany, Federal Republic of), Vice-Presidents, were appointed Chairmen of Sessional Committees I and II respectively.

G. Work of the Committees

15. Committee I held 15 meetings from 11 to 23 May 1977. At the 1st meeting, it elected Mr. Salem Milad (Libyan Arab Jamahiriya) as Rapporteur, and decided to consider items 7 (a), (b) and (c) together, beginning with a general discussion and then proceeding through the programme in sequence. The text of the Committee's report has been incorporated in chapter III below.

16. Committee II held 10 meetings from 10 to 23 May 1977. At the 1st meeting, it elected Mr. Mohiuddin Ahmed Khan (Bangladesh) as Rapporteur and decided to consider the subjects before it in the following order:

- (a) Report on the implementation of the Fund programme in 1976;
- (b) Audited 1975 accounts;
- (c) Management of the Fund of UNEP and administrative and budgetary matters;
- (d) United Nations Habitat and Human Settlements Foundation (UNHHSF): financial and budgetary matters;
- (e) UNHHSF: general procedures and administrative arrangements.

The text of the Committee's report has been incorporated in chapters V and VII below.

CHAPTER II

GENERAL DEBATE

17. In discussing agenda items 5 (a) and (b) and 6 (a) and (b) at its 61st to 65th meetings, the Council had before it the following documents: "Introductory report of the Executive Director" (UNEP/GC/87); "The state of the environment: selected topics - 1977" (UNEP/GC/88 and Corr.1 and 2); "Report of the Environment Co-ordination Board on its sixth session" (UNEP/GC/89 and Add.1); a report on relevant General Assembly and Economic and Social Council resolutions and decisions (UNEP/GC/104 and Corr.1 and Add.1); a report by the Advisory Committee on Administrative and Budgetary Questions on co-ordination questions in the activities of UNEP (UNEP/GC/L.47); and an information paper reproducing previous decisions of the Governing Council on programme policy and implementation (UNEP/GC/INFORMATION/3).

18. In an introductory statement (UNEP/GC/L.48) at the Council's 60th meeting, the Executive Director thanked Governments for his re-election, and paid tribute to the retiring Deputy Executive Director, Mr. R. B. Stedman, and Special Adviser for Programme Matters, Mr. David A. Munro. He then introduced the new management team of UNEP, which would take up its duties in the next few months: Mr. Peter S. Thacher, Deputy Executive Director; Mr. Sveneld Evteev, Assistant Executive Director, Bureau of the Programme; Mr. Peter H. Oltmanns, Assistant Executive Director, Bureau of the Environment Fund and Management; Mr. Cesar Quintana, Administrator of UNHHSF; Mr. Philip Ndegwa, Deputy Assistant Executive Director, Bureau of the Programme; and Mr. Yusuf Ahmad, Deputy Assistant Executive Director, Bureau of the Environment Fund and Management.

19. In the view of the Executive Director, General Assembly resolution 31/112, endorsing the views expressed by the Governing Council in decision 78 (IV) that the institutional arrangements for international environmental co-operation appeared adequate and sound and that, in any decision about restructuring the economic and social sectors of the United Nations system, environmental considerations within the system should be observed, strengthened and given institutional visibility, was a confirmation that UNEP was on the right track. Much, however, remained to be done to meet the high aspirations expressed by Governments at Stockholm in 1972. He intended in the near future to examine the structure of the secretariat and ensure that it was organized in the most effective way to meet the tasks ahead.

20. UNEP had been created to reinforce and co-ordinate the efforts of the world community in the environmental field, not to take them over. The Environment Fund was relatively small because it was to be a source of leverage or seed-money to stimulate action. The Programme's role, however, had not always been wholly understood, even, perhaps, by some Governments. A major source of misunderstanding had been the uniqueness of the UNEP concept within the United Nations system: UNEP was meant to be catalytic, and it was not easy to measure the output of a non-operational programme.

21. UNEP was unique in its small size. If, however, the environment programme were to be kept moving rapidly from the conceptual to the operational stage, the secretariat was now marginally too small for its evolving tasks. He hoped the Council would agree that the proposed increase of five Professional posts was modest considering the scope of the work ahead. Governments could render vital assistance in identifying candidates of the highest calibre; he hoped to be able to maintain an appropriate geographical balance among the staff.

22. UNEP was unique, too, in the way it related to the United Nations system and in its interagency co-ordination arrangements. New channels had been devised and new standards set for effective substantive co-operation at the programme formulation stage. Since the fourth session of the Governing Council, 17 joint programming exercises with United Nations organizations had taken place, and more were scheduled for the months following the fifth session. The Environment Co-ordination Board had decided, at its sixth session, that joint programming should in future focus increasingly on subject areas in which several agencies would participate with UNEP, rather than take the form of exclusively bilateral dialogues between UNEP and the individual agencies. Those developments had introduced unique and effective ways of co-ordination among members of the United Nations system.

23. Communication with Governments, regarding which some dissatisfaction had been expressed at the fourth session, had been facilitated through the issue of Report to Governments. Other useful sources of contact included the informal consultations with Governments, the permanent representatives accredited to UNEP, whose number had increased over the last year from 36 to 43, and the focal points at Nairobi. In the past year, the Executive Director had paid official visits to some 30 countries, which had added greatly to his understanding of their environmental problems and their efforts to deal with them.

24. The relationships between UNEP and non-governmental organizations had progressed steadily. In his view, the growth in numbers and influence of those groups since the Stockholm Conference was a development of considerable significance. World Environment Day was the climax of year-round information activities of the Programme reaching out to the general public. While considerable progress had been achieved in the area of publications, efforts would continue to be made to improve that important aspect of communications, the most important current development of which was the publication of the first issue of the environmental journal entitled Mazingira.

25. It was encouraging to note the importance given to environmental issues at the fourth session of UNCTAD; at the World Employment Conference and at the General Conference of UNESCO. A detailed account of the results of Habitat: United Nations Conference on Human Settlements ^{3/} and their relevance to UNEP was available in reports before the Council. The question of institutional arrangements for international co-operation in the field of human settlements would soon be considered by the Economic and Social Council with the aim of presenting concrete recommendations to the General Assembly at its thirty-second session. While the Governing Council was not required to take any formal action in that respect, any views it wished to express would help the Secretary-General prepare for the

^{3/} For the report of the Conference, see United Nations publication, Sales No. 76.IV.7.

discussions in the Economic and Social Council. The Secretary-General of the United Nations Water Conference would report personally to the Governing Council, which might wish to consider the implications for UNEP of the plan of action adopted by that Conference.

26. The environment was one of the four areas selected by the Committee for Programme and Co-ordination (CPC) for study in depth at its seventeenth session. UNEP had contributed to the report on interagency co-ordination in the area (E/AC/51/82 and Add.1 and 2) which the Administrative Committee on Co-ordination (ACC) would submit to CPC, and had prepared an evaluation of certain programme subareas for inclusion in the environment chapter of the Secretary-General's report to CPC on programme evaluation (E/AC.51/80).

27. The format of two of the most important documents before the Council, the state of the environment report (UNEP/GC/88 and Corr.1 and 2) and the programme document (UNEP/GC/90 and Corr.1 and Add.1 and 2), was substantially different from that followed in previous years. He hoped that the changes, which were described in the introductory sections of the reports themselves, would meet with the approval of the Council. His proposals to report in 1978 on a limited number of areas, and to make in his introductory report each year, similar proposals for the following year's session, would, if endorsed by the Council, enable it to study specific subjects in depth, give concrete directives, and ease the burden on its members and on the secretariat by lessening the volume of paper. Continuing efforts would be made to reduce that volume and to improve the quality of the documentation.

28. He was gratified by the response by contributing Governments, particularly the largest contributors, to the appeals made at the fourth session for prompt payment of pledges and by the fact that 70 countries had to date pledged or contributed to the Fund. He hoped, however, that the list would continue to grow even more rapidly. He believed that the \$100 million level initially established for the Fund was, if maintained in real terms, adequate to carry out the catalytic function. It was urgent, however, that the Council pronounce itself on a target for the Fund, and that contributing Governments announce their intentions for 1978 and future years soon, lest the programme should suffer disruption due to financial uncertainties. Guidance was also expected from the Council on the use of non-convertible currencies in ways consistent with the programme.

29. The ultimate purpose of the activities of UNEP would remain proper management, based on adequate assessment, of human activities affecting the environment. Governments were rightly looking to UNEP to help them achieve effective environmental management and to offer them practical guidance. For its part, UNEP would in the future need the views of Governments on its information efforts, and more information on their own activities. UNEP had developed a clearing-house capacity for technical assistance requests, but an indication of the willingness of potential donor countries to respond to those requests was needed.

30. One implication of environmental assessment which needed to be stressed was that UNEP, in reviewing actions or inactions which put the environment at serious risk, would almost certainly come into confrontation with other interests, particularly if the issues at hand were of global significance. While such confrontations were perhaps inevitable if environmental organizations were to discharge their responsibilities, UNEP could and should help resolve them.

Presumably, the Governing Council would wish UNEP to be aware of expressed concern, to develop a capacity to assess the risk independently, to sound an alarm when appropriate, and to suggest alternative courses of action. If that assumption were correct, the guidance of the Council would be required in defining how and at what point an alarm should be sounded. Impartiality, professional competence and integrity, and an increased capacity to prepare and defend elements of environmental legislation would be required. As in all other matters, the motivation of UNEP should be clearly seen by all to be the achievement of a better world for the family of man.

31. The Executive Director proposed the following goals for the programme by 1982:

(a) An operational Global Environmental Monitoring System (GEMS), with results available, evaluated and published;

(b) An operational International Referral System (IRS) with nearly all countries having registered sources and making use of the service;

(c) The International Register of Potentially Toxic Chemicals (IRPTC) in a position to issue warnings and technical publications;

(d) Periodic state of the environment reports and the issue of the first quinquennial report;

(e) Concrete advice for use by Governments in dealing with priority pollutants;

(f) Implementation of action plans to demonstrate environmentally sound methods of controlling schistosomiasis, malaria and cotton pests;

(g) Concrete achievements in the implementation of the plan of action to combat desertification, advance implementation of a world-wide tree programme and the publication of guidelines to control soil degradation, and a world-wide system of pilot and demonstration projects in rational management of water resources;

(h) A global network of microbiology resources centres to conserve microbiological resources and apply them in environmental management;

(i) Development of a global plan for the restoration, conservation and management of wildlife, and the establishment and management of a network of parks and other protected areas;

(j) Advice on environmentally sound patterns of development, including the rational and non-wasteful use of natural resources and ecodevelopment, for use nationally and internationally.

(k) Tested guidelines and methodologies in the proper integration of environmental concerns into development planning processes for use by Governments and international organizations;

(l) A global network of institutions to test, apply and publish advice on appropriate and environmentally sound technology, particularly for use in isolated rural areas;

(m) Guidelines on reducing the adverse environmental impact of specific industries, including advice on industrial location, for use by Governments and industries;

(n) Adoption and implementation of action plans for each of the regional seas covered by UNEP programmes;

(o) Initiation of an operational, world-wide early-warning system for natural disasters;

(p) Advanced implementation of the plan of action for environmental education, and the full functioning of the programme activity centre on environmental education and training;

(q) Established procedures for effective communications with Governments and information to the public at large;

(r) A fully operational technical assistance clearing-house facility;

(s) Achievement of wide acceptance and application of existing and future international conventions and protocols in the field of the environment;

(t) Agreement on the principles which should guide States in their interrelations in respect of shared natural resources, the problems of liability and compensation for pollution and environmental damage, weather modification and risks to the ozone layer, and codification of those principles into international treaties;

(u) Development of the capacity to provide comprehensive and practical advice on the implementation of environmental management, based on the outcome of relevant work throughout the programme.

32. Essential to the achievement of those goals were a good knowledge in the secretariat of national and international efforts towards their attainment and a good analysis of where UNEP stood with Fund-supported activities before it entered into new commitments. Moreover, they could be attained only through a co-ordinated effort by the members of the United Nations system, by the scientific community, by non-governmental organizations and, above all, through the support of Governments.

33. During the general debate, which took place at the Council's 61st to 65th meetings from 10 to 12 May 1977, a number of delegations pointed out that international co-operation for environmental protection was a key element in the improvement of international relations. UNEP had an important part to play in the establishment of a stable and peaceful world in which the twin imperatives of a sound environment and a satisfactory rate of development could both be met.

34. Several speakers stressed that improvement of the quality of life for all people should not be seen only in terms of a balanced system of relationships between the protection of the environment on the one hand, and progress and development on the other, however important the management of those relationships; just economic relations within the framework of the new international economic order; an equitable distribution of world resources, individual and collective

self-reliance of countries and the basic socio-economic structures of States were also significant factors in the achievement of environmentally sound social, economic, cultural and political development. Some speakers also stated that disarmament, détente and the increasing implementation of peaceful coexistence and co-operation among States with different social, economic and political systems and at different levels of development were important pre-conditions for the achievement of a world environment properly in tune with the long-term needs of present and succeeding generations. The adoption by the General Assembly of resolution 31/72 to which was annexed the Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques, was an important step in that direction. Some delegations said that UNEP had a responsibility to contribute to the work related to the interrelationship between environmental protection and international security.

35. Several speakers stated that environmental degradation was often closely linked to the intolerable living conditions of much of the world's population. One delegation reiterated that pollution and damage to the human environment were generated primarily by colonialist, imperialist and super-Power policies of exploitation and plunder. Establishing a new international economic order and shaking off foreign control were essential not only to the independent development of the national economies of the developing countries, but also to the protection and improvement of their environment. The two super-Powers' rivalry for hegemony extended all over the globe and was growing ever fiercer, while international tension was being aggravated. The super-Power that styled itself socialist was engaged in arms expansion and war preparations every day and was reaching out everywhere for aggression and expansion; yet it was shamelessly chanting its peace hymn. At international environmental forums in the past years, it had ceaselessly spread such shop-worn themes as disarmament and détente as necessary conditions for protecting the environment. Another delegation emphasized that, despite the prevailing spirit of co-operation which had characterized all sessions of the Governing Council, some statements reflected an attitude of confrontation contrary to that spirit.

36. Several delegations pointed out that new avenues had recently been opened in Europe in the area of international co-operation for the protection of the environment, which could serve as a model for concerted regional action in other parts of the world. The Soviet proposal for the holding of an All-European Conference on the Protection of the Environment as a follow-up to the Final Act of the European Conference on Security and Co-operation in Europe, held at Helsinki had found broad support at the thirty-second plenary session of the Economic Commission for Europe (ECE). It would mark the start of a regional environmental dialogue at the policy-making level, which would, inter alia, intensify governmental support for the work of UNEP and other international governmental and non-governmental bodies dealing with environmental problems. One delegation reiterated its view that such a high-level meeting should aim at reaching conclusive results, preferably in the form of legal instruments or otherwise binding arrangements. Some delegations also referred to the activities of CMEA for mutual co-operation in the field of the environment. A few speakers also recalled the various environmental activities carried out within the framework of ECE and the Organization for Economic Co-operation and Development (OECD).

37. Several delegations described measures recently adopted in their countries for the protection and improvement of the environment, and pointed out that the

establishment of environmental machinery and the enactment of environmental legislation in an increasing number of countries attested to the growing environmental awareness of the world community. It was generally felt that the creation of UNEP, and its activities in the past five years, had measurably contributed to those positive developments.

38. Most delegations felt that, despite some short-comings, UNEP had, in the past year, consolidated its status as an organization seeking to achieve maximum social, economic and environmental benefits for all mankind through a comprehensive and integrated approach to the planning and management of the total human environment. It was generally recognized that the prime function of UNEP was to co-ordinate and catalyse environmental activities within the United Nations system and the world at large, and that it should not generally assume an operational role. Some speakers said that UNEP should, to the extent possible, refrain from initiating projects in areas where other organizations were already established and had long-standing experience.

39. For several delegations, the main task of the Governing Council at its fifth session was to ensure the continued dynamism of UNEP, reaffirm its co-ordinating and catalytic role and restate vigorously the commitment of its member States to the value of practical co-operative solutions to environmental problems. Several delegations noted with satisfaction the confirmation, by General Assembly resolution 31/112, that the institutional arrangements for international environmental co-operation appeared adequate and sound and that, in any decision about restructuring the economic and social sectors of the United Nations system, environmental considerations within the system should be observed, strengthened and given institutional visibility.

40. Commenting on the report of the Environment Co-ordination Board on its sixth session (UNEP/GC/89 and Add.1) and the report of the Advisory Committee on Administrative and Budgetary Questions on co-ordination questions in the activities of UNEP (UNEP/GC/L.47), a number of delegations welcomed the progress accomplished by UNEP in co-ordinating and harmonizing environmental activities within the United Nations system. One delegation stated that the Board's report clearly showed that the working relationships between UNEP and the specialized agencies had reached a maturity which should enable the Board to become the creative instrument for environmental co-ordination for which it was originally conceived. A few delegations expressed concern that UNEP had not yet fully succeeded in sharing with all the agencies its understanding of its own purpose. In the view of one delegation, the difficulties encountered by UNEP in discharging its co-ordinating role were essentially due to the complexity of the United Nations system and the relative youth of UNEP; to help solve those difficulties, the Council should call upon Governments, particularly its members, to impress upon the specialized agencies the need to collaborate even more closely with UNEP, and to encourage the Board to take all measures in its power to foster that collaboration. The proposal of the Executive Director to strengthen the Board was generally well received, and the joint programming exercises were seen by most speakers as the main tools for the effective discharge by UNEP of its co-ordinating responsibilities. One delegation requested the Executive Director to submit agreed memoranda on joint programming between UNEP and other agencies of the United Nations system to the Governing Council for its approval.

41. The spokesman of the specialized agencies represented at the Council and of IAEA confirmed that the progress achieved in the field of co-operation between

UNEP and the specialized agencies had resulted primarily from the joint programming exercises. With the second cycle of joint programming, which was just beginning, that promising dialogue would undoubtedly yield increasingly fruitful results. One speaker stressed the need for higher governmental consistency on environmental matters in the different agencies of the United Nations system.

42. Most delegations supported the Executive Director's proposal that the Council should concentrate every year on selected parts of the programme. Some delegations also endorsed the 21 goals listed by the Executive Director in his introductory statement as the basis for programme development. Others, while welcoming that initiative by the Executive Director, felt that more goals would need to be considered in some detail. Some delegations felt the need for UNEP to be more selective and focus more sharply on a limited number of global and international issues that it could tackle more effectively than any other organization. One delegation suggested that such a selective approach might be based on the criteria established at the first session of the Governing Council. ^{4/} Another delegation said that the secretariat's efforts to concentrate the activities of UNEP were insufficient, and that the number of small minor projects and internal projects should be further reduced, while another pointed out that small projects should continue to receive consideration because of their spread effects.

43. Several delegations stressed the need for a proper balance between global, regional, subregional and national projects. While recognizing the primarily global nature of the UNEP mandate, they felt that national projects should receive appropriate attention since they often required only modest investments and could have significant catalytic effects within regions. Some delegations said that the level at which UNEP could most appropriately pitch its activities was the regional one; they stressed in that connexion the crucial role which the UNEP regional offices could - and had already begun to - play in fostering regional co-operative action to tackle common environmental programmes.

44. The question of evaluation was generally considered to be a most important one, given the catalytic role of UNEP and the likelihood that the future level of governmental support for UNEP and the Fund would increasingly depend upon evidence of value for money. It was also generally recognized that the Council could not formulate sensible policies or take meaningful decisions unless it were aware of the merits of the work at hand and activities proposed. For the secretariat too, systematic evaluation of programmes and projects was indispensable as the basis for proposing an appropriate apportionment of resources.

45. Some speakers stated that programme evaluation should be the responsibility of the Council and project evaluation that of the secretariat. Several speakers welcomed the fact that the secretariat had begun the latter process; one delegation felt that the main achievement in that area was the greater awareness of the relevance of evaluation to proper project formulation and implementation; all project evaluation arrangements should be independent of co-operating agencies or the secretariat itself, and a portion of the funds allocated to particular projects should be set aside specifically for evaluation. It was to be hoped that, at the sixth session of the Governing Council, the Executive Director would be able to report on the outcome of specific evaluations. Another delegation felt that, to

^{4/} Governing Council decision I (1), para. 5.

ensure that the whole programme was subject to close scrutiny every two or three years, the Council should each year select a few programme areas for examination in the following year, and a preliminary examination of the selected programme areas, within the context of over-all United Nations activity, should take place at the intersessional meetings. In the view of another delegation, formulation of criteria for assessing the real effectiveness of projects was of great importance.

46. With regard to the distribution of functional responsibilities between the Council and the secretariat, some delegations stated that the Council should concentrate primarily on policy guidance and programme development, whereas the secretariat's main concern should be in the area of project formulation and implementation. In their view, the Council should review the priority subject areas and functional tasks, and determine relative priorities between them. The secretariat should prepare the initial goal statements and corresponding budgets for the Council's consideration and report on the successes or failures in reaching those goals. One delegation said that in future all UNEP projects should be approved by the Council.

47. Most speakers said that the level of the Fund should be stabilized in real terms. Other delegations noted that their Governments' level of contributions would be based on their evaluation of the future performance of UNEP. Still others felt that, given the scope of UNEP activities and their importance in particular for developing countries, all efforts should be made to raise the level of the Fund to allow UNEP to perform its important tasks without undue financial constraints. A number of delegations announced that their Governments would make initial or increased contributions to the Fund in 1978. Several delegations expressed disappointment at the fact that many countries had not yet contributed to the Fund or increased what were in many cases nominal contributions; the Governing Council should urge those Governments to make additional efforts to support the Fund. While a few delegations endorsed the idea that pledges should be at least biennial, one delegation took the view that annual pledges would be preferable, since budgetary procedures made it difficult for some Governments to commit themselves for a longer period. Several delegations, pointing out that the size of the Environment Fund for the next cycle should be seen in the light of the catalytic and co-ordinating role of UNEP, stated that their Governments would contribute to the Fund in 1978 at the same level as in previous years.

48. Some delegations gave examples of joint activities between UNEP and their Governments which demonstrated the use to which non-convertible currencies could be put. One delegation stated that UNEP should try to maintain an appropriate balance in the distribution of Fund programme resources among the various geographical and ecological regions. Another speaker stated that the documents submitted to the Council gave the impression that the financial expenditures of UNEP for projects implemented through other organizations nearly always exceeded the share of the co-operating agency or supporting organization; that problem should receive appropriate attention.

49. A number of speakers supported the view of the Executive Director that, while the concept of a small secretariat was basically sound, the scope of the programme warranted a modest increase in the size of the staff of UNEP. They also endorsed the Executive Director's view that the staff should be of the highest calibre and that the assistance of all Governments was needed if an appropriate geographical

balance were to be maintained in the secretariat; one delegation argued that highly qualified staff who might be available should not be rejected solely for reasons of geographical balance.

50. Delegations expressed appreciation of the continuing efforts of the secretariat to improve the quantity and quality of information provided to Governments and to bring the work of UNEP to the attention of the general public. Some delegations welcomed the steps taken to increase the opportunities for informal and frank exchanges of views between the secretariat and permanent representatives and focal points at Nairobi. Additional efforts were needed, however, in reporting on progress made in project implementation and on the results achieved through completed projects, as well as on the internal activities of UNEP. On the other hand, Member States should provide more information to UNEP on their environmental activities. One delegation remarked that, while UNEP questionnaires and the scope of the information requested sometimes made too great a demand on Governments, it was regrettable that Governments sometimes failed to answer or answered too late requests for information. Several delegations endorsed the idea of a network of friends of the environment, but others stressed that such a network should be established only through the proper government channels. One delegation suggested that the mass media and other information media should be mobilized to promote new environmental ethics. Some delegations insisted on the need to maintain constant consultations and flow of information between UNEP and Governments, particularly with regard to the calendar of meetings, the recruitment of experts and the preparation of questionnaires.

51. While commending the conciseness and improved quality of documentation, particularly the programme document, delegations generally thought that there was still room for improvement, specifically with respect to financial documentation. One delegation felt that the programme document needed further refinement, since it reported on detail rather than policy and failed to provide important information required for policy decisions. It was difficult to correlate the information contained in the compendium of objectives, strategies and concentration areas with that provided in the programme document and with the budget and Fund information; there should be greater consistency in those documents if the Governing Council is to carry out its policy function properly. Some speakers urged greater efforts to comply with the six-weeks rule for document distribution.

52. While most delegations commended the selection of topics in the state of the environment report and considered that the issues analysed were of major importance for most countries, some delegations observed that the report would have been more realistic if it had reflected the problems and experience of countries with different socio-economic systems. Several speakers endorsed the proposal regarding the preparation every five years of a comprehensive state of the environment report. Not all delegations, however, were convinced of the need for an annual state of the environment report; the Executive Director could, instead, draw the attention of delegations to emerging problems in his yearly introductory report. Some delegations suggested that the informal consultations could be used for more constructive and specific discussions.

53. In stressing the need to carry forward the results of Habitat: United Nations Conference on Human Settlements, several speakers stressed the importance of the forthcoming discussion by the Economic and Social Council of the question of institutional arrangements for international co-operation in that field. A few speakers were gratified that UNEP had taken steps to comply with Habitat

recommendations without prejudicing the future deliberations of the Economic and Social Council and the work of the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System. Stressing the close relationship between the man-made and the natural environment, some delegations said UNEP should be given over-all responsibility for human settlements activities in the United Nations system. One speaker expressed preference for the establishment of a new institution, and another stated the willingness of his Government to host a programme activity centre on human settlements under UNEP. Another delegation said that the role of UNEP in the area of human settlements should be limited to the environmental aspects of the question.

54. A number of delegations said that the United Nations Habitat and Human Settlements Foundation should become operational as rapidly as possible, and noted with satisfaction the appointment of an Administrator to head the Foundation. Despite the high priority attached by UNEP to human settlements, much remained to be done to meet that most fundamental need of people. It was therefore regrettable that the Foundation had not yet been able to develop sufficiently its own institutional identity and visibility, so as to attract the voluntary contributions which it needed to fulfil its crucial mandate. Not one developed country had yet contributed to the Foundation; its precarious financial situation was a matter of very serious concern which the Council should consider with a view to helping the Foundation gain the support it deserved. A few delegations endorsed the proposal by the Executive Director that the Governing Council should recommend to the General Assembly at its thirty-second session that a minimum target of \$50 million be set for voluntary contributions by Governments to the Foundation for the years 1978 to 1981. One delegation, however, felt that the role of the Foundation should only be defined after the over-all institutional arrangements for human settlements had been decided.

55. It was generally agreed that substantial progress had been achieved in the regional seas programmes. The Mediterranean programme was a particularly good example of the catalytic role of UNEP, and amply demonstrated that shared environmental concerns could effectively contribute to bridging political differences between countries. Two delegations stressed the need for further regional co-operation and for technical assistance by UNEP in preventing and combating oil pollution, a problem whose seriousness was becoming increasingly obvious to many Governments.

56. Several delegations expressed concern with the problem of ozone layer depletion and considered that the recent meeting of experts on the ozone layer had resulted in many useful suggestions and recommendations for further research and monitoring efforts. One delegation suggested that UNEP should help to develop a convention for the protection of the ozone layer. A number of delegations urged continued international efforts to find solutions to the problems of cancer through appropriate handling of environmental factors. One delegation stressed the need for international action, including the formulation of international rules and procedures, to prohibit the use of developing countries as experimental or dumping grounds for chemical products that had not been tested adequately in the countries of origin. Several delegations urged continued action by UNEP in respect of soil and forest protection, and called for reforestation and tree-planting programmes, and widespread public participation in such programmes. One delegation welcomed the inclusion of integrated plant protection and the protection of genetic resources in the programme, while another considered that UNEP should convene a

regional conference for Latin America to deal with the problems of soils, since in some countries of that region soil degradation had reached alarming proportions.

57. Many delegations expressed concern about the problems of desertification and support for the preparations for the United Nations Conference on Desertification. One delegation urged that a special fund to combat desertification should be established as a follow-up to the Conference. A number of delegations expressed satisfaction with the results of the United Nations Water Conference, and hoped that, in view of the interrelationships between water and desertification issues, the implementation of the relevant global, regional and national measures would be properly co-ordinated.

58. Some speakers referred to the importance of natural resources management in general and wildlife protection in particular. One delegation emphasized that adequate support must be made available for the implementation of the Convention on International Trade in Endangered Species of Wild Fauna and Flora, reiterated its position on a 10-year moratorium on commercial whaling and pledged its best efforts to provide protection for marine mammals. Another delegation said that his Government hoped to convene in 1978 an international conference to adopt a convention on migratory species of wild fauna.

59. A few delegations commended the work undertaken in the area of natural disasters, but felt that more needed to be done. One speaker suggested that the Governing Council should focus on the issue of natural disasters in a more comprehensive way than previously, by considering also those disasters resulting from man's activities. Another delegation pointed out that the dimensions and frequency of natural disasters in some regions could make environmental planning and other environmental questions appear somewhat irrelevant.

60. Several delegations referred to the need for a major international effort with respect to energy conservation, the development of alternative sources of energy and of environmentally sound and appropriate technologies and low-waste and non-waste technologies, and the transfer of such technologies. A few delegations welcomed the progress of the industry programme. One delegation expressed satisfaction with the December 1976 consultative meeting on the programme, which had evinced strong support for new approaches to the programme, especially an increased focus on environmental hazards, rather than on wide-ranging seminars convened on an industry-by-industry basis, and on the development by UNEP of an information system on environmental problems associated with industrial development.

61. Some delegations felt that UNEP should devote more attention to promoting the formulation and implementation of international environmental legislation and persuading Governments which had not ratified existing international environmental conventions to do so. One delegation urged UNEP to explore the question of more substantial co-operation with the International Law Commission (ILC) and contribute to the preparedness of the United Nations system to assist member Governments in their national efforts with regard to environmental legislation.

62. Some delegations felt that the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States should be reconvened to enable it to reach consensus concerning principles and guidelines for the conduct of States in respect of such resources.

63. Another delegation emphasized that environmental standards should be formulated mainly by individual countries in accordance with their own needs and conditions, and that relevant international regulations must respect the principles of national sovereignty and of consultations on an equal footing. On the other hand, UNEP must ensure that the world system is able to influence national programmes in such a way that regional and global concerns are adequately catered for, taking into account political, economic and technological realities.

64. Several delegations welcomed the special importance given to activities under environmental education and training, which would help developing countries develop their own technical and managerial capabilities. The importance of the environmental education programme developed by UNESCO and UNEP and of the forthcoming intergovernmental conference on environmental education to be held at Tbilisi, Union of Soviet Socialist Republics, was generally acknowledged. A number of Spanish-speaking delegations commended the establishment and operations of the International Centre for Training in Environmental Sciences (CIFCA) and hoped that efforts would be made to promote and expand similar institutions. One delegation referred to its Government's official proposal to organize special training courses in environmental management primarily for nationals of the southern Mediterranean basin, the Arabian peninsula and Africa. Another delegation stated its Government's readiness to hold, in pursuance of the recommendations of the UNEP-sponsored Symposium on Eutrophication and Rehabilitation of Surface Waters, appropriate short-term on-site courses for experts from developing countries.

65. Several delegations expressed the view that Earthwatch was a particularly important aspect of the work of UNEP; one delegation referred to it as the very cornerstone of UNEP. Measurable progress had been accomplished with regard to its three components, GEMS; IRS and IRPTC, but further efforts were needed to speed up their development so that they could become fully operational as soon as possible. GEMS was singled out as the tool which would permit UNEP to develop a capacity to assess environmental risks independently and sound an alarm when appropriate. In that connexion, delegations generally endorsed the suggestion by the Executive Director that such a role should be entrusted to UNEP as the environmental conscience of the world and as the guardian of the planet's environment. One delegation, noting that GEMS had been too long in reaching its productive stage, expressed the view that, although environmental data might be fragmentary in the early stages, UNEP should now start processing, evaluating and reporting to Governments on selected environmental parameters, so that they could take whatever corrective measures might be required; the work of the Environment Co-ordination Board's subgroup on research and evaluation should therefore be carefully co-ordinated with the development of GEMS. Another speaker said that the ECE programme for the monitoring and evaluation of the long-range transport of air pollutants in Europe, which had received the active support and co-operation of WMO and UNEP, might serve as a valuable contribution to GEMS. Several speakers underscored the usefulness of IRS as a unique mechanism for the exchange of information and experience between countries; increased registration of sources of information by Governments was needed to enable IRS to reach its full potential. A number of speakers also expressed the hope that IRPTC would soon become fully operational, since it could play a crucial role in the monitoring and assessment of the environmental impact of the increasing number of chemicals which were entering the planet's environment.

66. Some delegations stressed the important function of technical assistance and

advice from UNEP in helping formulate and implement programmes which their Governments would be unable to undertake on their own. Another delegation felt that donor countries should give priority to the environment in their technical assistance programmes.

67. Some delegations stressed that since pollution was often poverty-induced, resources should be managed in such a way as to contribute to the over-all long-term development of human society and welfare and satisfy basic human needs. In their view, the Executive Director's initiative concerning the assessment of basic human needs and the monitoring of the non-satisfaction of those needs deserved special support.

68. Delegations were generally satisfied with the activities of UNEP, with respect to environment and development and with the Executive Director's report contained in document UNEP/GC/102. One delegation felt, however, that UNEP could give greater impulse to environment and development projects and another delegation noted with concern the sharp reduction in the proposed Fund allocation for environment and development, and the relative emphasis on irrational and wasteful uses of natural resources to the near exclusion of the broader concept of environment and development. Many delegations felt that sound environmental principles should be built into development planning at all levels of decision-making. While recognizing that the assessment of the environmental impact of development activities was increasingly being accepted as an integral part of development planning, several delegations felt that greater assistance was required from UNEP in that connexion, especially with respect to the preparation of guidelines for environmental impact statements. UNEP should seek the acceptance by all States of the principles that countries should, in evaluating the environmental impact of new activities, also assess any possible impact of such activities on other countries and provide them with the relevant information. A few delegations considered that the concept of ecocodevelopment provided a useful framework for the reconciliation of environmental and developmental goals and should be further developed through field studies and practical experiments.

69. The representative of the non-governmental organizations described the role which such organizations could play in environmental protection in co-operation with UNEP. She expressed concern over what she saw as a loss of momentum in the area of human settlements, where too little attention had been given to devising practical and effective solutions to the increasingly urgent problems faced by countries. She also stressed the importance of environmental education and information and the need for Governments to halt the stock-piling and distribution of weapons that threatened the entire planet with catastrophe.

70. The representative of the Palestine Liberation Organization recalled General Assembly resolution 31/110 on the living conditions of the Palestinian people, and noted that UNEP could not but concern itself with that question, since it involved the satisfaction of such basic human needs as education, health, sanitation and housing.

71. Responding to the comments made in the general debate, the Executive Director said he took it that the Governing Council: supported the basic principle underlying the work of UNEP, that of the complementarity of environment and development; endorsed the need for new patterns of development and life-styles, for the satisfaction of basic human needs, for the elimination of poverty, as the worst form of pollution, for ecocodevelopment as one of the possible techniques of

environmentally sound development; and approved intentions of UNEP to develop the capacity to assess risks and sound alarms, where appropriate, to promote environmental impact assessment of development projects, to intensify efforts at the regional level and to support national environmental protection efforts which were of regional or global significance. He also took it that the Council approved in principle the proposal to report on a limited number of areas, and the establishment of a definite number of goals.

72. He shared the concern of the Council regarding documentation, the developments in the Intergovernmental Group of Experts on Natural Resources Shared by Two or More States, and Earthwatch. Perhaps both the secretariat and Governments had underestimated the co-ordination difficulties relating to GEMS. With regard to IRS, the problem was, as some delegations had said, one for Governments rather than for UNEP.

73. He fully shared the Council's views on the urgent need for proper evaluation of the programme, and of projects. The latter task was the easier; the guidance of the Governing Council was needed regarding the evaluation of the catalytic activity of the Fund and the evaluation of the programme.

74. Finally, the Executive Director replied to and commented on the specific points raised by a number of delegations.

Action by the Governing Council

75. At its 75th meeting, on 25 May 1977, the Governing Council adopted by consensus a draft decision submitted by the President on programme policy and implementation (decision 82 (V)). ^{5/} The President indicated that all draft decisions submitted by him had been the subject of consultation with the Bureau and the Chairmen of the regional groups.

76. The representative of France said that in his delegation's view, the text of the decision should not have referred to the report of the informal working group on documentation which had met during the fifth session, since it had no official status.

77. The representative of Canada said that the informal working group had commended the progress made in improving documentation, including the production of a single programme document, the separation of policy and information documents, and the regular provision of project information direct to Governments. To assist the Executive Director in making further improvements, it had annexed to its report specimen outlines of typical sections of the programme document, under the headings introduction, objectives, significant recent progress/developments, current major needs, targets, budgetary considerations and work plan. The group's concerns had been that the programme document should reflect the environmental activities of the entire United Nations system and, to the extent possible, of other international organizations, that it should show clearly the relation between programme content and cost implications, on an agency-by-agency and annual and total cost basis, and that it should provide the Council with the information required to enable it to

^{5/} For the text of the decision, see annex I below.

decide on the framework within which the programme should develop and to determine its direction and priorities. Accordingly, the group's recommendations called for the further development of multiagency joint programming, the indication of costs down to the programme area level, evidence of past achievements, identification of current problems and establishment of quantifiable targets. There would thus be a direct link between the programme and the detailed project information provided to Governments; the Executive Director's intention to produce in-depth analyses of selected topics each year could easily be co-ordinated with the programme areas, and the setting of specific targets would be an important element in the development of satisfactory programme evaluation.

78. At its 75th meeting, the Governing Council adopted by consensus a draft decision submitted by the President regarding the report of the informal working group on documentation. 6/

6/ Idem, "Other decisions".

CHAPTER III

PROGRAMME MATTERS

A. Introduction and general debate

79. Agenda item 7 was assigned to Sessional Committee I. The Committee had before it documents UNEP/GC/90 and Corr.1 and Add.1 and 2 and UNEP/GC/91. For an account of the organization of the Committee's work, see paragraph 15 above.

80. In a general introduction, the Chairman pointed out that item 7 dealt with the core of the activities of UNEP. Issues of particular importance included aspects of the proposed activities under human settlements, environment and development, oceans, energy, natural disasters and technical assistance. The Council should also give serious attention to the anticipated drop in expenditure on Fund programme activities in the period 1978-1981, especially to its implications for developing countries.

81. The Special Adviser to the Executive Director for Programme Matters drew attention to the new format of the programme document and invited comments and suggestions upon it. In particular, the secretariat would welcome comments on the integration of the three levels, the reordering of the sequence of functional tasks and priority subject areas and the level of detail used in the document, and on the Executive Director's proposal for a selective treatment, involving a four-year cycle, of programme matters.

82. The Deputy Assistant Executive Director for the Bureau of Fund and Management explained that the proposals for the level of Fund resources (UNEP/GC/98) were those required to achieve the purposes of the programme; alterations in the proposed programme would have repercussions on the level of Fund support, and vice versa.

83. All speakers welcomed the new format of the programme document, which was described as readable and comprehensive and regarded as a significant advance upon equivalent reports submitted to previous sessions of the Governing Council; it was clear that the secretariat had sought to respond to the views of delegations at the fourth session and to the recommendations of the informal working group on documents established then. ^{7/} In particular, delegations welcomed the integration of the three levels, the presentation of major policy issues for the attention of the Council, and the reordering of the treatment so that functional tasks were given more prominence. However, one delegation said it would have been preferable to group the functional tasks together, and suggested that the report on Earthwatch should in future be included in the Executive Director's report on the state of the environment. Some speakers suggested that the views of Governments should be sought if the secretariat were considering further changes

^{7/} See Official Records of the General Assembly, Thirty-first Session, Supplement No. 25 (A/31/25), para. 477.

in the ordering or status of functional tasks and priority subject areas. The introduction of the UNEP/INFORMATION/- and UNEP/FUND/PROJECTS/- document series was considered helpful to Governments.

84. Some delegations complained that they had received the programme document rather too late to give it proper study, and many speakers saw the need for further improvements in its presentation. Suggestions included greater use of diagrams, a better presentation of the activities of the United Nations system so that the unique role of UNEP could be more clearly identified, a clear explanation as to why UNEP was involved in certain fields, and a fuller exposition of proposals relating to the Fund. A number of speakers expressed reservations about annex III (suggested action by the Governing Council); they considered it too generalized, and suggested that it might not be possible to reflect all the Council's deliberations in an over-all decision.

85. One delegation made more far-reaching suggestions for further improving the quality of the programme document. It was important that the Council reappraise the substance and format of the programme document; the present document was too detailed and gave too much emphasis to how the programme was being implemented and too little to what it was achieving. One reason was the attention given in previous years to the formulation of strategies, which, while appropriate at the time, should now be replaced by fully elaborated work plans. The plans, which should be prepared for each subsector of the programme, presented along with precisely stated objectives, and subject to annual review, should contain a history of relevant expenditures, estimates of annual resource requirements related to the objectives and as far as possible, indications of the total resource commitment of United Nations agencies and others; the phases involved in implementing the plans should be made clear. The detail, for example about agency activities, could then be taken out of the programme document and in most cases placed in the UNEP/FUND/PROJECTS/- series, which would be useful as a means of keeping Governments informed of developments throughout the year. Such an approach would enable the Governing Council to focus on policy matters and evaluate performance, provide the secretariat with a useful management tool and help delegates explain the plans of UNEP in their own countries. However, it was recognized that presentation along such lines would entail a great deal of additional work for the secretariat, and it was suggested that an attempt might be made to make such a presentation on an experimental basis for a subsector of the programme.

86. While those proposals received a measure of support, not all speakers considered the programme document too detailed, and several asked for greater detail, possibly in conjunction with a separate summary of the document. One delegation stressed that the issue should really be one not of detail, but of clarity and understanding, and that account should be taken of countries' differing capacities to absorb and evaluate information.

87. In the light of the foregoing discussion, the informal working group on documentation was reconvened. The group's report was commended by a number of delegations, which urged the Executive Director to take its recommendations into account in preparing documents for the Governing Council. In reply, the Special Adviser to the Executive Director on Programme Matters confirmed that the report would be closely examined by the secretariat and its recommendations followed as far as possible.

88. Several delegations sought clarification on the relationship between the goals for 1982, set forth in the Executive Director's introductory statement, and the activities in the programme, and one pointed out that the goals were in fact drawn from the programme. A few delegations considered that the role of Governments in participating in the execution of the programme should be given more attention, and others, pointing out that Governments looked to UNEP for advice arising out of programme activities, said that a more systematic effort was needed to identify countries' needs in relation to the programme and asked for more advisory publications. One delegation, while supporting the Executive Director's proposals for the selective treatment of programme subjects at the sixth and subsequent sessions of the Governing Council, said that arrangements should be made to discuss briefly also those subjects which were not chosen for in-depth review.

89. The representative of FAO explained that his organization was committed to supporting a massive increase in food production, within the framework of ecological limits and avoiding destructive methods of production. FAO therefore laid stress, for example, on evolving new crop varieties and on overcoming socio-economic resistance to new methods of farming, and placed less emphasis on fertilizers and pesticides. Some 40 joint FAO/UNEP projects were under way; FAO was appreciative of the support given by UNEP, was ready to further that collaboration and offered UNEP the benefit of its experience in the field of food production and the environment.

90. During the course of the debate, the Committee noted with concern the serious flooding which had occurred in many parts of the host country, and expressed its sympathy to the people and Government of Kenya.

91. At the end of the general debate, the representative of the Government of Kenya announced that his Government had decided to ban all hunting forthwith, in order to control the menace of poaching and safeguard Kenya's wildlife. Delegates applauded the announcement.

92. The Committee agreed to include its recommendations regarding matters discussed in the general debate in the general draft decision on programme activities (see para. 274 below).

Action by the Governing Council

93. For the action by the Governing Council in this respect, see paragraph 275 below.

B. Environmental assessment

1. Earthwatch

94. Many delegations welcomed the progress made since the fourth session of the Governing Council in the activation of the various components of Earthwatch. It was generally felt that Earthwatch should serve as a major input to policy-making and environmental management. It was also emphasized that, if Earthwatch were to meet its objectives, it should draw continuously on the most recent scientific and technological achievements.

95. Many speakers pointed out that the effective participation of developing countries in Earthwatch was vital; there was therefore a need for continuing and systematic technical assistance and training, which should be seen also in the broader context of technical and financial assistance to the developing countries dependent on products of high-technology societies.

96. A number of delegations welcomed the significant increase in the proposed allocation of funds to Earthwatch, which they felt was a cornerstone of the UNEP programme. It was also stressed that the components of Earthwatch should be developed interactively. To that end, one delegation proposed the establishment of a UNEP office responsible for the over-all co-ordination of Earthwatch, with special responsibility for evaluation and assessment; it would also provide the scientific information needed to give early warning when appropriate. Such an institutional consolidation was essential for the promotion and achievement of the stated goals of Earthwatch. The proposal was supported by several other delegations.

97. One speaker questioned the feasibility of developing all components of Earthwatch interactively giving IRS as an example. The representative of UNESCO endorsed that view, which he felt was shared by other agencies.

98. Many speakers felt that evaluation was the key component of Earthwatch; monitoring was of little value if data were not integrated, evaluated and expressed in a form for use by decision-makers. They recognized that the data emerging from GEMS must accumulate for some time before a thorough and systematic process of evaluation could be undertaken. However, Governments could not wait for evaluation until the monitoring and information exchange components were fully functioning, as evaluation, even of incomplete data, was urgently needed for decision-making for environmental management purposes. Evaluation should start immediately on a pilot activity on one or two critical priority pollutants. The results, together with recommendations for action, should be included in the programme report to the Governing Council at its sixth session. Such action would not only help Governments make management decisions, but also contribute to developing the methodologies for further evaluation.

99. The representative of WMO stated that the official statements, published by WMO on the ozone layer and on climatic change were, in effect, the results of evaluation exercises, and that such activities were undertaken whenever a subject was felt to require urgent attention.

(a) Global Environmental Monitoring System (GEMS)

100. Many delegations noted the difficulty in meeting the goals for GEMS agreed by the 1974 Intergovernmental Meeting on Monitoring. ^{8/} While some felt that progress had been satisfactory, others said they would have wished to see greater advances. The urgent need to standardize sampling and measurements to ensure comparable results was highlighted. Small groups of governmental experts should continue to be convened to complete plans for the implementation of GEMS.

^{8/} For the report of the meeting, see UNEP/GC/24.

101. One delegation raised the issue of genetic consequences of environmental pollution in human and other populations, noting in particular that those effects were not adequately covered under the health-related component of GEMS. Since mutagenic agents, regardless of their source, were spread around the globe, monitoring of the load and rates of mutations resulting from exposure to environmental agents should be of equally high interest to both developed and developing countries. Moreover, unpredictable genetic changes, especially of bacteria and viruses, as a result of the continued saturation of the biosphere with mutagens, could have catastrophic consequences for man. Ongoing work in, and scientific collaboration between certain countries on biological and mutagenic effects of pollutants had led to advances in theoretical approaches to genetic population monitoring and to the establishment of complex laboratory test-systems. The inclusion of genetic monitoring in GEMS, drawing on the results of those national activities, would make the system more effective in terms of forecasting ability.

102. Several delegations agreed that systematic genetic monitoring had become feasible, due to new developments, and should become part of GEMS. Information obtained through genetic monitoring was crucial for pollution control. In fact, since genetic monitoring was monitoring of effects, it was in essence a form of evaluation. Moreover, it was closely related to, and could both contribute to and gain from, the activities of IRPTC. The difficulty of such monitoring, especially when it covered entire populations as opposed to specific high-risk groups, was however recognized, and the problems encountered in UNESCO's Man and the Biosphere (MAB) project No. 12 were noted.

103. It was recognized that the perception of what was of critical environmental importance changed with knowledge and time, and that periodic reviews of priority pollutants should therefore be undertaken. One delegation noted the special interest of the developing countries in aflatoxins and dichloro-diphenyl-trichloroethane (DDT) and called for special attention to them. Another proposed that the flow of toxic materials and dangerous substances through international trade should be monitored. Different delegations emphasized the importance of monitoring suspended dust and particles, especially those resulting from sandstorms, of ocean monitoring, especially in coastal waters, and of monitoring the environmental effects of different energy technologies.

104. One speaker felt that UNEP should not be exclusively concerned with the development of the global system, but should also assist the developing countries in developing their national monitoring systems. To be truly effective, the monitoring network should cover the entire globe. In that connexion, the criteria for deciding on the siting of monitoring stations were questioned. High-risk zones and zones with special properties should be considered when decisions on location of stations were taken. However, capability to establish monitoring stations frequently did not exist in the developing countries and, unless it were built up, there would be serious gaps in the system. In future, location of stations must also take account of the views and interest of Governments, rather than relying exclusively on interagency consultations. It was also pointed out that a fundamental problem in deciding on the deployment of monitoring stations, which had not yet been elaborated on in the context of GEMS, was the lack of a clear understanding of the mechanisms of biogeochemical cycles.

105. The representative of WMO pointed out that all the stations within the WMO network for monitoring background air pollution were established and operated by Governments. The selection of sites for the stations was also made at the national level. The role of WMO was to recommend criteria for the stations, to advise Governments, on request, on the establishment of the stations, and to give technical assistance, including the provision of equipment and of training facilities. In those activities, WMO co-operated closely with UNEP within the framework of GEMS.

106. The representative of UNESCO said that the main objective of the research component was to make GEMS an effective tool for the evaluation of environmental hazards. There was a difference between research on pollution and its monitoring, which could be conducted within Earthwatch, and research relating to resources monitoring, which could not be dissociated from research concerning their proper management. He mentioned the importance of biosphere reserves for terrestrial ecosystems monitoring as well as the use of the Global Investigation of Pollution in the Marine Environment (GIPME) for marine pollution research.

(b) International Referral System (IRS)

107. Many delegations stressed the importance their Governments attached to the information exchange component of Earthwatch in general, and to IRS in particular. Some speakers welcomed the secretariat's suggestions for further review and evaluation of IRS in terms of its relevance to countries at different stages of development. The significant progress towards making IRS fully operational was noted, and the IRS demonstration organized in conjunction with the Governing Council session was commended. The importance of increasing the number of sources to ensure adequate geographical and subject coverage was emphasized, and particular stress was placed on the need for Governments to accelerate the registration of sources.

108. One delegation said that fuller use should be made in the IRS network of the expertise available in specialized agencies and other international organizations. Technical assistance was considered by several delegations to be very important, and some felt that UNEP should further intensify its programmes in that area, for instance through more training, workshops and seminars and through staff and consultant visits.

(c) International Register of Potentially Toxic Chemicals (IRPTC)

109. Many delegations welcomed the progress achieved in launching the International Register of Potentially Toxic Chemicals. It was recognized that it was beyond the resources of any country to do all the necessary research on potentially toxic chemicals, and that the Register had a key role to play in the exchange of relevant information. Support was expressed for the scientific advisory committee for IRPTC.

110. One delegation emphasized that IRPTC was of great interest to developing countries, as purchasers of chemicals, pharmaceuticals and food products from the developed countries. Frequently the use of such products was controlled in the exporting countries because the products did not meet their safety standards, yet they were sold in the developing countries' markets. IRPTC should collect

information on the results of in-depth studies of such hazardous substances as aflatoxins and DDT. Another speaker stated that collection of data on mutagenic and antimutagenic effects of chemicals was very important: one of the components of IRPTC should be information on the mutagenic effects of chemicals.

111. Several delegations stressed the need for training and guidance for developing countries in data collection, storage and evaluation. It was proposed that IRPTC should assist developing countries in building up national registers of potentially toxic chemicals. The need for greater international co-ordination of efforts in the field of data collection, exchange and evaluation was mentioned. The representative of the Commission of the European Communities mentioned the fruitful contacts between IRPTC and the Environmental Chemical Data and Information Network (ECDIN), and stressed the necessity of compatible procedures being used in IRPTC and other data banks.

(d) Assessment of basic human needs and outer limits

112. Many delegates stressed the importance of the involvement of UNEP in the related areas of basic human needs and outer limits, and gave broad support to the Executive Director's activities and plans for them. Several noted that, while the satisfaction of basic human needs was of the highest possible priority, especially for developing countries, it was also necessary for UNEP to continue to give prominence to the topic of outer limits. In that respect, a balance should be maintained in Earthwatch to ensure that the programme was of benefit to all countries.

(i) Basic human needs

113. Some delegations pointed out that the pursuit of alternative life styles and development patterns, which was essential for the satisfaction of basic human needs on a sustainable basis, was more relevant to the priority subject area Environment and development. One speaker suggested that basic human needs might be linked to social outer limits so as to give sharper focus to UNEP's activities in that area. Nearly all delegations referred to the importance of UNEP working closely with other organizations in the United Nations system in the area of basic human needs.

114. Some delegations thought that the proposed objective for assessment of basic human needs (UNEP/GC/90, para. 112) failed to make it clear that UNEP's concern with the subject, as part of Earthwatch, was the linkage with assessment of environmental quality and the availability of natural resources. Several speakers emphasized that the assessment of needs was not difficult, provided the analytical framework within which it was carried out recognized the importance of the problem of poverty and of the unbalanced use of the resources; for that reason, the objective should contain an explicit reference to the eradication of poverty.

115. Several delegations referred to the interrelationship between basic human needs, quality of life and standard of living. One pointed out that the satisfaction of basic human needs was a first priority, but that once a quantifiable threshold, representing a reasonable standard of living, had been met, society could then be concerned with improving the quality of life: the arbitrary nature of the assessment of basic human needs could be partly overcome if that distinction were borne in mind. Another delegation said that use should

be made in UNEP's assessment activities of the work of the Economic Commission for Europe (ECE) in establishing indicators which could be used to measure the quality of life.

116. Several delegations pointed out that the proposed list of basic human needs was essentially a list of physical requirements. It was important to recognize that there were social and cultural aspirations which should be identified and satisfied, for example the maintenance of a sense of cultural identity within communities, particularly in the light of the speed of communications and large-scale demographic changes.

117. The representative of WHO said that the Director-General had recently proposed that health policy should be guided by social goals and that the fruits of progress in health research should be better distributed between and within countries. Accordingly, proposals were before the thirtieth World Health Assembly to ensure that all people should enjoy by the year 2000 a level of health conducive to satisfactory social and economic development. WHO would look to UNEP for co-operation in the attainment of that basic need, which might well involve a broader view of the activities of UNEP in the area of human health than was now apparent in the programme.

118. The representative of the ILO expressed his satisfaction that the Executive Director had included creative employment in the list of basic human needs. Employment provided the only effective means of redistributing income, and hence of eradicating the poverty to which several delegations had referred. The ILO looked forward to co-operation with UNEP and other United Nations agencies in the implementation of relevant recommendations of the World Employment Conference.

(ii) Outer limits

119. Several delegations pointed out that the study of outer limits was essential for the proper management of man's activities, and called for a co-ordinated effort by international and national organizations. One delegation said that the poorest people, including those in developed countries, were those most at risk if the outer limits were transgressed. Another said that the "outer limits" concept would be better expressed as making the best of the constraints imposed by the environment, for example by the re-use of waste products.

120. It was pointed out that more attention should be given to establishing a better understanding of natural climatic changes, as a prerequisite for assessing the impact of man's activities on climate. UNEP and WMO were urged to accelerate the completion of the network of baseline monitoring stations and to convene the experts meeting in climate-related monitoring as soon as possible; the support of UNEP for the first global experiment of the Global Atmospheric Research Programme was welcomed. One delegation referred to the invaluable contribution which could be made by the International Council of Scientific Unions (ICSU) and its affiliated national scientific organizations to studies of climatic change.

121. The Executive Director's intention to hold a meeting of experts to follow up the development of principles and guidelines for weather modification activities was supported. Another delegation expressed the view that systems of mutual notification of weather modification experiments, such as those existing between

the United States of America and Canada, could be applied more widely. The participation of UNEP in the precipitation enhancement project of WMO was also welcomed. One delegation said UNEP should not become too politicized and, in that context, criticized the reference in the Executive Director's report to the Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques.

122. Several delegations gave their support to the World Plan of Action approved by the Meeting of Experts designated by Governments, Intergovernmental and Non-governmental Organizations on the Ozone Layer (UNEP/WG.7/25/Rev.1, annex III, sect. 4, paras. 2 and 3), and urged the Executive Director to secure its implementation as rapidly as possible, and in particular to establish the Co-ordinating Committee on the Ozone Layer. Because the ozone problem involved so many interrelated issues which required interdisciplinary study, it was particularly suited to the co-ordinating role of UNEP. A number of speakers pointed out that the relative importance of the several possible threats to the ozone layer, and the way in which each cause interacted with another, were as yet unclear; in particular, the global budget of sources and sinks of chemicals which could deplete ozone was not fully known. One delegation urged that research on potential impact on the ozone layer be taken into account before the development of a new generation of supersonic aircraft.

123. Differing opinions were expressed as to the timeliness of promoting international agreements or national legislation to control the production and use of chlorofluoromethanes or chlorofluorocarbons (CFMs) and other threats to the ozone layer, and it was proposed that UNEP should participate actively in the development of world-wide regulations. Several delegations mentioned the informal meeting of countries and agencies - including UNEP - held in the United States in April in order to consider regulations to control CFMs. One representative said that, following that meeting, his Government had drafted regulations to control the use of CFMs for non-essential purposes, and hoped to promulgate them formally before the end of the year. Another delegation indicated support for such action, pointing out that the limited capacity of the environment to absorb poisons and destructive chemicals should be reserved for substances which were essential to human progress.

124. Several other countries considered it too soon to introduce controls over CFM production and use. Before such a step, which could have appreciable economic consequences, were taken, more precise data were needed on the part played by CFMs in ozone depletion; moreover, some of the alternative propellants were possibly more dangerous. One delegation, while agreeing that alternative propellants must be safe, pointed out that they were already replacing CFMs. Because of the decreasing production trend, there might be no need to ban the use of CFMs.

125. The proposed activities in the area of bioproductivity were referred to by several delegations. The value of studies of biogeochemical cycles and the importance of involving national institutions was stressed. One delegation recommended that research on the mechanisms and genetics of photosynthesis could be conducted more effectively by qualified scientific institutions than by UNEP.

126. Many delegations referred to the importance of studies in the area of social outer limits, an understanding of which was considered essential for identification of the necessary changes in life styles. Work on social indicators of the quality

of life was relevant to further action in that area. One delegation emphasized that UNEP should support, rather than duplicate, the work of other organizations on the subject, while another stressed that the concept must include the capacity of people to survive when subject to severe environmental stress and extreme conditions of poverty.

127. Speaking of bioproductivity, the representative of UNESCO said that the study of biogeochemical cycles would help in understanding the functioning of ecosystems and the effect of pollutants on them. In respect of social outer limits, and the need for concrete results in that area, he referred to MAB project 13 on the perception of the quality of the environment; socio-cultural studies of that kind were a prerequisite for environmental management.

128. The representative of the ILO also stressed the value of work in the area of social outer limits; since a proper response to environmental issues depended on peoples' understanding of events, the tripartite structure of the ILO, involving Governments, employers and workers, meant that the organization was well placed to assist in that field.

2. Environmental data

129. In a brief discussion of the subject, one delegation said that UNEP should approach other agencies in the United Nations system to ensure that their data collection activities took due account of UNEP's need for environmental data. He also urged UNEP to try to get more quantified data on social costs, which could help decision-makers.

130. At the conclusion of its debate on environmental assessment, the Committee recommended for adoption by the Governing Council draft decisions on Earthwatch, submitted by the delegation of the United States of America, monitoring of pollutants, submitted by the delegations of Belgium, Canada, Jamaica, Kenya, New Zealand and the United Kingdom of Great Britain and Northern Ireland, and the ozone layer, submitted by the delegations of Belgium and the United States of America. The Committee agreed to include its additional recommendations regarding Earthwatch in the general draft decision on programme activities (see para. 274 below). No specific recommendation for decision was made regarding environmental data.

Action by the Governing Council

131. At its 75th plenary meeting, on 25 May 1977, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 84 (V)). ^{9/} For other action by the Council on the Committee's recommendations regarding Earthwatch, see paragraph 275 below.

132. The Executive Director said that, in complying with the request contained in decision 84 (V) to establish a Co-ordinating Committee on the Ozone Layer, he would follow the recommendations of the Meeting of Experts on the subject, namely, that the Committee should be composed of representatives of organizations of the United Nations system and non-governmental organizations participating in the implementation of the Action Plan on the Ozone Layer, as well as of countries with major programmes regarding the layer participating in the Action Plan.

^{9/} For the text of the decision, see annex I below.

C. Priority subject areas

1. Human settlements and human health

(a) Human settlements and habitat

133. Delegations generally welcomed the proposed programme, and noted the reformulation of the programme activities on the basis of the outcome of Habitat: United Nations Conference on Human Settlements. It was, however, pointed out by one delegation that, while UNEP had an important contribution to make in the subarea, its role should not be operational, but one of stimulation and co-ordination. Specifically, UNEP should concentrate on ensuring that environmental considerations were taken fully into consideration in the development of human settlements. From that standpoint, some of the stated objectives did not appear to follow naturally from the role of UNEP within the United Nations system, and there was scope for developing programme activities on the basis of recommendations A.2, C.6 and C.13 of the Conference. 10/

134. One delegation stated that the Economic and Social Council should acknowledge the indivisibility of the man-made and natural environments and that UNEP should continue to treat the issue of human settlements in a holistic manner. Another delegation felt that human settlements and habitat, as an area of great interest to developing countries, should figure prominently in the programme of UNEP. It was generally agreed that, in spite of the uncertainty of the international institutional arrangements for human settlements, UNEP should vigorously pursue its activities in the area. However, it was pointed out that UNEP should not assume responsibility for implementing too large a share of the recommendations of the Habitat Conference, lest it commit its limited resources for tasks which were not its unique responsibility.

135. Several delegations referred to the importance of developing guidelines for environmentally sound development of human settlements, and to the potential utility of related pilot and demonstration projects, the results of which should be widely disseminated to Governments. One delegation felt that international co-operation should concentrate more on exchange of information on approaches to settlements planning than on the indiscriminate transfer of often inappropriate solutions, and should also take full account of region- and locality-specific conditions. It was also suggested that the programme activities should contribute to promoting a better balance in the improvement of human settlements in rural and urban areas, from the standpoint of enhancing the over-all quality of the human environment. One delegation felt that improvement of existing settlements should be a priority concern of the programme.

136. A number of delegations supported the work of UNEP on human settlements as ecosystems. The representative of UNESCO said that work on the concept had already begun within MAB Project No. 11.

137. The importance of training human settlements managers was generally recognized, and it was felt that there should be a training component in human settlements projects. The representative of UNESCO commended the catalytic role of UNEP in

10/ See United Nations publication, Sales No. 76.IV.7, chap. II.

initiating, within his organization, a programme of training human settlements managers; the first stage of the programme had been very successful, and the project should be extended.

138. One delegation said that UNEP should help the developing countries in the implementation of self-help projects in human settlements, involving the active participation of local populations and using locally available, inexpensive materials, and should support demonstration projects to that end.

139. The proposal to establish regional networks of institutions to promote environmentally sound and appropriate human settlements technologies received general support. One delegation, however, cautioned that UNEP should avoid duplicating the efforts of competent United Nations bodies in the regions but should complement them. Another delegation pointed out that a number of demonstration and pilot projects had been prepared for the Habitat Conference and that UNEP should use the wealth of material made available through the Conference in programming its future activities.

140. One delegation suggested that UNEP should make an effort to identify specific guidelines for environmentally sound development of human settlements, covering, in particular, the fields of water supply and quality, waste, use of energy, transport, communication and land use.

141. Several delegations stressed the importance of information exchange in the area of human settlements technology. It was suggested that UNEP should play an active role in collecting and disseminating to Governments and interested institutions information on environmentally successful as well as unsuccessful instances of human settlements development, and that the relevant experience and knowledge of non-governmental organizations should be effectively mobilized. It was also emphasized that there was a need to intensify information exchange on appropriate human settlements technologies among developing countries. One delegate said that prefabrication construction methods should not be considered irrelevant, as they generally increased the speed of construction of human settlements. One delegation said that UNEP should co-operate only with organizations whose policy was in accordance with the aims and principles of the Charter of the United Nations; since the aims of the North Atlantic Treaty Organization (NATO) did not accord with those of UNEP, the reference to NATO in the programme document should be deleted.

(b) Health of people and of the environment

(i) Human and environmental health

142. The programme was generally endorsed. Delegations commended UNEP for its co-ordinating and catalytic role, and felt that it should continue to leave operational activities to the various specialized agencies. Some delegations felt that UNEP had to be highly selective in funding activities in the programme area. The representative of WHO commended the catalytic role of UNEP, which had brought together a number of agencies interested in environmental health, and promised the full co-operation of WHO. One delegation felt that the quality of the working environment, which was a much broader concept than "occupational health", should be given special attention in the area of human and environmental health. In that area, UNEP should co-operate closely with the ILO, which, with its tripartite structure, would make an important contribution to broadening the treatment of the

issue. Several delegations supported that view. Another delegation noted the importance of the domestic and family environment and its impact on human health, including mental health.

143. UNEP was urged to pursue vigorously studies of the impact of pollutants on human health. One delegation mentioned the need to develop and publish documents on criteria for the effects of pollutants, which could be linked to Earthwatch assessment of a particular pollutant. The need to accelerate the assessment of the impact of biological and chemical pollutants on human health and on the environment, in close co-operation with specialized agencies, was generally emphasized. Some delegations mentioned particularly the harmful effects of mycotoxins and certain zoonotic diseases. One delegation stressed the importance to both developed and developing countries, and both urban and rural areas, of the support for research and training activities relating to the control of diseases, including air pollution as it related to cancer.

144. Another delegation suggested that both that activity and the assessment of the correlation between pollution, nutritional status and housing conditions should be concentration areas. Another felt that attention should also be given to subclinical effects of pollutants. Several delegations drew attention to the socio-economic aspects of environmental health and disease control. The importance of preventive measures was noted, and one delegation said the epidemiological studies should be undertaken of chronic diseases, other than cancer, which were linked to environmental factors and tended to occur in association with each other.

145. The representative of the Commission of the European Communities noted the progress achieved in evaluating risks to human health of various pollutants in the European region, and drew attention to the Commission's proposal to Governments for institutionalizing the requirement for testing of dangerous substances before they were marketed. One delegation attached great importance to future mandatory screening of all new chemicals for effects on human health and the environment.

146. Strong support was expressed for the programme elements concerned with food spoilage and contamination. The representative of IAEA mentioned the processing of food, feed and agricultural produce by ionizing radiation, as a novel method which yielded safe products, contributed to the reduction of pollution, and could be of special benefit to developing countries, and proposed that UNEP should co-sponsor the International Facility for Food Irradiation Technology. One speaker, however, felt that irradiation of food had a number of short-comings, and that it was premature to consider its systematic application. He noted that the Codex Alimentarius had the issue on its agenda.

(ii) Pest management systems

147. The proposed programme activities were generally commended, and it was pointed out that the development of pest management systems should include fundamental and operational research, field demonstrations, community participation, exchange of information and training. Some delegations suggested the inclusion in the programme of additional pest-caused diseases, such as ilioasis and leishmaniasis. The representative of WHO said that those diseases were already being dealt with by WHO. One delegation felt that UNEP should not begin to deal with new diseases or pests before it had proceeded further with its work on schistosomiasis, malaria and cotton pests.

148. One delegation noted the importance of training in the developing countries for pest management, and said that the use of biodegradable pesticides was often preferable to biological control of pests. Another said that UNEP should aim at the reduction and eventual elimination, throughout the world, of the use of harmful chemicals in the production of food and the prevention of disease.

149. At the conclusion of its debate on the priority subject area, the Committee recommended for adoption by the Governing Council a draft decision on human and environmental health, submitted by the delegations of Belgium, France, Germany, Federal Republic of, Kenya, Senegal and Zaire. The Committee also agreed to include its additional recommendations regarding "Human settlements and human health" in the general draft decision on programme activities (see para. 274 below).

Action by the Governing Council

150. The Governing Council considered the draft decision at its 75th plenary meeting, on 25 May 1977. The representative of France said his delegation doubted the propriety of the reference to the ILO in operative paragraph 1, since the responsibilities of WHO and FAO were primordial in that field. However, it would not oppose the adoption of the text as it stood.

151. At its 75th meeting, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee 1 on human and environmental health (decision 85 (V)). 11/ For other action by the Governing Council on the Committee's recommendations regarding "Human settlements and human health", see paragraph 275 below.

2. Terrestrial ecosystems

152. The importance of the programme of work was stressed, and its objectives and policies fully endorsed. Delegations generally agreed that an ecosystem approach was essential if environmental problems were to be solved; the catalytic and co-ordinating role of UNEP was of paramount importance in filling the gaps and in promoting the programmes of many international and other organizations.

153. The activities of UNEP in relation to the ecosystems of arid and semi-arid lands were welcomed, especially since the area required an institutional focus for co-ordinating existing efforts and developing new activities. It was noted that the forthcoming United Nations Conference on Desertification would promote a new set of comprehensive activities regarding such ecosystems. One speaker thought, however, that the proposals of UNEP were not sufficiently co-ordinated with the international plan of action to combat desertification.

154. A number of delegations endorsed the activities of the FAO Ecological Management of Arid and Semi-Arid Rangelands (EMASAR) project and the UNESCO Integrated Project on Arid Lands (IPAL) and expressed a wish to see greater co-ordination and mutual support between them. It was also proposed, and supported by several speakers, that the IPAL project be extended to cover the Sahel and the arid and semi-arid territory of Tunisia. Several speakers expressed support for the co-operation between UNEP and the Institut du Sahel.

11/ For the text of the decision, see annex I below.

155. One delegation said that its Government was ready to share its considerable experience in the management of arid and semi-arid lands with other countries, preferably through IRS.

156. The proposed activities relating to firewood and substitutes were endorsed, and the need for developing alternative sources of energy was emphasized. The link between firewood and satisfaction of basic human needs was mentioned. One delegation, noting the close relation between activities relating to firewood and the "Trees" programme, expressed the hope that results would soon be forthcoming from the latter, while another stressed that concrete steps should be taken in the area. Several delegations thought the firewood activities offered a good example of how several parts of the programme could be integrated.

157. Many speakers underlined the importance of the proposed activities regarding tropical woodlands and forests. The hope was expressed that UNEP, in close co-operation with UNESCO, would show greater interest in tropical forests. The importance of careful exploitation of such ecosystems, in line with sound ecological principles, was stressed, and the development of guidelines for their management was welcomed. One delegation said that education and training in tropical forest management should be strengthened, and several said that emphasis must be placed on field action, so as to improve the quality of life in tropical forest ecosystems. It was felt that a regional approach could be fruitful and would win the support of both developing and developed countries. Other speakers suggested that the programme should provide for the preservation of additional examples of undisturbed tropical ecosystems.

158. Several delegations endorsed the proposed activities regarding mountain ecosystems, islands, coastal and other ecosystems, while one felt that UNEP had so far neglected the area. Another speaker expressed disappointment that the conference on mountain ecosystems, which was expected to produce guidelines for the conservation and management of natural resources in mountains, had not been held as originally planned in 1976. He hoped that the conference would be held in 1977 and that UNEP would support it. A regional MAB workshop on biosphere reserves, being convened by Australia and New Zealand, would also further the same objectives. His Government was prepared to co-operate with UNEP in reviewing the ecological status of high mountains. Another delegation expressed support for the activities related to "islands for science".

159. It was generally felt that soil loss was a very important issue for UNEP, affecting both developed and developing countries, and a number of speakers welcomed the proposed activities. One delegation, however, was critical of the proposed work programme on soils: several of the issues involved were within the competence of many international and other organizations, and UNEP should concentrate on co-ordinating and organizing the related activities. A good deal of information was available at the national level on methods of combating soil degradation; therefore, while UNEP could organize courses and seminars in countries where the problems were acute, it should also organize an international flow of information on combating erosion, salinization, soil pollution and soil loss as a result of non-agricultural uses, drawing on data from national institutions, with which UNEP had not yet become closely involved.

160. Other speakers indicated that the conservation and sound management of highly productive or potentially productive soils, together with the identification and

protection of fragile soils, which could easily become degraded, should receive priority. Some delegations mentioned the importance of sand-dune fixation and tree monoculture in relation to the environment. Another emphasized the importance of conservation and sound management of soils after deforestation; cultivation of such areas often led to rapid erosion and fertility loss.

161. Support was expressed for the UNEP activities relating to water. In the review and follow-up action to the United Nations Water Conference, UNEP would have an important catalytic and co-ordinating role to play, in close co-operation with the Economic and Social Council, the Committee on Natural Resources and the regional commissions, and regional projects requiring early action should be identified. The importance of the United Nations Water Conference in relation to the forthcoming United Nations Desertification Conference was noted.

162. The financial support of UNEP for the recently established International Training Centre for Water Resources Management was welcomed. One delegation, however, stated that it was not convinced of the need for the new institution; primary reliance should have been placed on existing institutions, or on the establishment of new bodies in regions or countries where such training was needed.

163. One delegation noted that water resources management frequently transcended national boundaries, and required regional co-operation, of which the planned activities of UNEP regarding the River Nile could become a positive example. Regarding water quality, it was proposed that UNEP should concentrate on developing cheap and easy methods for purifying water in the developing countries. It was also felt that UNEP should devote more attention to desalinization of salt water. The importance of wetlands as reserves of water was stressed.

164. The activities in the genetic subprogramme were generally endorsed, and close co-ordination of related international activities was called for. One delegation said that the strategy evolved concerning crop genetic resources by the International Board for Plant Genetic Resources (IBPGR) was an appropriate one, and the participation of UNEP was commendable. Several delegations called for further efforts in the preservation of additional samples of undisturbed ecosystems, as a way of conserving important genetic resources. Another said that the UNEP programme on the problem of biosphere genetic resources should be broadened to include the principle of rational use of animals and plants which were of economic interest.

165. Several delegations welcomed the programme's emphasis on the harnessing of microbial resources for environmental management and the proposed creation of a world-wide network of microbiological resource centres. One delegation cautioned against UNEP involvement in any long-term research activities of a fundamental nature, adding that financial support, if any, should be given only to very carefully selected activities.

166. In relation to the subprogramme of wildlife and protected areas, many delegations supported the involvement of UNEP in the effective implementation of existing international conventions on conservation and management of wildlife and their habitats, and in the preparation and conclusion of new ones. The proposed activities relating to the restoration, conservation and management of wildlife resources and their habitats were welcomed.

167. Several speakers felt that UNEP should be a leader in the sphere of wildlife and protected areas, and suggested that it should emphasize conservation policies and criteria and offer advice and assistance to countries in training activities and the preparation of management plans for national parks and other ecologically critical areas. One delegation felt that the ties of UNEP with the International Union for Conservation of Nature and Natural Resources (IUCN) and the World Wildlife Fund (WWF) should be strengthened, while several called for greater attention to recreational areas and to pressures of tourism on national parks.

168. The provision by UNEP of secretariat services for the Convention on International Trade in Endangered Species of Wild Fauna and Flora was unanimously endorsed. Concern was expressed that the present secretariat was inadequate for its purposes, and would become even more so when more parties adhered to the Convention. The fact that 35 States had become parties to the Convention since its entry into force on 1 July 1975 was interpreted by many delegations as an indication that the Convention was gaining in importance. Several delegations expressed the hope that funds would be made available from UNEP for an expanded secretariat and, after changing the treaty, from other sources.

169. Many delegations supported the proposed Convention on Conservation of Migratory Species of Wild Fauna, the plenipotentiary conference for the adoption of which might be held in 1978. The hope was expressed that the Convention would result in a set of strong regulations, and the need for co-ordination at the regional level with ongoing efforts by the Council of Europe was emphasized. One delegation stressed that the Convention gave rise to a number of important considerations relating to the law of the sea; the present draft required more preparatory work and consultations with Governments.

170. At the conclusion of its debate on the priority subject area, the Committee recommended for adoption by the Governing Council draft decisions on arid and semi-arid lands ecosystems, submitted by the delegations of France, Senegal and Tunisia, training in tropical ecology, submitted by the delegations of Brazil, the Congo, Gabon, the Ivory Coast, Nigeria and Zaire, and on the secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora, submitted by the delegations of Finland, Germany, Federal Republic of, Ghana, Kenya, Senegal, Switzerland, Tunisia and the United States of America. During the discussion of the third draft decision, the representative of China said that his Government paid special attention to the protection of endangered, rare and valuable species of wild fauna and flora. Practical steps taken included studies, the setting up of protected areas and the formulation of policies. The giant panda was a remarkable example of results in that field.

Action by the Governing Council

171. At its 75th plenary meeting, on 25 May 1977, the Governing Council adopted by consensus the draft decisions recommended by Sessional Committee 1 on ecosystems of arid and semi-arid lands, as orally revised by the representative of Tunisia, on training in tropical ecology and on the secretariat of the International Convention on International Trade in Endangered Species of Wild Fauna and Flora (decision 86 (V)). 12/

12/ Idem.

3. Environment and development

172. Several delegations emphasized the great importance of the priority subject area, and a delegate from an industrialized country felt that it was the very cornerstone of UNEP, being of interest to all countries, developed and developing. It was generally agreed that environment and development should maintain a distinct and high visibility in the programme, and it was pointed out that the relevant activities must be carried out within the framework of internationally agreed development objectives and in the context of the efforts to establish a new international economic order. There was general support for the view that the concern of UNEP in environment and development should be to help ensure that environmental considerations, including those relating to long-term sustainability of the development process, were fully reflected in thinking and action on development, and the proposed objectives and planned activities, as regrouped in document UNEP/GC/90, received general support.

173. Many delegations expressed serious reservations regarding the proposed reductions in the financial allocation for the priority subject area in 1978 and 1979 as compared to that in 1977, and said that it should be reviewed to ensure that the great importance of environment and development activities was adequately reflected in the Fund apportionment.

174. While appreciating the broad range of issues encompassed under environment and development, one delegation felt that the programme presentation was somewhat general, and required further elaboration; there was a lack of focus in the presentation, possibly owing to the broad scope of the subject area. Another said that the conceptual framework of environment and development needed continuing refinement. Many speakers argued that there was a pressing need for concrete and operational activities in environment and development. Some noted the value of covering the middle ground between concepts and concrete activities by evolving criteria and guidelines. A number of speakers underlined the importance of pilot projects as a means of advancing relevant knowledge as well as its application. It was generally agreed that the environmental dimension must be taken into account from the earliest stages of planning and decision-making. Emphasis was placed on technical assistance and training for personnel from developing countries, and the delegation of the German Democratic Republic mentioned that its Government was planning to hold, in the autumn of 1977, in collaboration with UNEP and UNESCO, a ten-month post-graduate training course on the management of ecosystems.

175. One speaker noted the great importance of involving people actively in programmes for environmentally sound development, and expressed the view that workshops conducted in the field with participation by the local population were superior to seminars.

176. One delegation criticized the conventional capital- and energy-intensive approaches to economic growth, which it felt had generated environmentally and socially detrimental effects in rural as well as urban areas in many developing countries. In its view, there was a need for new patterns of development involving ecodevelopment approaches, use of appropriate and people-oriented technologies, greater attention to the needs of rural areas, careful management of natural resources, planning with nature and strengthened regional co-operation among developing countries themselves.

177. Several delegations noted with satisfaction the work of the Inter-governmental Expert Group on Environment and Development and on Environmental Impact Arising from Uses of Natural Resources, and supported the proposed programme in the subarea. It was considered important that the guidelines for the use of natural resources recommended by the Group should be reflected in the programme. One delegation expressed concern that the action proposed by the Executive Director as a follow-up to the Expert Group's meeting seemed to deal only with the question of use of natural resources; it was also considered important to continue to give prominence to the refinement of the conceptual framework of environment and development, and a proposal was made that the group of experts should be reconvened to continue its work, especially from the standpoint of making the proposed guidelines more specific and operationally useful.

178. Several delegations supported the proposed regional seminars on alternative patterns of development and life styles, which were recognized as a promising approach to broadening the outlook of planners and decision-makers. Some thought that the experience in reconciling environmental considerations with those of economic development available within their countries should be of use to all countries, and could be shared with others through the seminars.

179. One delegation noted that one of the chief obstacles to incorporating environmental considerations into development planning was the inadequacy of financial resources, and proposed that ways should be found to ensure effective participation of financial planners or managers in the seminars; should that not be possible, every effort should be made to make their results available to such decision-makers.

180. Several delegations noted with interest the proposed UNEP/UNDP country missions, and expressed the hope that they would produce useful results. One speaker said that such missions should be prepared and undertaken with the utmost care and sensitivity to local conditions, and should provide a satisfactory feedback of relevant information and recommendations to the Governments of host countries. Careful selection of the experts participating in the missions was also important; the expertise and institutional facilities available within developing countries should be used in the best way possible. Another delegation said that the country missions and the regional seminars should be closely linked. It was also proposed that the missions and seminars be continually evaluated in order to ensure maximum benefit for further planning.

181. Several delegations said that improvement of the working environment was crucial to improvement of the quality of life, and that UNEP should give it greater attention in the programme, in close co-operation with the ILO. One delegation suggested that working environment activities might, if the term "industry" were interpreted broadly, be covered under the industry and environment programme.

182. A number of delegations emphasized that statements on environmental impact assessment were a means of taking environmental considerations into account in the choice and design of development projects; such work should rely on local expertise, and should be based on specific conditions of particular regions and countries. The initiatives of UNEP in helping to introduce environmental considerations into the development assistance policies of bilateral and multilateral donors were generally welcomed. It was suggested that UNEP should work on further developing techniques of environmental impact assessment and should promote their adoption

within the United Nations system, making the greatest possible use of existing information and adapting it to the use of developing countries.

183. The importance of ecodevelopment for both developed and developing countries was stressed. The proposed network of ecodevelopment pilot projects received broad support; one delegation specifically welcomed the proposed pilot project in the South Pacific region, and expressed the hope that it might be linked with the proposed comprehensive environmental management programme for the region.

184. A number of delegations emphasized the importance of research and dissemination of information on environmentally sound and appropriate technologies and especially on low-waste and non-waste technologies. One delegation suggested that UNEP should exchange experience and co-operate in the field with ECE, among other competent international and national institutions. It was observed that developing countries had accumulated much significant experience on technologies appropriate to local needs and conditions, and on local adaptation of foreign technologies, which should be given wide circulation. A number of speakers endorsed the proposal for the establishment of a network of pilot projects on environmentally sound and appropriate technologies, which should also make maximum use of the competence and expertise available within developing countries.

185. It was generally felt that criteria for industrial location were of key importance to developing countries, which should take the environmental dimension into account when developing their own industries. However, that should not slow down the development process. One delegation, supported by others, felt that the needs of developing countries were insufficiently reflected in the programme activities in industry and environment and proposed that UNEP, in co-operation with UNIDO and the ILO, should review that part of the programme from the standpoint of the needs of developing countries. It was further suggested that UNEP should disseminate information and experience from developed countries on industrial pollution abatement and planning of industrial location along environmentally sound lines, so as to enable the developing countries to avoid repeating past errors.

186. The conclusions of the consultative meeting of experts on the environmental problems of specific industries were generally endorsed. One delegation felt that UNEP should improve its communication with Governments on activities under the industry and environment programme. Another delegation expressed concern that the Executive Director had not accepted the recommendation to establish a standing advisory committee on the subject. Several delegations believed that it was not useful to over-emphasize seminars for dissemination of pertinent information and findings; the programme should be more flexible, involving a continuous process of consultation and exchange of experience between and among developed and developing countries, and should focus not so much on problems of specific industries as on needs of Governments, particularly those of developing countries. Thus the industry and environment programme should aim at serving as a clearing house of pertinent information, in association with IRS. Several speakers suggested that the industry seminars should be followed up with concrete activities. It was suggested that UNEP help prepare principles or codes of conduct on environmental management with respect to particular industries, which could be used, among others, by multinational corporations. One delegation expressed the view that the meetings organized by polluting industries were of great interest, since they brought together those responsible for industry and management in all the countries concerned, developed or developing, to analyse the situation and plan of the

industries concerned, and particularly to take jointly the first steps towards a non-polluting industry.

187. With respect to the identification of environmental problems of specific industries, it was suggested that, in addition to the industries already selected, it would be valuable to consider the tourist industry, the petrochemicals industry and the construction industry.

188. At the conclusion of its debate on the priority subject area, the Committee recommended for adoption by the Governing Council draft decisions on industry and environment, submitted by the delegations of Canada, France, India, Indonesia, Kuwait, the Libyan Arab Jamahiriya, Mexico, the United Kingdom of Great Britain and Northern Ireland and the United States of America, and on improvement of the working environment, submitted by the delegations of Benin, Finland, Jamaica, the Libyan Arab Jamahiriya and Yugoslavia. The Committee also agreed to include its additional recommendations regarding environment and development in the general draft decision on programme activities (see para. 274 below).

Action by the Governing Council

189. At its 75th plenary meeting, on 25 May 1977, the Governing Council adopted by consensus the draft decision on industry and environment, as orally revised by the Rapporteur of Sessional Committee I, and the decision on improvement of the working environment, as orally revised by the representative of Finland on behalf of the sponsor (decision 87 (V)). 13/ For other action by the Council on the Committee's recommendations regarding "Environment and development", see paragraph 275 below.

190. The Governing Council also adopted, at its 74th meeting, a draft decision on environment and development (decision 100 (V)), 13/ submitted in plenary under agenda item 13 (see chap. IX below).

4. Oceans

191. Many delegations welcomed the progress already made and plans for future work in relation to oceans, and several noted that the problems of ocean pollution and the destruction of living marine resources were specially suited to catalytic and co-ordinating initiatives by UNEP.

(a) Global programme

192. A number of delegations said that recent cases of serious pollution, for example those off the east coast of the United States and in the North Sea, pointed to the urgency of the involvement of UNEP in activities designed to avoid, monitor and combat pollution; the importance of support for international research programmes, such as IGOSS and GIPME, was mentioned in that connexion. One delegation urged accelerated implementation of the pilot project on pollution monitoring in the waters of the Atlantic Ocean; another suggested that the Indo-Pacific Ocean could provide baseline data for GIPME. Several speakers described national institutions and activities relevant to the monitoring of ocean pollution.

13/ Idem.

193. Many delegations said UNEP should give priority to pollution in coastal waters. Marine pollution often originated from land-based sources, including agricultural ones, and had a serious impact on inshore fisheries and coastal tourism. One delegation urged UNEP to continue its support for the work of UNESCO on rivers discharging into the oceans.

194. Many delegations emphasized the importance of international conventions to control marine pollution, and the need for UNEP to be active in that field; some also said more attention should be given to the related issues of compensation for pollution damage, and one delegation suggested that countries with large fleets, which caused more pollution, should also pay more compensation. Another delegation mentioned the desirability of having UNEP and IMCO request large-fleet owners to implement, as far as possible, international conventions independent of their Governments' ratification of those conventions. A number of delegations said that disappointingly slow progress had been made in ratifying the Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter (29 December 1972) ^{14/} and the International Convention on the Prevention of Pollution from Ships (2 November 1973). ^{15/} A number also pointed out that developing countries experienced difficulties in meeting the standards demanded by some marine pollution conventions; UNEP should look into the matter and be prepared to offer technical assistance where necessary. It was noted that, as a result of continued efforts by IMCO and of Governing Council decision 67 (IV), the 1969 Amendments to the International Convention for the Prevention of Pollution of the Sea by Oil ^{16/} received the required number of acceptances in early 1977 and would come into force on 20 January 1978, thus eliminating a very large proportion of oil discharges from tankers in respect of operational pollution. Several speakers stressed the need for UNEP activities to be harmonized with the outcome of the United Nations Conference on the Law of the Sea.

195. Many delegations welcomed the proposals of the Executive Director for the conservation of living marine resources, in particular marine mammals. A number of delegations said that the Governing Council should reiterate its support for a 10-year moratorium on the commercial exploitation of whales, and requested the Executive Director to initiate, through the International Whaling Commission (IWC), action to draft a new convention on the protection of whales, and to support more research in that area; another, while expressing its support for the conservation of whales, thought that the question of specific measures should be left to IWC.

196. A number of speakers drew attention to the importance of conservation of coastal ecosystems and wetlands, and several reported on steps which had been taken, or were planned, within their countries to establish reserves to protect such ecosystems.

(b) Regional seas

197. There was unanimous support for the plans for regional seas programmes, which were perhaps the most effective way of dealing with the marine environment. It was

^{14/} See ST/LEG/SER.B/16 (United Nations publication, Sales No. 74.V.2).

^{15/} ST/LEG/SER.B/18/Add.2, p. 318.

^{16/} Done at London on 21 October 1969. See International Legal Materials, 1970, vol. 9, p. 1. For the text of the Convention, see United Nations, Treaty Series, vol. 327, No. 4714, p. 3.

pointed out that action plans for the marine regions represented a microcosm of UNEP's preoccupation with co-ordination and with the integration of assessment, management and supporting measures.

198. The action plan for the Mediterranean region was described as a model for others, and many delegations welcomed the progress that had been made in implementing it, and in particular the development of the Blue Plan and the initiation of the priority action programmes. Some delegations expressed the hope that UNEP would continue its support for the action plan at least until co-ordinating capacity existed within the region to secure its implementation.

199. One delegation, supported by others, said UNEP should consider developing new protocols and conventions to strengthen the protection of the marine environment, according to the directives appearing in the 1976 Barcelona Convention on the Protection of the Mediterranean Sea Against Pollution (UNEP/GC/61/Add.3), which should constitute the framework according to which new protocols and conventions on the sea should be elaborated in the future. The same delegation reported on the progress made in bringing the Barcelona Convention into force; although only one country had so far deposited instruments of ratification, and five more would have to do so before the Convention came into force, that would probably have happened before the intergovernmental meeting took place in Monaco towards the end of 1977.

200. The representative of Tunisia declared her Government's willingness to welcome a centre for information and advice to other Mediterranean countries on conservation of marine and coastal wetland ecosystems. Another delegation said that the presence in the Mediterranean of large fleets registered in countries outside the region meant that those countries should be involved in, and committed to, the action plan. One delegation, supported by others, asked that the co-ordinating activities of UNEP, as represented in the Mediterranean, be extended to the Atlantic coast of Europe, and drew particular attention to the significance of work proposed in the Tagus estuary. Another delegation requested UNEP support for a forthcoming meeting on and for the conservation of the endangered Monk seal.

201. One delegation said its Government was concerned at the multiplicity of expert meetings and questionnaires required to implement the action plan: to improve co-ordination, more attention should be paid to involving experts designated by Governments, all questionnaires and other communications should be channelled through national authorities, and a comprehensive time-table of planned meetings should be available to Governments. Another delegation said that those matters had been resolved at the Split meeting and the difficulties encountered would be reduced if more Mediterranean Governments appointed national focal points; there should not be a proliferation of centres concerned with the implementation of the action plan. One delegation said that the Geneva centre must remain the only regional centre responsible for the co-ordination of all activities within the action plan.

202. Progress in response to Governing Council decision 58 (IV) concerning regional agreements on oceans was welcomed by a number of delegations. They stressed the importance of UNEP continuing to play its catalytic role to assist in the implementation of the action plan which was expected to emerge from the plenipotentiary conference to be held in Kuwait later in 1977.

203. Several delegations approved of the progress made in the Caribbean; one pointed to the importance of participation and requested that Governments and

experts from the regions should be more involved in the programme, and its scope broadened. Another delegation suggested that the programme be co-ordinated with similar activities in the Gulf of Mexico.

204. Several delegations urged the Executive Director to promote the development of an action plan for the protection and development of the marine environment and coastal areas of the Gulf of Guinea, in consultation with the Governments of the region. Ghana offered to serve as host for a meeting for that purpose in which those countries which, while not adjoining the Gulf of Guinea, none the less had an interest in the region or used it for shipping, should participate.

205. One delegation, referring to the scientific workshop organized in April 1976 in Penang, said that the representatives of the Chiang Kai-Shek clique had no right to participate in that, or any other, international meeting, under any name. It also stressed that, in undertaking activities such as monitoring, UNEP must respect the sovereignty of Governments over the adjacent seas.

206. The view was expressed that the regional seas programme should in due course be extended to other areas. One delegation proposed that a programme be developed by UNEP for the protection of the East African waters of the Indian Ocean. Another called for a similar programme for the polar seas.

207. The Executive Director's intention to establish a programme activity centre for regional seas was welcomed by several speakers, who saw the centre as a means of improving the co-ordination of relevant international activities. The centre should pay particular attention to the collection, standardization, processing and dissemination of data, so as to promote compatibility between different areas, and should also take account of GIPME activities.

208. The representative of IMCO described his organization's role in promoting international conventions for the control of marine pollution. Three countries had ratified the Convention on the Prevention of Marine Pollution by Dumping Wastes and Other Matters, done at London on 29 December 1972, since the first meeting of contracting parties in 1976, thus bringing the total number of States parties to the agreement to 32. He also described the involvement of IMCO in regional seas work and, referring to the basis for collaboration provided by the memorandum of understanding recently signed between UNEP and IMCO, said he hoped UNEP would support IMCO in holding workshops on marine pollution and extending training and technical assistance in anti-pollution operations in a number of regions for the benefit of developing countries. IMCO was also ready, with UNEP support, to undertake a new survey of pollution conditions in the Gulf of Guinea.

209. At the conclusion of its debate on the priority subject area, the Committee recommended for adoption by the Governing Council draft decisions on regional seas programmes in Africa and Asia, submitted, respectively, by the delegations of Gabon, Ghana, Liberia and Senegal and of Indonesia, Malaysia, the Philippines and Thailand, on whaling, submitted by the delegations of Canada, Kenya, New Zealand, the United Kingdom of Great Britain and Northern Ireland and the United States of America, and on international conventions against marine pollution, submitted by the delegations of Finland, France, Norway, Spain and the United Kingdom of Great Britain and Northern Ireland.

210. Referring to the second operative paragraph of the draft decision on whaling, the representative of the Soviet Union, while acknowledging that the interest of

UNEP in the matter was understandable, said that specific action in the field should remain within the competence of appropriate bodies. Consequently, his delegation would vote against the draft decision should it be put to the vote. The delegation of Japan said that it, too, disagreed with the second operative paragraph of the draft decision, which might prejudge the outcome of the twenty-ninth session of the International Whaling Commission.

Action by the Governing Council

211. At its 75th plenary meeting, on 25 May 1977, the Governing Council adopted by consensus the draft decisions recommended by Sessional Committee I (decision 88 (V)). 17/ The representative of the Soviet Union reiterated that, had the draft decision on whaling been put to the vote, his delegation would have voted against it for the reasons stated in the Sessional Committee.

5. Energy

212. The development of the programme for energy was generally welcomed and the importance of the involvement of UNEP in the subject was repeatedly stressed. Several delegations pointed out that it was an all-pervasive topic which should be reflected in other parts of the environment programme; the response of UNEP to energy problems should therefore be holistic, taking into account the implications, for example, for human health and pollution and the design of human settlements.

213. Several delegations referred to national activities and experience which could be used in developing the programme in the field of energy. A number of speakers also pointed out that several other international organizations, such as IAEA, the Centre for Natural Resources, Energy and Transport in the United Nations Department of Economic and Social Affairs, and ECE were active in the area. UNEP must work closely with those bodies, while avoiding duplication. One delegation urged UNEP to concentrate on neglected areas, such as reducing the wasteful use of energy or developing new forms of energy with less environmental impact, and another urged it to concentrate on the environmental aspects, particularly at the global and regional levels.

214. The proposed series of expert panels was supported. One delegation said that the fossil fuels panel should assess the environmental impact of the use of such fuels for other purposes than electricity generation. In respect of nuclear energy, one delegation said it maintained its views on the establishment of regional centres for the processing of nuclear wastes as expressed at the fourth session of the Governing Council. 18/

215. Support was also expressed for the plans of UNEP to encourage energy conservation, and to study environmental aspects of hydropower and unconventional energy sources. One delegation said that the proposed research on the restoration of coal-mined areas should cover areas devastated by mining for other minerals, and another that it should include areas affected by deep mining.

17/ For the text of the decision, see annex I below.

18/ See Official Records of the General Assembly, Thirty-first Session, Supplement No. 25 (A/31/25), para. 187.

216. One delegation urged the Executive Director to accelerate the establishment of experimental centres for the generation of energy from renewable sources, and several others remarked on the value of such centres in the dissemination of experience. The provision of training associated with those centres was noted as important by several delegations.

217. Several delegations pointed out that developing countries required advice and assistance particularly in the development of solar energy for water supply and irrigation, energy conservation in housing design, the development of nuclear energy and related safety requirements, and the transfer of energy technology generally. One delegation suggested that the needs of developing countries merited increased funds for the energy programme. Another hoped that knowledge about renewable energy sources would be consolidated and made available through the forthcoming United Nations Conference on Science and Technology for Development.

218. The representative of the United Nations Department of Economic and Social Affairs spoke of the Department's interest in the environment programme, and specifically of the interest of the Centre for Natural Resources, Energy and Transport in the activities on energy. Important aspects of the Centre's work included operational field activities, the collection of data about energy production and use and surveys of the demand for energy and of energy policy. The Centre supported the programme in the area of environmental problems associated with energy production and use, and stood ready to collaborate with UNEP in a field in which it had many years of experience.

219. The representative of IAEA pointed out that the discharge of radioactive materials was not peculiar to nuclear power; they were also discharged into the atmosphere when fossil fuels were burnt. IAEA welcomed the opportunity for collaboration with UNEP in the area of energy and noted the plans for the panel on nuclear energy.

6. Natural disasters

220. The proposed programme received full support from many delegations, and a number commended UNEP for encouraging interagency co-operation in the field, especially that with UNDRO, from which had emerged a series of informative publications about disaster prevention, preparedness and mitigation, and with WMO and UNESCO. One delegation, while accepting the importance of an understanding of socio-economic aspects, said that the immediate attention of UNEP should be focused on disaster warning to avoid loss of life. Examples of work especially suited to support from UNEP were co-operative geophysical monitoring, effective warning systems, preparedness planning, post-disaster on-site scientific reconnaissance and development of appropriate building practices and land-use procedures to limit the destructive impact of natural disasters.

221. Several speakers described national activities relevant to the prevention or mitigation of natural disasters, including work designed to reduce the destructive power of tropical cyclones and to predict earthquakes, and means of overcoming drought.

222. One delegation asked UNEP to produce disaster probability maps to assist developing countries in identifying disaster-prone areas. Another proposed that

UNEP give priority to monitoring potentially disastrous phenomena at the regional scale. A third called for increased support from UNEP for the WMO tropical cyclone project in the Bay of Bengal. One delegation said that account should be taken in the programme of the fact that natural disasters were often the result of man's destructive impact on ecosystems.

223. Several delegations thought that developing countries in particular would benefit from the programme in natural disasters, and two suggested that funds for the area be further increased.

224. The representative of the Office of the United Nations Disaster Relief Co-ordinator (UNDRO) gave a full account of the Office's activities, including those involving co-operation with UNEP. The activities of UNDRO were based on the three premises that disasters impeded development, that most disasters could be prevented and that effective disaster prevention need not be expensive. The role of UNDRO was a broad one, going well beyond disaster relief, a fact which he felt had not been fully recognized in the UNEP documents.

225. The representative of IMCO, responding to an intervention in which attention had been drawn to the potentially disastrous implications of poor tanker design and maintenance, described the organization's activities to improve tanker safety, and said that there would probably be a plenipotentiary conference on the subject in February 1978.

226. At the conclusion of its debate on the priority subject area, the Committee recommended for adoption by the Governing Council, a draft decision on environmental aspects of natural disaster prevention and preparedness submitted by the delegations of Bangladesh, India, Indonesia, Iran, Iraq, Kuwait, Malaysia, the Philippines and Thailand.

227. In explanation of its sponsorship of the draft decision, the delegation of Indonesia welcomed the activities of UNEP to improve early-warning systems for natural disasters, urged that more attention be given to disasters caused by geological events, noted the useful activities of WMO and UNESCO, and was especially appreciative of the efforts of UNDRO in disaster prevention and preparedness, pre-disaster planning and post-disaster co-ordination. UNEP should play its catalytic role so as to emphasize the environmental aspects of natural disasters, and continue to co-operate closely with other United Nations bodies in this respect.

228. The Committee also agreed to include its additional recommendations regarding "Natural disasters" in the general draft decision on programme activities (see para. 274 below).

Action by the Governing Council

229. At its 75th plenary meeting, on 25 May 1977, the Governing Council adopted by consensus the draft decision on environmental aspects of natural disaster prevention and preparedness, as orally revised by the Rapporteur of Sessional Committee I (decision 89 (V)). 19/

19/ For the text of the decision, see annex I below.

230. The representative of the United States of America said that her delegation would have preferred the draft as originally recommended by Sessional Committee I.

231. For further action by the Governing Council on the Committee's recommendations concerning "Natural disasters", see paragraph 275 below.

D. Supporting measures

1. Environmental education and environmental training

232. All delegations which spoke on the subject stressed the importance of creating environmental awareness among all segments of society through formal and non-formal education and training. The objectives, strategies and activities related to the catalytic role of UNEP in environmental education and training were generally endorsed.

233. There was widespread appreciation of and support for the activities of CIFCA, which had made valuable achievements in the short span of time since its establishment in 1975, and for the suggestion that appropriate negotiations might be initiated between the Government of Spain and UNEP for the purpose of authorizing a second phase of the Centre's activities, beginning in 1978 and lasting for three years. The Government of Spain was thanked for its initiative in that respect, and it was hoped that the Centre's activities would be expanded and diversified in terms both of subject-matter and of geographical scope.

234. General support was expressed for the establishment of regional environmental education and training centres. Several delegations stated that their Governments were prepared to offer international training courses or fellowship grants to developing countries or to host such training facilities in their countries. The delegation of the German Democratic Republic stated that its Government was prepared to hold annually a course of four weeks, beginning in 1978, for about 10 participants, mainly from developing countries, as a follow-up to the International Symposium on Eutrophication and Rehabilitation of Surface Waters. The delegation of Italy mentioned its country's offer to provide facilities for a training course in environmental management, which might be of particular significance to developing countries of the Mediterranean region, and its willingness to offer fellowships in that connexion.

235. Several delegations urged that an environmental training centre for teachers be established in Africa. Two emphasized the need for training in tropical ecology in Africa and noted that the establishment of a centre for such training had been endorsed by a MAB regional seminar held in 1975.

236. While the proposed establishment of regional programme activity centres on environmental education and training was generally supported, one delegation stressed the need first to evaluate the respective roles of UNEP and UNESCO in this area. Another delegation felt that further development of that part of the programme should await the outcome of the intergovernmental conference on environmental education, to be held at Tbilisi in October 1977. Another said that the regional offices of UNESCO should be more closely involved in the establishment of such centres and that maximum use be made of existing facilities, including those of UNESCO. Several delegations welcomed regionalization of the education and

training activities of UNEP, and expressed their willingness to support such centres in their region. Two said that a programme activity centre on environmental education should be established for the ESCAP region and that their Governments could assist UNEP in identifying the existing capabilities in the region.

237. Many delegations were concerned about serious difficulties created by the lack of effective communication to Governments regarding the preparations for the intergovernmental conference on environmental education, and by the dearth of information on the objectives and agenda of the conference, draft plan of action, participation by Governments and non-governmental organizations, distribution of documents and involvement of media. Some delegations urged UNEP and UNESCO to take immediate action to speed up and intensify preparations in order to make the conference a success.

238. Several delegations said that environmental authorities as well as education authorities at senior policy-making levels in each Government should be more actively involved in the preparatory process for the conference. Urgent efforts to increase the flow of information on the preparations for, and planned follow-up to, the conference should be made, using all of the communication channels of UNEP, and special information materials should be produced for distribution to Governments, intergovernmental and non-governmental organizations and the public media. The post-conference role of UNESCO needed to be clarified in order to avoid duplication of work between UNEP, which should concentrate on its goal-setting and policy-co-ordinating role, and UNESCO, which could assist Governments in implementing the operational aspects of the action plan to emerge from the conference.

239. There was general agreement that active participation by non-governmental organizations was essential to the success of the conference, and its follow-up. In that connexion, one delegation pointed out that the social perception of environmental problems by different communities must be known before meaningful action could be proposed.

240. Most speakers stressed the need for a concrete action plan for post-conference activities. One delegation urged that a plan of specific actions be circulated to Governments and international organizations for comments prior to the conference. Another said that, in view of the inadequacy of the preparations, it would not object to postponement of the conference.

241. Many delegations urged UNEP to pay adequate attention to the need for long-term environmental education, both formal and informal. To some delegations, UNEP appeared to give priority to post-graduate and professional education and training, whereas in their view, training at the undergraduate level merited greater attention. The need for scholarships and training grants for students from developing countries was generally recognized. It was noted that logistic and financial support should also be extended to existing training institutes in developing countries. In this connexion, one delegation requested more information on the proposed UNEP fellowship programme and its relationship to other fellowship programmes, notably those of UNESCO and UNDP.

242. One delegation thought that, in view of the lack of proper environmental guidelines for engineers and technicians in general, UNEP should promote the development of appropriate curricula and prepare teaching manuals, including audio-visual aids, paying due regard to other disciplines. Another advocated a

wider use of films in formal education at schools and popular mass education. The development and use of television programmes for environmental education, and lectures and visits by prominent environmentalists to developing countries, were other forms of popular education suggested. UNEP was urged to consult more frequently with national educational authorities on such matters.

243. One delegation said that environmental training of middle-level technical manpower, as well as education of decision-makers, particularly of financial authorities, should receive special attention. Another emphasized the need for research into transdisciplinary approaches in education and training.

244. Some delegations pointed out the difficulty of transferring knowledge and experience gained by education or training programmes from one country to another. The application and transfer of knowledge within countries was also a problem associated with training to which UNEP should give due consideration in carrying out its own training programmes.

245. Many delegations expressed appreciation of the valuable contribution made by MAB projects to environmental science and education. One delegation felt that the proposed programme activities, together with the further development of MAB projects, would provide a solid basis for the development of appropriate teaching curricula in environmental education.

246. The representative of UNESCO gave a detailed account of the preparations for the Tbilisi conference, which was being convened by UNESCO and organized in close co-operation with UNEP and other United Nations agencies and appropriate non-governmental organizations. In most countries, the major problem facing environmental education had been the reluctance of educational authorities to modify curricula and approaches to reflect environmental concerns at a time when they were already facing many difficult educational problems. The conference would therefore primarily aim at defining strategies for formal and non-formal education to build up the necessary awareness of environmental problems.

247. The main working document for the conference would contain, in effect, all the elements of a proposed programme of action. Finalization of conference documents was being given the highest priority; permanent missions to UNESCO were kept informed of all preparations, and all reports of the regional preparatory meetings were available. He shared the concern of many delegations about the follow-up of the conference; in agreement with UNEP, a "bridging" programme might be arranged so that UNESCO/UNEP co-operative activities based entirely on the results of the conference could be formulated later on.

248. According to UNESCO regulations, invitations to non-governmental organizations had to be authorized by the Executive Board. That had already been done, and a supplementary list had also subsequently been authorized. He was confident that the final list would be satisfactory to the governing bodies of both UNESCO and UNEP. Environmental education of particular professional groups, of social groups, such as engineers, architects and decision-makers, which was of interest to several United Nations agencies, would be fully covered at the conference.

249. While the specific functions of the programme activity centres on environmental education and training had to be further elaborated, they must work in close association with the UNESCO regional offices. Finally, he stressed the need for continued support to post-graduate courses for integrated environmental management of natural resources.

250. At the conclusion of its debate on environmental education and training, the Committee recommended for adoption by the Governing Council a draft decision on education and training submitted by the African group of delegations.

Action by the Governing Council

251. At its 75th plenary meeting, on 25 May 1977, the Governing Council adopted by consensus the draft decision on education and training, as orally revised by the representative of Gabon (decision 90 (V)). 20/

2. Information

252. All speakers noted with satisfaction the significant improvement in the content and presentation of the various UNEP publications, and expressed the hope that further improvements would be made; information was vital for the image and functioning of UNEP, and an important means for ensuring citizen participation. One delegation was of the view that, in order to be effective, the information must be channelled through regional media. One delegation proposed that to speed up information flow, national focal points for information be established in individual countries. Another said that UNEP should devote special attention to preparing documentary films for mass and formal education. Several delegations expressed the wish to see UNEP publications prepared and circulated in other languages as soon as possible.

253. A number of delegations referred to World Environment Day and described the activities undertaken in their countries in that connexion. Several felt that efforts should be made to make the occasion more meaningful and give it more impact. It was suggested, among other things, that high-level awards be made every year in each country in observance of World Environment Day and that special postage stamps be issued by countries and by the United Nations. The results of the evaluation of World Environment Day activities were welcomed. The suggestion that individual countries should bear the responsibility for organizing the Day within countries was supported; the World Environment Day activities should not be an excessive burden on the Fund of UNEP. Some delegations said that World Environment Day materials arrived too late to be useful, and urged that efforts be made to circulate them well in advance. Early circulation was even more important for those countries which had to translate the materials provided by UNEP into their own languages. The importance of the participation of non-governmental organizations in World Environment Day activities was stressed by several delegations.

3. Technical assistance

254. The importance of technical co-operation to the developing countries, in the context of their self-reliance, was noted, and the objectives of the programme were supported. Several delegations said that the clearing-house and the regional advisory teams should be strengthened, while one speaker asked for more information on their functioning and their relation to the technical co-operation efforts of the United Nations system. Another said that his Government did not wish to see uncontrolled expansion of the technical assistance activities of UNEP; the programme's role should be limited to environment, and all projects should be executed in close co-operation with the specialized agencies, UNDP and the regional commissions. It was pointed out that the clearing-house should be operated flexibly, that its procedures should be practical and realistic, and that

20/ Idem.

efforts should be made to facilitate the process from the point of view of countries providing technical assistance expertise. It was proposed that the Executive Director should report to the Governing Council, at its sixth session, on the development of the clearing-house and functioning of the technical assistance programme.

255. Several speakers argued that, in order to discharge its important function of supporting the building up of regional and national infrastructures and capacities in the developing world, UNEP should maintain a continuous dialogue with the developing countries to ascertain their problems and needs. It was suggested that technical assistance could be divided into three subgroups: that is, relating to monitoring and assessment, setting of standards, and appropriate technologies for environmental management. It was pointed out that many developing countries had no local experts, with the result that technical assistance frequently proved useless as there was nobody to follow up on the recommendations. Technical assistance should, therefore, be limited to the training component of the programme.

E. Environmental management including environmental law

1. Environmental law

256. There were numerous expressions of support for the Executive Director's current and proposed activities, which were described as balanced. Several delegations remarked on the importance of using environmental law as a means of securing adherence to standards for the control of pollutants and more generally as a tool of environmental management. Although one delegation urged a marked acceleration of UNEP involvement in environmental law, another pointed out that it was a difficult area in which progress was bound to be slow.

257. A number of delegations welcomed the proposals to develop a programme of action in national environmental law. One delegation thought the Environmental Law Information System of the International Union for Conservation of Nature and Natural Resources (IUCN) should play a central role in compiling files of national legislation, since it was already active in that area, another hoped that the data on such files would be freely available to Governments, and a third said that, if Governments were to obtain full benefit from the service, the information on legislation should be presented along with relevant background socio-economic data. One delegation emphasized the need for full co-operation by Governments in establishing such files.

258. The development of guidelines for national legislation was considered an important task, but one speaker warned that it would be difficult and another doubted whether it was realistic to aim to draft guidelines that could be used in all legal systems.

259. The proposed regional surveys and seminars were supported and special reference was made to the UNEP/ESCAP workshop planned for later in the year, the results of which would be available at the UNEP/ESCAP intergovernmental expert meeting in May 1978. One delegation said that in providing short-term assistance to developing countries, more use should be made of specialist environmental lawyers from developed countries.

260. Several delegations welcomed the progress made in developing the principles of international environmental law, especially those relating to liability and compensation for environmental damage, to which UNEP was urged to give further attention. Some delegations said that the next step in the area of liability and compensation should be to convene a meeting of experts designated by Governments to explore the subject, with guidance from the Executive Director. One delegation said that further work should also consider methods of evaluating various types of damage, including potentially environmentally harmful acts as well as those which had taken place, and thought the concept of due diligence needed further elaboration. Another urged that the focus should not be theoretical and suggested that contract studies be undertaken in the following areas:

(a) Techniques designed to prevent and correct situations giving rise to transfrontier pollution;

(b) Liability from marine pollution damage from off-shore hydrocarbon exploitation;

(c) Improved remedies on a national or international basis for compensation for victims of transfrontier pollution;

(d) Consideration of rules and principles governing States' conduct in the exchange of information, consultation and contingency planning on environmental matters.

Referring to the Executive Director's proposals relating to international agreements in weather modification, the same delegation reported that his country expected shortly to promulgate national legislation on that practice.

261. One delegation stated that the further elaboration of the principles of liability and compensation for damage caused by pollution of the environment must be regarded as part of the general problem of environmental law. For that reason, that delegation proposed that the working group on liability should be transformed into an intergovernmental working group on environmental law, and that it should be given the mandate of examining all necessary questions concerning environmental law, including questions of liability.

262. Several delegations commended the Executive Director on the report on the status of international agreements and conventions, which it was felt could assist Governments in developing national and international environmental law. One delegation questioned whether the work involved might not be better undertaken by contracting outside to those bodies which had the relevant data available.

263. One delegation thought the proposal to encourage the introduction of environmental studies into the curricula of universities and research institutions should not be given priority, but another gave support to it.

264. At the conclusion of its debate on environmental law, the Committee recommended for adoption by the Governing Council, a draft decision, submitted by the delegations of Canada, Finland, Greece, Italy, Mexico, Norway, the Philippines, the Union of Soviet Socialist Republics and the United States of America.

Action by the Governing Council

265. At its 75th plenary meeting, on 25 May 1977, the Governing Council considered the draft decision recommended by Sessional Committee I.

266. The representative of Canada, on behalf of the sponsors, introduced a number of revisions to the text, and said that at least one sponsor of the decision had suggested that, in convening the intergovernmental working group it referred to, the Executive Director might wish to include a representative of each of the regions. The representatives of Argentina, Australia, Canada, France, Germany, Federal Republic of, Greece, Iran, Iraq, Jamaica, Poland, the United Kingdom of Great Britain and Northern Ireland and the United States of America indicated the interest of their Governments in participating in the group. The representative of Gabon said that at least two African States should be represented in the group.

267. A number of delegations expressed concern that the group was referred to in the draft decision as "small", and that deletion of the reference to its attendance by observers from concerned international organizations had been proposed. The Executive Director replied that "small" should be taken to imply a membership of 15 to 20 States, and that observers from international organizations would, following the customary practice, be invited to attend the group's meetings. Other delegations whose Governments wished to be members of the group could so inform the secretariat in writing.

268. At its 75th meeting, the Governing Council adopted the draft decision on environmental law recommended by Sessional Committee I, as orally revised by the representative of Canada and orally amended by the representatives of Brazil, Ghana and India (decision 91 (V)). 21/

269. The representative of Brazil said that his country had participated actively in the group of experts on liability for pollution and other environmental damage and compensation for such damage, the report of which 22/ the Sessional Committee had not had an opportunity to consider in depth. While his delegation found the decision just adopted generally acceptable, it wished to reiterate its position, as expressed during the discussions which had led to the adoption of Governing Council decision 66 (IV), that the most suitable body to carry out the basic and preliminary task of developing generally accepted rules, principles and guidelines in the field of State responsibility was the International Law Commission, which had for some years been engaged in a thorough consideration of that extremely difficult subject. That the group itself was aware of that important consideration was apparent from the statement in paragraph 9 of its report that "The work of the group should be limited to indicating possible fields for future studies and the directions in which such studies might be useful to supplement and further develop international environmental law in respect of responsibility, liability and compensation."

270. The representative of Finland said that, in his delegation's view, any future studies of liability and compensation for marine pollution caused by off-shore mining, as recommended by the expert group, should also cover pollution caused by off-shore oil production. It would be useful to conduct a model study of marine

21/ Idem.

22/ UNEP/WG.8/3.

pollution in a sea area where effective co-operation already existed among the coastal States concerned.

2. Environmental management

271. All speakers noted the importance of environmental management as the means of translating environmental strategies into action, and as a link between the various parts of the programme. One delegation felt that environmental management should not be considered separately from the other activities, as it was inherent in all of them. Another called for greater concentration, while another felt that the conceptual framework for sound environmental management required additional development, and called on the Executive Director to convene a small group of experts in management sciences to assist him in that task.

272. Interest was voiced in the proposed publications, especially as many Governments were not completely clear as to what was meant by environmental management; such materials should be written in languages readily understandable by decision-makers. One delegation said that the preparation of guidelines for national environmental reports did not merit priority, because countries were likely to define their own guidelines in response to their own specific conditions. Another speaker said that UNEP should devote attention to the promotion of the new institutional structures which were essential for effective environmental management, giving as examples his country's river basin agencies and national agency for waste material recovery.

273. A number of delegations noted with approval the UNEP focus on regional and subregional environmental management action plans. Several expressed strong support for the proposed activity in the South Pacific, which, one speaker noted, was an extremely interesting region in that its environment was as yet relatively unspoiled, but also very sensitive. The experience in the South Pacific could be valuable for launching similar projects in other sensitive areas. Several delegations expressed support for the UNEP activity in the Caribbean, one stressing the necessity of a broad scope of activity and significant public participation in planning; another, however, cautioned against too broad an approach, and proposed that activity be limited to the protection of the region against further degradation. Another delegation said that parts of the Mediterranean Action Plan, especially those dealing with the Blue Plan, were of direct relevance to environmental management.

F. General action regarding programme activities

274. At the conclusion of its debate on programme matters, Sessional Committee I recommended for adoption by the Governing Council a draft decision suggested by the Rapporteur on programme activities. During the consideration of the draft decision, the Chinese delegation reserved its right to comment on the projects concerning the monitoring system in the atmosphere and waters in Asia and the Pacific. As for the question of setting up regional centres for the treatment of radioactive wastes, it reiterated its position of principle already reported above (see para. 214). The representative of France stated that a decision of the Governing Council should not refer to the recommendations of the informal working group on documentation, and that his delegation therefore reserved its position on the draft decision.

Action by the Governing Council

275. At its 75th plenary meeting, on 25 May 1977, the Governing Council adopted by consensus the draft decision on programme activities recommended by Sessional Committee I, as orally revised by the Rapporteur of the Committee (decision 83 (V)). 23/

276. The representative of France reiterated his delegation's reservation regarding the reference to the informal working group on documentation.

23/ For the text of the decision, see annex I below.

CHAPTER IV

HABITAT: UNITED NATIONS CONFERENCE ON HUMAN SETTLEMENTS: REVIEW AND FOLLOW-UP ACTIVITIES

277. The Governing Council considered agenda item 8 at its 69th and 70th meetings on 16 and 17 May 1977. The Council had before it a report by the Executive Director (UNEP/GC/92) on Habitat: United Nations Conference on Human Settlements and the follow-up activities to it.

278. The Executive Director briefly introduced the item by stressing the nature of the role that the Governing Council was expected to play at the present stage and referred in that connexion to paragraph 21 (a) of his report.

279. Delegations expressed appreciation to the Government and people of Canada for serving as host for Habitat, and commended UNEP for its valuable contribution to the Conference and its ongoing efforts to ensure that the momentum generated by the Conference was not lost. They welcomed the Executive Director's introductory statement and generally endorsed the view expressed in document UNEP/GC/92 that the General Assembly did not expect the Governing Council to attempt to make definitive recommendations relating to institutional arrangements for human settlements within the United Nations system. The role of the Council was to express views on that question, which could be communicated to the Secretary-General prior to the sixty-third session of the Economic and Social Council.

280. It was generally recognized that human settlements were a matter of grave importance, particularly to the developing countries, and that the world community had an obligation to seek improvements in that area so that mankind's basic needs could be fully satisfied. Several delegations also said that human settlements questions were an integral component of social and economic development. A few delegations referred to General Assembly resolution 31/110 on the living conditions of the Palestinian people, and noted with satisfaction paragraph 13 of the Executive Director's report (UNEP/GC/92) regarding the implementation of that resolution. One delegation requested that the report called for in the resolution should receive priority attention, and another said that it should be ready for submission to the General Assembly at its thirty-second session.

281. With regard to paragraph 13 of document UNEP/GC/92, one delegation stated that its Government had fully recorded its views elsewhere, most recently at the thirty-first session of the General Assembly, where it had voted against resolution 31/110. Should the Council decide to endorse by consensus the Executive Director's suggested action in paragraph 22 of his report, that delegation's participation in the consensus should be seen in that light, since its Government had in no way qualified its position on General Assembly resolution 31/110.

282. Most delegations stated that Habitat had succeeded in formulating adequate recommendations to help countries deal effectively with human settlements problems, but that, before an effective programme of international co-operation could be formulated and implemented, the question of institutional arrangements remained to be satisfactorily settled. One delegation expressed regret that international

co-operation on human settlements was fraught with controversy, uncertainty and reticence, and at times greatly impeded by national self-interest.

283. It was agreed that the discussions at the sixty-third session of the Economic and Social Council would be crucial, since the General Assembly decision on the type of definitive intergovernmental body for human settlements and on the organizational links and location of the human settlements secretariat would be based primarily on concrete recommendations by the Economic and Social Council. The Council would take into account the work of the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System, the financial implications of alternative institutional arrangements, the results of regional consultations and the report of the Secretary-General on co-ordination in the field of human settlements.

284. One delegation expressed the view that it would be premature to deal with the structural relationships of the United Nations Habitat and Human Settlements Foundation before a decision was taken on institutional arrangements. Another said that the essential functional link between the Foundation and UNEP should be maintained, and that the Foundation should receive without further delay the financial support it urgently needed.

285. One delegation said that the resolution adopted at the fourth meeting of the Conference of Ministers of the Economic Commission for Africa regarding an intergovernmental regional commission on human settlements would be made available to the Economic and Social Council, which should also have before it the relevant parts of the Stockholm Action Plan, 24/ in which the integral relationship between the natural environment and the man-made environment was recognized, as well as the recommendations adopted by the Governing Council in section C of the annex to decision 72 (IV).

286. Delegations generally agreed that Habitat had reached broad agreement on the need for a consolidation of United Nations secretariat units engaged in the preparation and implementation of human settlements programmes, and on the definition of objectives for co-operation within the United Nations system, as well as on the main functions of the consolidated secretariat. While recognizing that solutions to human settlements problems must be sought primarily at the national level in order to reflect adequately the differences existing between countries in the nature of those problems and in the cultural, social, economic and technological context within which they emerged, most delegations felt that there existed sufficient homogeneity within the various regions for international co-operation efforts to be focused primarily at the regional level. Several delegations stated that, if the bulk of the work were carried out at that level, the central secretariat unit should be very small and entrusted essentially with co-ordination functions; that would imply a certain strengthening of the relevant units of the regional commissions, as well as the redeployment to the commissions of some of the existing staff resources dealing with human settlements in the United Nations system. One delegation stated that regrouping in a consolidated secretariat staff financed from the regular budget and from voluntary contributions might lead to confusion.

24/ United Nations publication, Sales No. E.73.II.A.14, part one, chap. II, sect. C.

287. Several speakers were agreed that, in accordance with the principles adopted at Stockholm, the integrity of the human environment concept should not be tampered with; the natural environment and the man-made environment were both essential to the quality of life of people and must not be separated. Thus, a number of delegations indicated a preference for the establishment of the human settlements secretariat within the framework of UNEP and for the designation of the Governing Council as the intergovernmental body responsible within the United Nations system for global policy and co-ordination of human settlements programmes. One delegation observed that the work of UNEP, the United Nations Habitat and Human Settlements Foundation and the Centre for Housing, Building and Planning should be properly harmonized, since they were the three organizational units in the United Nations system competent to deal with human settlements, and suggested that the Council should concentrate in alternate years on human settlements and the general environment programme.

288. Some delegations, however, cautioned that such an approach might distort UNEP's basic functions by placing operational responsibilities upon the secretariat, thus hampering its vital role as a co-ordinator and catalyst, and making it difficult for the Governing Council to discharge effectively its broad co-ordination responsibilities in the environmental field. One speaker said that such considerations should not be exaggerated, since the bulk of the work would at any rate be carried out at the regional level. Another delegation stated that, should the General Assembly decide to assign over-all responsibility for human settlements to UNEP, relevant operational activities should be carried out in such a way as not to affect the nature of UNEP as a non-operational programme.

289. Some delegations said that UNEP should, in accordance with its mandate, concentrate its attention on the environmental aspects of human settlements. Two delegations stated that UNEP should not compete with such developmental organizations as UNDP and the World Bank. Several delegations said that the Department of Economic and Social Affairs of the United Nations, with a revitalized and strengthened Centre for Housing, Building and Planning as its focal point, should be entrusted with central responsibility in that area. Two delegations felt that the intergovernmental body having over-all responsibility for human settlements should consist of policy-makers and experts, with a size and membership similar to that of the Preparatory Committee for Habitat; the meetings of that body might be rotated among the various continents. One speaker took the view that the Economic and Social Council could be the responsible intergovernmental body.

290. It was generally recognized that, should the General Assembly decide to entrust a body other than UNEP with over-all responsibility for human settlements within the United Nations system, UNEP should continue to be responsible for the environmental aspects of human settlements problems and that appropriate linkages should be established between that body and UNEP.

291. One delegation expressed its preference for the establishment of a new institution, and suggested that the Centre for Housing, Building and Planning and the United Nations Habitat and Human Settlements Foundation could be progressively developed into such an institution dealing with human settlements. Another delegation suggested the establishment under UNEP of a programme activity centre on human settlements in its country.

292. Most speakers said that they kept an open mind with regard to the location of the human settlements secretariat unit, a question which could best be decided, on

the basis of the financial implications of the various possible alternatives, once the broader issue of institutional arrangements had been settled. One delegation observed that the criterion of efficiency should also be taken into account in that regard.

293. A few delegations stressed that national, regional and international non-governmental organizations, professional organizations, universities and research centres and other bodies with specialized knowledge in human settlements should be closely associated, not only at the implementation but also at the planning and policy-making stage, with the new institutional structures, and one speaker said that such relationships should be formalized once the question of institutional arrangements had been settled. Another delegation suggested that UNEP might usefully draw on the resources of the ECE International Documentation Centre on Habitat, and stressed that better use should be made of the pilot projects developed for Habitat by its Government and others, since they had considerable informative and educational value, and could enhance the practical aspects of UNEP's work.

294. Several delegations expressed satisfaction with the establishment of the United Nations Audiovisual Information Centre on Human Settlements, and the representative of Canada reported on the status of negotiations between the United Nations and the Canadian Government on the content of the final agreement under which the Centre would carry out, with a financial contribution of \$3.5 million from Canada, a three-year programme for the world-wide distribution, promotion and use of the audio-visual material prepared for Habitat.

295. The representative of the United Nations Department of Economic and Social Affairs said that an intradepartmental task force under the leadership of the Centre for Housing, Building and Planning, had been established in the Department and was engaged in a thorough review of the Department's response to the recommendations of Habitat. The Centre was undertaking a number of joint projects in human settlements with the World Bank, UNDP, the regional commissions, UNEP, the United Nations Habitat and Human Settlements Foundation and various Governments in the area of human settlements. The Department of Economic and Social Affairs strongly supported the decentralization of human settlements programmes to the regional and subregional levels and, to that end, the strengthening of the relevant units in ECLA, ECA, ESCAP and ECWA to a level comparable to the human settlements unit of ECE. The Department already maintained close contacts with non-governmental organizations having specialized knowledge of human settlements, and would further intensify its efforts to achieve broader collaboration with non-United Nations institutions active in that field. Should the Economic and Social Council decide to reconstitute the Preparatory Committee for Habitat, human settlements programmes would have been placed upon a very solid foundation.

296. Responding to the debate, the Executive Director recalled UNEP's support of the need for promoting action at the national and regional levels and for strengthening the relevant units of the regional commissions through redeployment of existing staff resources. He reiterated the position of UNEP as it appeared in paragraph 9, annex II, of the Habitat document entitled "Programmes for international co-operation" (A/CONF.70/6), and quoted the following part of that paragraph:

"If the Governments decided at Vancouver on the establishment of a large fund to help finance the establishment of human settlements wherever needed, especially in the developing countries, the proposed institutional arrangements in this alternative would not meet the requirements. In that case, the United Nations Environment Programme would stick only to its policy guidance co-ordination role in the field of human settlements as part of its over-all responsibility in the field of the environment."

He also informed the Governing Council that he would contact developing countries which had received assistance from the Fund of UNEP for the preparation of audio-visual material for Habitat in order to ensure that the copyrights of such material would be transferred to the Secretary-General or his designated agents.

Action by the Governing Council

297. At its 70th meeting, on 17 May 1977, the Governing Council adopted by consensus a draft decision suggested by the President on Habitat: United Nations Conference on Human Settlements. 25/

25/ See annex I below, "Other decisions".

CHAPTER V

UNITED NATIONS HABITAT AND HUMAN SETTLEMENTS FOUNDATION

A. Progress report

298. The Governing Council considered agenda item 9 (a) at its 70th and 71st meetings, on 17 and 18 May 1977. The Council had before it the report of the Executive Director on progress made in the implementation of the plan and programme of operations of the United Nations Habitat and Human Settlements Foundation (UNEP/GC/93).

299. The Executive Director, in a brief introductory statement, reviewed developments which had occurred since the preparation of the progress report, noting in particular that the Foundation had received requests or substantive inquiries from 37 countries, and that the Advisory Board had held its second formal meeting and discussed the items referred to in paragraph 47 of the Executive Director's report (UNEP/GC/93).

300. Several delegations noted with satisfaction that, despite the prevailing uncertainty regarding institutional arrangements, the Foundation had substantially developed a programme of activities in line with its mandate. One delegation considered that the report not only reflected a commitment to certain important activities and a desirable concern for the evolution of a viable future policy, but also emphasized the need for relevant institution building and testified to the determination of the secretariat to work under debilitating constraints. Nevertheless, the report implied a degree of wasteful under-co-ordination, since it gave little indication that the programme activities in one region influenced developments elsewhere. Overhead and administrative costs still seemed too high in relation to programme expenditure, and the report failed to state what action had been taken on the suggestion that expertise should be drawn from the broadest possible range of sources.

301. Several delegations expressed appreciation for the Foundation's response to requests for advice and assistance, its attempt to extend its co-operation beyond the United Nations system and strengthen co-operation with relevant non-governmental organizations, and its active involvement at the national and regional levels. A number of delegations noted with satisfaction that the Foundation expected to play an important role in establishing and strengthening financial institutions at the regional and subregional levels, and welcomed the proposals aimed at providing all possible support to the regional commissions in the strengthening of regional co-operation in the field of human settlements. One delegation expressed particular interest in the joint programming exercises being undertaken by the Foundation in collaboration with other United Nations agencies and suggested that sustained links should be established with those agencies. Another delegation felt that the Council might wish to be more fully appraised of the content and nature of discussions held with other bodies.

302. In the context of policies and guidelines for the Foundation's operations, one delegation suggested that the social and cultural aspects of human settlements

should receive high priority. Other delegations said that special importance should be given to the training of human settlements managers, as part of the Foundation's technical assistance operations, and one noted that activities in that sector could provide opportunities to utilize non-convertible currencies. Another delegation stressed the need for greater development of national expertise and called for short-term post-graduate courses, as well as longer-term undergraduate training, in environmental and human settlements fields. The present financial support for seminars on human settlements problems should be maintained and supplemented by fellowships for students from developing countries. Logistic support should also be given to town-planning institutions and similar institutions in developing countries.

303. One delegation suggested that, in implementing study projects, the Foundation should mobilize international finance agencies to provide subsequent financial assistance to the Governments concerned. However, pilot projects aimed at bringing about concrete improvements in housing conditions should be accorded higher priority than study projects. Noting the importance of the seed-capital aspect, another delegation suggested that the developed countries might be in a position to provide such capital and appropriate mechanisms, and stressed the need for the Foundation, in expediting financial assistance to Governments and institutions, to draw increasingly upon a broad spectrum of sources other than its own resources.

304. Several delegations expressed concern about the financial position of the Foundation and called for fuller material support. One delegation stated that, irrespective of the institutional arrangements eventually decided, the Foundation should be appropriately strengthened so that it might achieve the full potential envisaged for it by the General Assembly. The representative of Malaysia announced that his Government would contribute \$US 5,000 to the Foundation. The representative of the Libyan Arab Jamahiriya said that his Government was giving serious consideration to the question of a contribution to the Foundation. The representative of Belgium said that his Government hoped to be in a position to make a financial contribution in the future.

305. Some delegations felt that to set a target for voluntary contributions to the Foundation now would be premature; one said that, although it fully expected the Foundation to play a major role in the follow-up to Habitat, it questioned the advisability, in the present fluid state of events, of setting a target and calling for a pledging conference. Another delegation took the view that for the Governing Council to set a target at the present juncture would be to pre-empt the outcome of the General Assembly's consideration of the work of the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System and the recommendations of the Economic and Social Council.

306. Several delegations shared the views of the Executive Director regarding the Foundation's difficulty in projecting its programme of activities beyond 1977 in the absence of a clear indication of the level of financial resources likely to be available, and supported the proposal regarding the establishment of a minimum target of \$50 million for total voluntary contributions by Governments to the Foundation for the years 1978-1981.

307. Responding to points raised during the debate, the Executive Director reiterated his appeal to Governments to give financial support to the Foundation, stressed that its mandate had already been established in General Assembly resolution 3327 (XXIX) and outlined the salient features of the second formal meeting of the Advisory Board.

Action by the Governing Council

308. At its 75th meeting, on 25 May 1977, the Governing Council adopted by consensus draft decisions on policies and resources of the United Nations Habitat and Human Settlements Foundation, submitted by the delegations of Bangladesh, Egypt, Ghana, India, Indonesia, Iran, Iraq, the Ivory Coast, Jamaica, Kenya, Kuwait, Liberia, the Libyan Arab Jamahiriya, Malaysia, the Philippines, Rwanda, Senegal, Somalia, the Sudan, Thailand, Uganda and Zaire, and on support by the Foundation for regional action programmes on human settlements, submitted by the same delegations, less Liberia and with the addition of the Congo, Gabon, Japan, Mexico and Tunisia (decisions 92 (V) and 93 (V)). 26/

B. Financial and budgetary matters

C. General procedures and administrative arrangements

309. Subitems (b) and (c) of agenda item 9 were referred to Sessional Committee II. The Committee had before it the budget report on programme support costs of the Foundation for 1976-1977 and the proposed budget for programme support costs 1978-1979 (UNEP/GC/94), the report of the Advisory Committee on Administrative and Budgetary Questions on budgetary matters of the Foundation (UNEP/GC/L.41), the unaudited financial report and accounts of the Foundation for 1976 (UNEP/GC/L.42) and a report on general procedures and administrative arrangements (UNEP/GC/94/Add.1).

310. The Chief, Office of Planning and External Relations, United Nations Habitat and Human Settlements Foundation, stated that the substantial saving realized in the programme support costs budget of the Foundation by recruiting only eight Professional staff was in keeping with the views of Governments as expressed at the fourth session of the Governing Council and the comments of the Advisory Committee on Administrative and Budgetary Questions.

311. One delegation recognized the important role of both UNEP and the Foundation in the human settlements field and the concern of other delegations that the Foundation should become fully operational as soon as possible. However, it felt that, in view of the decisions to be taken by the General Assembly at its thirty-second session on the institutional arrangements for human settlements, it would be inappropriate to set a target for voluntary contributions and to contemplate major staffing increases.

312. The Deputy Executive Director explained that the Executive Director felt it premature to propose a 1978-1979 programme support costs budget, and simply asked for the authority required to maintain operations at the 1977 level for the first six months of 1978, pending submission of the 1978-1979 estimates to the Governing Council at its sixth session. He also explained that the proposed refinements in the general procedures governing the operations of the Foundation had been developed jointly with the Secretary-General.

313. At the conclusion of its debate, the Committee recommended for adoption by the Governing Council four draft decisions relating to agenda items 9 (b) and (c).

26/ For the text of the decisions, see annex I below.

Action by the Governing Council

314. At its 74th plenary meeting, on 24 May 1977, the Governing Council adopted by consensus the draft decisions recommended by Sessional Committee II under agenda items 9 (b) and (c) (decision 94 (V)). 27/

315. The representative of the Philippines expressed her delegation's regret that the operations of the Foundation were to remain at the current level until 1 July 1978, and inquired about the current status of the rules governing seed capital and trust funds. The Executive Director replied that the matter was under discussion in New York and the resulting recommendations would be submitted to the General Assembly at its thirty-second session; no trust funds could be established until that action had been taken.

316. The representative of Gabon associated himself with the remarks of the delegation of the Philippines regarding the need to accelerate the development of appropriate financial mechanisms for the Foundation.

27/ Idem.

CHAPTER VI

UNITED NATIONS CONFERENCE ON DESERTIFICATION

317. In its capacity as the intergovernmental preparatory body for the United Nations Conference on Desertification, the Governing Council considered agenda item 10 at its 66th to 68th meetings on 12 and 13 May 1977. It had before it the progress report of the Executive Director (UNEP/GC/95 and Corr.1), the second preliminary draft of the plan of action to combat desertification and the first draft of "Desertification: an overview" (UNEP/GC/95/Add.1 and 2 respectively) as well as a report on the regional preparatory meetings (UNEP/GC/95/Add.3) and a report on the 1976 accounts and plan of expenditure (UNEP/GC/95/Add.4). Also available to the Council were the reports of the four regional preparatory meetings; a report of a meeting on insurance against drought for peoples at risk and on monitoring the human condition; a paper of the Environment Co-ordination Board on current international activities to combat desertification; and a document on the resolutions and recommendations of the United Nations Water Conference relating to the Conference on Desertification.

318. Introducing his report, the Executive Director, in his capacity as Secretary-General of the Conference, described some of the results which had emerged from the research, studies and meetings carried out during the past year as part of the Conference preparations.

319. It had been estimated that more than 5 million hectares of productive land were being lost each year; if the degraded irrigated land alone could be salvaged and restored to productivity, there would be a net annual gain of \$650 million. But the main thrust of the proposed campaign against desertification would be towards prevention, which was less expensive than reclamation. The new draft of the plan of action would give greater prominence to immediate actions to combat desertification, make a clearer distinction between short-term and long-term activities, and stress the importance of improved land use as a means of stemming the spread of deserts. There would also be major changes in the recommendations, on the basis of resolutions of the United Nations Water Conference, as well as suggestions put forward by the regional preparatory meetings and the views expressed by delegations at the fifth session of the Governing Council.

320. The spirit of enthusiasm and determination which had prevailed throughout all four regional meetings was a hopeful augury for the Conference itself. They had provided new knowledge about the extent and nature of the desertification processes in different regions of the world, and the views expressed by the specialists participating would be taken into account when preparing the final texts of the Conference documents, particularly the plan of action. The central concern of the plan would be directed towards the well-being and development of peoples in territories vulnerable to desertification. Particularly in the least-developed countries, measures against desertification could succeed only as part of social and economic development.

321. He hoped that, in view of the importance which the General Assembly attached to the Conference, delegations would include high government officials with

policy-making responsibilities. Since it was only through sustained global action by the international community that the degradation of once productive lands could be effectively stopped, participation at the Conference must also be global in order that the responsibility be shared by all.

322. The orientation workshop to be held immediately after the Conference for government representatives of countries concerned with desertification problems would be directed towards arrangements for implementing the plan of action. Some Governments had established ad hoc national committees for the Conference, which had given unstinting assistance in the preparations for the Conference and the follow-up to it; he hoped that other Governments would follow suit, in order to increase public participation and awareness.

323. The Secretary-General of the United Nations Water Conference stated that the achievements of that Conference were in a large measure due to the continuing support given by UNEP at all stages. The Water Conference, as the first occasion when the whole range and complexity of water development problems had been surveyed comprehensively by a world forum at the policy-making level, had stimulated new commitment on the part of Governments and the world community.

324. Among the recommendations of the Conference relevant to the work of UNEP was one calling for measures to minimize drought damage and to develop water resources for the benefit of drought-affected areas. A related resolution called for urgent action to define water policy as a priority area in the efforts to combat desertification, with appropriate institutional arrangements for the management of surface and ground water in arid and semi-arid regions. A special report had been prepared for consideration by the United Nations Conference on Desertification. Implementation of the recommendations of the Water Conference required concerted action at the national, regional and international levels and by the United Nations system, particularly in monitoring the follow-up.

325. Delegations expressed general appreciation of the documents submitted to the Council. Representatives of countries which did not themselves suffer from desertification nevertheless said that the problem was global and that they would support the Conference and the implementation of its recommendations; one such representative stated that the effort to combat desertification was also an issue of international solidarity. Many delegations described their national experiences in combating desertification, including those that would be incorporated in the Conference documentation as case studies. One delegation expressed the view that there should be a more consistent definition of desertification as used in the draft plan.

326. It was generally considered that there was a need to expand the dissemination of information about desertification through the mass media, especially radio, and to ensure an awareness of its causes and solutions among the people suffering its consequences, as well as among decision-makers. Popular participation should be encouraged through training and education. Some delegations requested further information about the orientation workshop to be held immediately after the Conference.

327. One delegation drew attention to the Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques, soon to be opened for signature. Article III, in particular, related to the new recommendation proposed by the regional preparatory meeting held in Nairobi on the prohibition of

biological and environmental weapons causing desertification. Reference was also made to the possibilities of the peaceful use of such techniques to combat desertification. It was proposed that there should be greater emphasis on health measures to be taken in arid areas undergoing redevelopment, where the population would be subject to new diseases and new environmental problems.

328. A number of delegations mentioned the need for greater emphasis in the draft overview on the social and economic aspects of desertification and for recognition of the great variety of experiences in countries with different social, economic and cultural systems.

329. The intention to make a clearer distinction in the plan of action between priorities requiring immediate action and those involving longer-term action was welcomed. One delegation felt that immediate action might concentrate on narrowly defined measures to sustain marginal lands, rather than on a broader approach to development, which should be a longer-term goal. It was considered that the plan was still insufficiently detailed to serve as a basis for truly effective global action.

330. Several delegations felt that it was premature to discuss institutional arrangements until there was a clearer understanding of the scope and purpose of the plan of action. If the plan dealt with the wider problems of arid land development, the institutional arrangements required might be different from those needed if the plan dealt exclusively with measures to combat desertification. There was agreement that the existing machinery within the United Nations system was adequate for co-ordinating the implementation of the recommendations of the Conference, and that no additional body should be established.

331. The question of the need for dissemination, as well as processing, of data was raised, and many delegations expressed support for wide application of existing knowledge rather than the conduct of new research projects. It was suggested that a paper evaluating options for the implementation of follow-up activities should be prepared for the Conference.

332. Some concern was expressed about the lack of sufficient clarity on action needed to finance the implementation of the plan of action. The need for supporting action at the regional and local levels was indicated, and it was suggested that, once priorities were established, regional meetings might be convened to discuss such action.

333. Several delegations indicated the intention of their Governments to participate in the transnational projects which were of concern to them. Mention was made of the feasibility studies on the major regional aquifers of North-East Africa and the Arabian peninsula, the green belt in North Africa, the transnational development of grazing resources in the Sahelian countries, and regional monitoring of desertification processes in South-West Asia and South America. In relation to the green belt, emphasis was placed on the concept of a mosaic of land-use practice rather than a barrier of trees.

334. The representative of the Pan-Africanist Congress of Azania described the difficulties of the population in South Africa, who were evacuated from their homes and were victims of man-created desertification caused by racial policies. He suggested that assistance was needed to help those who suffered.

335. The representative of WMO, responding to a question concerning the provision of information on drought situations, made a distinction between meteorological drought, which referred to rainfall deficiency, and agricultural drought, which referred to the effects of meteorological drought on plant growth. He described the ways in which meteorological and climatological data relating to drought were made available under WMO programmes, in particular World Weather Watch. While it was not at present possible to forecast the location, intensity and duration of individual droughts, a better idea of the feasibility of making such forecasts should be one of the benefits of the Global Atmospheric Research Programme, the assistance of UNEP for which was appreciated.

336. The representative of FAO informed the Council of the relevant activities of FAO with special reference to the early^{ly} warning system, under which countries received warning about potential agricultural losses due to drought.

337. One delegation expressed the hope that the desertification maps prepared for the Conference could be considered as tentative until experts from Governments in the regions concerned had reviewed them.

338. The Executive Director indicated that the various points put forward would be seriously considered when preparing the final draft of the overview and the plan of action, which would be revised in the light of the Governing Council debate, as well as of the recommendations put forward at the four regional meetings.

339. He felt that there was only one option for follow-up activities to the Conference, namely, to involve the whole United Nations system in the implementation of the plan. The recommendation that there should be a unit within UNEP to assist the Environment Co-ordination Board in overseeing the implementation of the plan did not mean the creation of a separate institutional body.

340. In elaborating on the information concerning the orientation workshop, he said that it had been agreed, after consultation, that the workshop was needed after the Conference to discuss implementation of the urgent elements of the plan of action. Small groups of the technicians available at that time could discuss management problems and exchange experience, taking advantage of the momentum generated to discuss the prospects for, and difficulties to be surmounted before, the successful implementation of immediate action identified by the Conference.

341. The Executive Director also stated that the World Map of Desertification had already been printed by FAO for distribution, and the current edition could not be changed. The Conference secretariat would consult with FAO on the best way of bringing technical comments on the map to the notice of the Conference. The Experimental Map of Desertification in South America was being modified as a result of discussion at the Santiago preparatory meeting for the Americas.

Action by the Governing Council

342. At its 74th plenary meeting, on 24 May 1977, the Governing Council adopted by consensus, as orally amended by the representative of India, a draft decision submitted by the President on the United Nations Conference on Desertification (decision 95 (V)). 28/

28/ Idem.

343. Two delegations emphasized the desirability of circulating to all Governments at least six weeks in advance of the Conference, in accordance with established procedures, the revised draft of the plan of action to combat desertification. The Executive Director gave an assurance that it would be.

344. The representative of the Soviet Union announced his Government's readiness, in the context of the actions referred to in paragraph 3 of the decision, to consider the possibility, with financing from the Fund of UNEP, of its scientific institutions conducting general studies of desertification and its control in various regions, and of holding seminars and courses on methods of combating desertification. The representative of Brazil expressed his Government's reservation with regard to paragraph 7 of the decision: since the content of the recommendations of the Conference was not yet decided, it was premature to call on Governments to make those recommendations widely known.

CHAPTER VII

FUND OF THE UNITED NATIONS ENVIRONMENT PROGRAMME

345. Agenda item 11 was referred to Sessional Committee II. For an account of the organization of the Committee's work, see paragraph 16 above.

A. Implementation of the Fund programme in 1976

346. In considering agenda item 11 (a), the Committee had before it the Executive Director's report on the implementation of the Fund programme in 1976 (UNEP/GC/96), with addenda on project evaluation (UNEP/GC/96/Add.1) and Fund programme activities and the status of voluntary contributions 1 January-31 March 1977 (UNEP/GC/96/Add.2).

347. Introducing the agenda item, the Assistant Executive Director a.i., Bureau of the Environment Fund and Management, said that 1976 had been an atypical year for UNEP in terms of project expenditure. The uncertainty as to the resource flow situation for the year had prompted the Governing Council at its fourth session to adopt decisions urging caution in making new project commitments. As a result, only \$23.5 million was committed out of an allocation of \$34 million, and actual expenditures were even smaller, owing to the climate of uncertainty created by the procedure instituted in September 1975, whereby only actual reported expenditures were considered as expenditures. Accordingly, UNEP had begun 1977 with a larger cash balance and advance commitment than expected. 1977 was thus to be a year of consolidation of Fund programme activities, leading to greater concentration in 1978 and 1979.

348. Six Fund projects, chosen for their different subject-matter and method of implementation, had been evaluated during 1976, by consultants, staff members and a combination of both. Other evaluation exercises had included a consultative meeting in December 1976 in Paris on environmental problems of specific industries. Arrangements had been made for an evaluation of all projects in the environmental education subject area, and an internal evaluation of four areas of UNEP activities had been conducted in response to a decision of the Committee for Programme and Co-ordination to review four programmes of the United Nations, one of which was environment.

349. UNEP-supported projects must not only be meaningful in themselves, but must also play a catalytic and/or co-ordinating role in the implementation of the over-all environment programme. The concept of evaluation must be broadened to include impact on other projects in the same area and on the Level Two programme as a whole. The secretariat would welcome comments and guidance on the revised set of objectives for evaluation (UNEP/GC/96/Add.1).

350. Two delegations expressed concern that the annex to document UNEP/GC/96 had not been made available in French, and hoped there would be no repetition of such an omission at future sessions.

351. A number of delegations expressed concern at the large shortfall in expenditure as compared with project commitments, and one delegation pointed out that the ratio

between the two had decreased between 1975 and 1976. Another delegation was particularly concerned by the long delays in expenditure on particular projects. The extent of unfulfilled commitments raised questions about whether the Fund of UNEP could implement a programme at the proposed level.

352. Satisfaction was expressed at the improvement in documentation on project implementation. Some delegations said that more financial details would be desirable; information should be provided on annual project expenditure, with a view to pin-pointing the major causes of delays in project implementation. It was felt that the presentation of tables of financial information should be reviewed to ensure that their meaning was clear, and that the nomenclature used should be carefully explained. One delegation suggested that quarterly financial and progress reports should be sent to Governments. One delegation proposed that information on actual expenditures on Fund programme activities by concentration area should be provided in addition to the information on allocations and commitments.

353. Several delegations noted with pleasure the heartening response to the Executive Director's appeal at the fourth session of the Governing Council for prompt payment against pledges. A number of delegations expressed concern at the continuing problem posed by the accumulation of large balances of non-convertible currencies. Some were worried by the possibility that the need to use these non-convertible currencies would distort the programme and reduce its flexibility. One delegation expressed the hope that in future all Governments would make pledges to the Fund in fully convertible currencies.

354. Delegations noted with satisfaction the increase in the average cost of Fund projects, which they felt indicated a greater concentration of the efforts of UNEP. On the other hand, a number of delegations were concerned that smaller projects should not be ruled out, as they could play an important catalytic role. It was felt by some delegations that the catalytic role of UNEP should be better defined. In that connexion it was pointed out that UNEP appeared to be paying too large a proportion of the cost of co-operative projects, and one delegation stressed that UNEP should phase out its support for projects once its catalytic function had been discharged.

355. The progress achieved in the development of evaluation processes, in particular the detailed evaluation undertaken for six Fund projects, was welcomed. It was recognized that those efforts were preliminary, and a number of suggestions were made on the future of the evaluation exercise. One delegation stressed that evaluation was a continuous process, which should cover all stages of project preparation and implementation. Many delegations emphasized the importance of programme evaluation and the interrelationship between the results of projects and the advancement of the programme. One delegation suggested that the concept of project networking evaluation should be introduced as a major component of programme evaluation. Two delegations welcomed the employment of outside consultants in some project evaluations, since they would approach the task in a more detached way.

356. The Executive Director's announcement that 1977 would be a year of consolidation was generally welcomed, as was the project review and rescheduling exercise; one delegation said it hoped that a report on the results achieved would be submitted to the Governing Council at its sixth session. Some delegations expressed support for the more equitable geographic distribution of projects, and looked forward to further progress in that respect. One delegation stated that the ECWA region had disproportionately few activities and that projects in the fields of

environmental management and administration would be particularly useful in that region.

357. One delegation asked whether the representatives of co-operating agencies could comment on the delays in project implementation. Two agency representatives, responding to the request, said they shared the concern expressed by delegations and pointed out certain difficulties faced, including the necessity for caution in view of the financial problems recently encountered by UNDP.

358. A number of delegations welcomed the improvement in co-ordination achieved through joint programming meetings with co-operating agencies and meetings of the Environment Co-ordination Board. One delegation stressed the importance of sound business principles in managing the Revolving Fund (Information).

359. Replying to the points raised by delegations concerning the differences between recorded commitments and expenditures, the Deputy Assistant Executive Director, Bureau of the Environment Fund and Management, stated that, between 1973 and 1976, that figure had averaged 25 per cent per annum, while in 1976 it had risen to 33 per cent, which he felt was commendable in view of the exceptional circumstances of that year. The programme could never be fully implemented as envisaged and moreover UNEP was not directly responsible for the execution of a large part of it. The review and rescheduling of project budgets and activities was a continuous process.

360. The Assistant Executive Director a.i., Bureau of the Environment Fund and Management, said he hoped that Governments would continue to provide UNEP with information and suggestions regarding evaluation. He fully recognized the importance of evaluation of Level Two programmes, as well as projects; it would inevitably be difficult, but was a necessary part of the development of the UNEP programme. It was the hope of UNEP to move its joint programming discussions from a bilateral to a multilateral basis.

361. The Deputy Executive Director said that the suggestion of quarterly financial reports, possibly in alternate issues of Report to Governments, would be given serious consideration. While geographical distribution of projects was an important consideration, the primary determinant in project location must be the advancement of UNEP's global programme. The importance UNEP attached to the evaluation process was indicated by the fact that one of the few new posts requested was for the division of the Fund responsible for that activity. It would be useful to disseminate more information designed to highlight the catalytic role of project activities; even if UNEP were to pay the total cost of a project, that activity could still play a catalytic role in the Level Two programme. Delegations need not be concerned that small projects might be eliminated from the programme; that would not happen, although UNEP would continue to move in the direction of larger projects in order to increase the effective use of its resources.

362. At the conclusion of its debate on item 11 (a), the Committee recommended for adoption by the Governing Council a draft decision on matters relating to the implementation of the Fund programme.

Action by the Governing Council

363. At its 74th plenary meeting, on 24 May 1977, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee II under agenda item 11 (a) (decision 96 (V)). 29/

29/ Idem.

B. Audited 1975 accounts and unaudited interim accounts for 1976

364. In considering item 11 (b), the Committee had before it documents UNEP/GC/97 and UNEP/GC/L.43.

365. In introducing the audited 1975 accounts (UNEP/GC/97), the Assistant Executive Director a.i., Bureau of the Environment Fund and Management, pointed out that the Governing Council had considered the unaudited accounts for 1975 at its fourth session and that there had been little change in the document since then. The audited accounts and the related report from the Board of Auditors had been accepted by the General Assembly at its thirty-first session. Introducing unaudited interim accounts for 1976 (UNEP/GC/L.43), he explained that from 1976, in line with the other members of the United Nations system, UNEP had moved over to a biennial budgeting cycle. In future, therefore, final accounts would only be submitted in odd years, with interim accounts in even years. The Board of Auditors would submit a formal report at the end of each biennium, but would draw any issues of particular importance to the attention of the Advisory Committee on Administrative and Budgetary Questions at the interim stage. The next accounts to be submitted would be for the 1976-1977 biennium.

366. One delegation asked about the computer-assisted mechanism for the monitoring of projects referred to in the audited accounts for 1975 (UNEP/GC/97). The Deputy Executive Director explained that a number of administrative tasks were already dealt with by computer, and it was felt that the service should be extended to Fund activities to assist in the management of the programme. A consultant had studied the question and his report had been accepted as the basis for action. Responding to concern expressed by the Committee, he explained that the audited accounts for 1975 summarized the major points raised by the report of the Board of Auditors and the Executive Director's reaction to them. The actual report had already been submitted to the General Assembly, and had therefore not been included in the documentation for the Governing Council. Copies would, however, be made available to delegations.

367. At the conclusion of its debate on the subject, the Committee recommended for adoption by the Governing Council a draft decision submitted by the delegations of the United Kingdom of Great Britain and Northern Ireland and United States of America on the financial report and accounts for 1975 and a draft decision submitted by the delegations of the United Kingdom of Great Britain and Northern Ireland and New Zealand on the unaudited financial report and accounts.

Action by the Governing Council

368. At its 74th plenary meeting, on 24 May 1977, the Governing Council adopted by consensus the draft decisions submitted by Sessional Committee II under item 11 (b) (decision 97 A (v), sects. I and II). 30/

30/ Idem.

C. Management of the Fund of UNEP and administrative and budgetary matters

1. Introduction

369. In considering item 11 (c), the Committee had before it a projection of resources and expenditures 1978-1981 (UNEP/GC/98), a performance report on the first six months of the biennium 1976-1977, together with a report on the action taken by the Executive Director and the Secretary-General of the United Nations regarding the rationale for the allocation of expenses between the regular budget of the United Nations and the Environment Fund (UNEP/GC/99), the proposed Fund programme and programme support costs budget 1978-1979 (UNEP/GC/99/Add.1), a report on the architectural and engineering study for the permanent headquarters of UNEP (UNEP/GC/100) and reports of the Advisory Committee on Administrative and Budgetary Questions on the performance report (UNEP/GC/L.44), the rationale (UNEP/GC/L.45) and the proposed 1978-1979 budget (UNEP/GC/L.46).

370. Introducing the item, the Deputy Executive Director stated that it was essential for the Governing Council to give clear guidelines to UNEP as to the financial parameters within which the programme was to be constructed. The proposal before the Governing Council was to establish a Fund of \$150 million for the period 1978-1981, which UNEP believed was the rough equivalent of \$100 million for five years in real terms at the time of the establishment of the Fund. The allocation authority approved by the Governing Council provided a ceiling on commitments, but the management of the Fund had to take full account of the actual resource position. The ceiling on commitments was set on an annual basis, and when commitments were carried over from previous years, they had to be accommodated within the allocation for the next year; that should be borne in mind when considering the proposed allocation level for 1978 and future years because already-recorded 1977 commitments were close to the proposed allocations for years after 1977. Early pledging for 1978 was important, as pledges received for that year would form the basis for resource projection for the duration of the medium-term plan. There was no intention to establish an automatic relationship between the target figure for the medium-term plan and pledges expected from individual countries; many countries were already paying their fair share, while others were contributing either not at all or at levels well below their capacity to pay.

371. The budget for programme and programme support costs was presented in the standard United Nations format, as it was also to be submitted to the General Assembly. On the basis of the performance report on the first six months of the 1976-1977 biennium, it was proposed that the budgetary provisions should be revised, with an increase in allocations from the Fund of UNEP and a saving to the regular budget portion. That proposal had not been questioned by the Advisory Committee on Administrative and Budgetary Questions and, as it related to the regular budget, it had been approved by the Assembly at its thirty-first session.

372. The question of the division of programme and programme support costs between the regular budget of the United Nations and the Fund of UNEP had been under discussion for some time. During the discussions, the number of Professional posts funded by the regular budget had remained fixed at 34. Agreement had been reached between the Secretary-General and the Executive Director, based on analysis of the 129 Professional posts approved for the current biennium from both budgetary sources, that the number should rise to 53.

373. A related suggestion that a ratio between the Fund of UNEP and the regular budget be established for meeting future programme and programme support costs had been criticized by the Advisory Committee on Administrative and Budgetary Questions and rejected by the General Assembly. The proposal had been that the cost of six Professional and six General Service posts be transferred in the 1978-1979 biennium from the Fund of UNEP to the regular budget, in order to initiate a gradual transfer of posts which, in the opinion of the Secretary-General and the Executive Director, should more appropriately be borne from the regular budget under the basic rationale contained in section II of General Assembly resolution 2997 (XXVII). The Advisory Committee had recommended approval of the transfer of only five Professional and four General Service posts, which would, if endorsed by the Assembly, require minor amendment to the Fund programme and programme support costs budget.

4.1

374. UNEP was requesting five new Professional and five additional General Service posts from the Fund of UNEP and the upward reclassification of three Professional posts. The Advisory Committee had queried some of those requests, but the Executive Director attached great importance to the proposed actions and maintained these requests. The Executive Director was, however, prepared to drop the request for a contingency fund under the programme and programme support costs budget, on the understanding that the Governing Council would agree to receive in odd-numbered years a performance report based on 12 to 14 months' experience in the biennium, rather than on six months only, as at present.

375. The architectural and engineering study of the permanent headquarters of UNEP was on schedule and would result in a detailed proposal, including cost implications, to the General Assembly at its thirty-second session. The present headquarters buildings would be integrated into the permanent headquarters.

2. Management of the Fund

376. There was general agreement that the Fund should be maintained at least at the same level in real terms as during the first five years of its activity. However, there were some differences of view as to the financial implications of that agreement on principle.

377. A number of delegations sought clarification of the expected shortfall in expenditures as compared with commitments during the period of the next medium-term plan. They felt that the shortfall should be taken into consideration in determining the level of voluntary contributions required to implement the plan, and that that factor had been overlooked in the presentation of the plan. A number of other delegations stated that the Governing Council should concern itself with the programme rather than with detailed figures and that, in their view, the Executive Director's proposal for the medium-term plan should be adopted.

378. While supporting the view that the Fund should be maintained at the same real level, one delegation shared the concern expressed in the debate on item 11 (a) about whether the programme could be implemented at the proposed level. Other delegations felt that problems of programme implementation should not result in a reduction of the Fund, but that ways of overcoming those problems should be sought. In this context, one delegation proposed that the Executive Director should be requested to identify the major difficulties in programme implementation and report to the next session of the Governing Council on proposed measures to overcome them.

It further proposed that the Executive Director should consider the capacity of UNEP to raise the level of Fund programme activities, taking due account of the special needs of developing countries. Another delegation, supported by others, thought that the Governing Council should concern itself only with approving a given level of expenditure while taking note of anticipated levels of voluntary contributions. The Deputy Executive Director said that UNEP had the capacity to execute a programme at the proposed level, but the fact that the Governing Council's allocation was considered to be a ceiling on commitments rather than expenditures was a constraint.

379. Several delegations raised questions about the calculation used to determine the amount required to maintain the Fund at the same real level, and a number of illustrative calculations were put forward. One delegation presented a detailed discussion paper, containing various alternatives in order to clarify the debate. Two points highlighted were the appropriate base to be used and the rates of inflation to be applied. One view was that an average figure of expenditure should be used as the base for projecting the level of the programme in future years, while others felt that that base was inadequate in view of the dynamic growth experienced by the programme thus far. One delegation, supported by another, believed that expected inflation should not enter into calculations of the future programme level; rather, when inflation did occur, additional requests for funds should be submitted to the Governing Council.

380. One delegation, supported by another, expressed concern about the flexibility of UNEP in developing new programmes and improving the regional distribution of projects when a substantial proportion of its resources were already effectively committed to ongoing projects and those arising out of the discussions at this session of the Governing Council. There was a danger that the shape of the programme would be frozen so that it could not engage in new activities, especially in relation to the special environmental problems of developing countries. It was stressed that UNEP should not discriminate against national projects as these could also have an important catalytic role. It was asked whether relevant information could be provided on the effective level of commitment of resources during the period of the medium-term plan. The Deputy Director of the Environment Fund gave estimated figures showing anticipated commitments and available resources during the period of the medium-term plan. One delegation said that there was a marked imbalance in the regional distribution of projects. The Deputy Executive Director replied that that was indeed the case, particularly with regard to Asia and Latin America. However, a corrective trend had already become apparent in 1977 and should be more clearly reflected from 1978 onwards.

381. Concern was expressed that the level of contributions proposed would lead to a continuing growth of accumulated cash balances. The Deputy Executive Director said that the rate of expenditure relative to commitments in convertible currencies could readily be increased; however, a growing proportion of the cash balances of UNEP was held in non-convertible currencies, and those balances would continue to grow, at least for a few years. Intensive negotiations had been held with donors of non-convertible currencies, and all parties had agreed that use of those currencies should not distort the approved programme. One delegation pointed out that non-convertible currencies represented only one third of the carryover into 1977, mentioned a number of projects under discussion for funding with non-convertible currencies and stated that a common effort on the part of UNEP and donors of those currencies would overcome the problem. Another delegation expressed dissatisfaction at the fact that developing countries were expected to

provide their contributions in convertible currency when certain other countries with stronger economies continued to contribute in non-convertible currencies, and stated that its Government might in future have to reconsider its position concerning the currency of its own contribution.

382. The Deputy Executive Director considered that the manifold factors involved made it impossible to give a satisfactory estimate of the future shortfall between commitments and actual expenditures. The problem was essentially a managerial one which in normal years could readily be contained. At the insistence of some delegations, he ventured a very tentative estimate that the shortfall between commitments and expenditures from 1978 onwards might be of the order of 10 per cent if the Council's approval of the medium-term plan continued to set a ceiling on commitments.

383. One delegation felt that insufficient attention had been paid to broadening the contribution base of the Fund, and expressed the view that an annual pledging conference should be held.

384. The Deputy Executive Director announced that a number of new contributions and pledges had been received since 31 March 1977, and presented the following information:

| <u>Contributions received</u> | <u>United States dollars</u> |
|-------------------------------|-----------------------------------|
| Bangladesh | 2,000 for 1977 |
| Colombia | 9,057 for 1977 (first payment) |
| Finland | 200,000 for 1977 |
| France | 1,212,121 for 1977 |
| Hungary | 24,004 for 1977 |
| Iran | 50,000 for 1977 (partial payment) |
| Italy | 400,000 for 1976 |
| Morocco | 50,000 for 1973-1977 |
| Pakistan | 5,000 for 1976 |
| United Republic of Tanzania | 4,813 for 1976 |
| United States of America | 10,000,000 for 1977 |

| <u>Pledges received</u> | <u>United States dollars</u> |
|--------------------------|---|
| Brazil | 20,000 for 1977 |
| Iceland increased to | 5,000 for 1977 |
| Iran increased to | 500,000 for 1978-1982 |
| Luxembourg | 10,811 for 1978 |
| Mauritius | 3,000 for 1978-1980 (first time pledge) |
| Philippines increased to | 80,000 for 1978-1982 |

Pledges received

United States dollars

| | |
|-----------------------------|--|
| Spain increased to | 1,000,000 for 1978-1982 |
| Sudan increased to | 1,500 for 1978 |
| Turkey | 30,000 for 1978-1982 |
| Uganda | 6,015 for 1977-1981 (first time pledge) |
| United Republic of Tanzania | 24,065 for 1977-1982 |

385. The representative of the Ivory Coast announced that his Government had recently effected payments of \$2,000 to the Fund of UNEP and \$5,000 to the United Nations Habitat and Human Settlements Foundation. The representative of Finland stated that, subject to parliamentary approval, his Government would maintain its present contribution for 1978. The representative of Ghana announced that his Government would continue to support the Fund at the level of \$19,700 per annum. The representative of Algeria made it known that his country's contribution of \$10,000 for 1977 had already been paid and that its contribution for the period 1977-1980 would total \$40,000. The representative of Argentina announced that his Government pledged \$60,000 per annum to the Fund for 1978-1979 and \$70,000 per annum for 1980-1982.

386. At the conclusion of its debate on the management of the Fund, the Committee recommended for adoption by the Governing Council draft decisions on the medium-term plan for 1978-1981 and, on the basis of a recommendation by Sessional Committee I at the conclusion of its debate on programme matters, on the allocation for Fund programme activities 1978-1979.

387. The representative of the Soviet Union said his delegation had not opposed the consensus on the first draft decision on the understanding that it did not necessarily mean an increase in the contributions of member States, but that the increase in the income of the Fund would also be achieved through contributions from new contributors.

388. The representative of Iraq indicated his Government's view that the level of Fund programme activities should be increased during the period of the medium-term plan.

Action by the Governing Council

389. At its 74th plenary meeting, on 24 May 1977, the Governing Council adopted by consensus the draft decisions recommended by Sessional Committee II on the medium-term plan for 1978-1981, as amended orally by the representative of France, and on the allocation for Fund programme activities 1977-1978 (decision 98 (V)). 31/

3. Administrative and budgetary matters

390. A number of delegations supported the remarks of the Advisory Committee on Administrative and Budgetary Questions regarding the redeployment of posts between

31/ Idem.

the United Nations regular budget and the programme and programme support costs budget of the Fund, inasmuch as action with financial implications had been taken by the Secretary-General without the prior approval of the General Assembly. One delegation pointed out the possible confusion between redeployment and giving the Executive Director the authority to transfer Fund-financed posts between departments, which it supported subject to proper reporting to the Governing Council.

391. One delegation said that from an analysis of the 1976 accounts it appeared that there might be sufficient savings in the programme and programme support costs budget in the 1976-1977 biennium to absorb the increase requested by the Executive Director in his performance report.

392. Delegations generally shared the Advisory Committee's criticism of the proposed automatic ratio for the distribution of staff costs between the regular budget and the Fund of UNEP. The Committee felt that the rationale question should now be regarded as finally settled. Noting the Advisory Committee's recommendation that the number of posts to be redeployed should be reduced, a number of delegations asked for details of the cost implications of the suggested reduction. One delegation shared the view of the Advisory Committee that, in future, new posts which should properly be charged to the regular budget should not initially be charged to the programme and programme support costs budget of the Fund.

393. A number of delegations felt that the requests for new posts to be charged to the programme and programme support costs budget of the Fund and for reclassification of existing posts had not been adequately justified in the documentation provided. While some delegations supported the Executive Director's proposal in full, a number questioned the justification for particular staff actions. Special attention was drawn to the reclassification of deputy regional representatives and it was suggested that action should be deferred until the terms of reference of the regional offices could be studied. One delegation, in supporting the reclassifications, queried the disparity in the levels of the posts in the different regional offices and said that the Governing Council should authorize the Executive Director to carry out, in the biennium 1978-1979, his intention to put all the heads of the regional offices at the same level. Some delegations also endorsed the other remarks of the Advisory Committee in respect of post reclassifications.

394. The decision of the Executive Director to withdraw the proposal for the creation of a contingency fund was received with gratification. One delegation raised a number of detailed questions about the internal consistency of the document for the proposed budget for programme and programme support costs of the Environment Fund (UNEP/GC/99/Add.1). Another queried the seemingly high ratio of common staff costs to salaries. One delegation queried the increase in the budget provision for the radio station. Another felt that greater emphasis should be placed on the use of short-term consultants and that the background of such consultants should be a major factor in their recruitment. The delegation of Argentina said it was very possible that its Government would announce an increased pledge to the Fund of UNEP, and expressed the hope that other more developed countries would follow its example.

395. Regarding the redeployment of the particular posts mentioned by the Advisory Committee on Administrative and Budgetary Questions, the Deputy Executive Director stressed the importance of giving the Executive Director freedom to transfer Fund-financed posts between departments. On the question of the rationale for the

allocation of expenses between the regular budget and the Fund of UNEP, the General Assembly would probably accept the Advisory Committee's recommendations regarding the number of posts to be redeployed to the regular budget; details of the financial implications for the Fund would be made available to delegations. As regards the query on the disparity in the levels of posts in the regional offices, he explained that the proposed reclassification of the deputy regional representatives was only the first step which the Executive Director was proposing to take in strengthening the regional offices and he agreed that the whole matter could be reconsidered at the next session of the Governing Council.

396. In reply to the query regarding the possible use of savings in the 1976-1977 budget for programme and programme support costs in place of the proposed increase in budget, he stated that it was not certain that the proposed increase would in fact be needed. Several key posts which had been vacant were now to be filled, and any amount required would be associated with recruitment actions. The Council might wish to approve up to the amount requested, coupled with an injunction that the additional funds not be drawn upon unless absolutely necessary.

397. Common staff costs were higher in Nairobi as a proportion of salaries due mainly to the lower salary base in Nairobi compared to New York and because of higher travel costs. Certain unforeseen costs and the delay in full utilization of the radio station had led to higher costs for that budget item in 1976-1977. However, those were one-time costs, and UNEP was now beginning to reap the anticipated benefits of the station. The Governing Council had allocated resources for the use of consultants, who could also be financed through the regional offices and through projects; UNEP was building up rosters of suitable consultants, and the assistance of Governments in that task would be welcome.

398. At the conclusion of its debate on administrative and budgetary matters, the Committee recommended for adoption by the Governing Council a draft decision on the performance report on the programme and programme support costs budget 1976-1977 and the proposed budget for programme and programme support costs 1978-1979.

399. The French delegation said that, in a spirit of conciliation, and in order to facilitate the task of the secretariat and meet the concerns of various delegations, it had not opposed the consensus on the second of the two decisions. Nevertheless, it had reservations regarding the increasing tendency to slip Fund expenditures into the United Nations regular budget.

400. The Deputy Executive Director, in accordance with rule 30 of the rules of procedure and financial regulations 13.1 and 13.2, informed the Committee on behalf of the Secretary-General that paragraph 2 of the decision had financial implications for section 13 of the regular budget in the amount of \$64,975 for the biennium 1978-1979. Should the General Assembly fail to approve the financing of the legal liaison post from the regular budget, as proposed, the Executive Director would request, at the sixth session of the Council, restoration in the Fund budget of the posts involved. The decision would also have the effect of delaying the action proposed by the Executive Director on the reclassification of the two posts in the regional offices until the study foreseen by the decision was completed and acted upon.

401. The Committee also recommended for adoption by the Governing Council a draft decision on the progress report on the architectural and engineering study of the construction of permanent UNEP headquarters.

Action by the Governing Council

402. At its 74th plenary meeting, on 24 May 1977, the Governing Council adopted by consensus the draft decisions on administrative and budgetary matters recommended by Sessional Committee II (decisions 97 A (V), sect. III and 97 B (V)). 32/

32/ Idem.

CHAPTER VIII

DRAFT PRINCIPLES OF CONDUCT FOR THE GUIDANCE OF STATES IN THE CONSERVATION AND HARMONIOUS EXPLOITATION OF NATURAL RESOURCES SHARED BY TWO OR MORE STATES

403. The Governing Council considered agenda item 12 at its 73rd meeting, on 20 May 1977. The Council had before it a note by the Executive Director thereon (UNEP/GC/101 and Corr.1), to which was annexed the report of the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States on the work of its third session (UNEP/IG.7/3).

404. In an introductory statement, the Executive Director said that, although he favoured one of the three specific courses of action proposed in his note (UNEP/GC/101 and Corr.1, para. 4), the door was left open for other options. He would implement whatever measures the Governing Council considered most appropriate.

405. Several delegations commended the work of the Working Group and considered that the activities of UNEP in that area were essential to the further development of the principles of the Stockholm Declaration, and environmental law in general; the relevance in that connexion of the principles contained in General Assembly resolutions 3129 (XXVIII) and 3281 (XXIX) was also stressed. Those delegations suggested that the Executive Director should reconvene, as soon as possible, the Working Group, which should also be open to experts from other interested member States of the Governing Council. Other delegations also took the view that, despite the complexity of the issues, the difficulties in reaching concrete and defined principles of conduct and insufficient time, the Working Group had made substantial progress in discharging its tasks and could, if reconvened, achieve further progress on the draft principles of conduct and reach the required consensus.

406. Other delegations favoured acceptance of the report on the third session of the Working Group as the final report, and its transmission to the General Assembly at its thirty-second session, since the Assembly was the most appropriate body to handle such a highly legal and political issue. One delegation maintained that the matter required a careful, time-consuming and comprehensive approach which the International Law Commission was ideally equipped to undertake. Another delegation, while supporting the involvement of UNEP, felt that the Committee on Natural Resources also had an important role to play. Yet another delegation, while maintaining that the question of shared natural resources called for bilateral agreements, wherever possible, considered that UNEP had a positive contribution to make in providing advice and making recommendations to interested States on the formulation of guidelines and principles in cases where environmental issues were also involved.

407. One delegation felt that transmitting the report to the General Assembly should be seen as an interim measure aimed primarily at informing the Assembly of the achievements and difficulties. It further suggested that the Working Group should not be immediately dissolved; because of the important environmental component of the problem, UNEP was the most appropriate United Nations body to

deal with it. UNEP was not only entitled to take an interest in the equitable sharing of common resources by States, but also had a duty to see that that was done in the interests of good-neighbourliness and sound environmental practice. The Working Group should be enlarged and its terms of reference amended to give it the status of a standing committee of the Governing Council, so that it could keep the whole issue under review until a more satisfactory conclusion was reached. Initially, the work of the committee would be purely exploratory and none of its recommendations would be binding on Governments.

408. Two delegations took the view that a clearer definition of natural resources shared by two or more States was essential to further progress in the work of the Working Group. It was suggested that it might be preferable to formulate itemized definitions based on specific examples, rather than to seek water-tight definitions.

Action by the Governing Council

409. At its 73rd meeting, on 20 May 1977, the Governing Council considered a draft decision on co-operation in the field of the environment concerning natural resources shared by two or more States submitted by Canada, Finland, Greece, Italy, Mexico, Norway, the Philippines and the United States of America.

410. The Executive Director said that reconvening and expanding the Working Group, as requested in the draft decision, would have certain financial implications, and that the additional expenditures would have to be met from the programme reserve. He recalled the mandate assigned to the Executive Director in Governing Council decision 44 (III), to establish an intergovernmental Working Group of experts drawn from among the member States of the Governing Council and selected on the basis of equitable geographical distribution, and expressed his concern that the equitable geographical balance might be upset if the reconvened Working Group were open to experts from other member States of the Governing Council. He wondered whether the proposed draft decision implied a change in the mandate entrusted to him under decision 44 (III) and whether it would not be appropriate to place a ceiling on the membership of the Working Group. He pointed out that UNEP had borne the travel expenses of certain members of the Working Group and drew attention to the financial implications which an open-ended Working Group would entail.

411. The delegation of Kuwait said it doubted whether further meetings of the Working Group would produce any substantial agreement. Moreover, any increase in the membership of such a Working Group would further harm chances of reaching a consensus. The delegation of Senegal also expressed concern that an increase in membership might create more difficulties.

412. The representative of Brazil said that, although his delegation did not favour the reconvening of the Working Group, it would not stand in the way of a consensus on the draft decision. He reiterated Brazil's misgivings about the wisdom of adopting decisions 44 (III) and 77 (IV).

413. The representatives of Poland and Romania shared the view that the nucleus of the Working Group should be maintained in accordance with existing arrangements and the principle of an equitable geographical distribution. The Group should be open to other member States of the Governing Council, but at their own expense. The Polish delegation added that not more than two sessions of the Working Group should be held before the sixth session of the Governing Council, and at least one

session of the Working Group should be held at Geneva. On behalf of the socialist States, he proposed certain amendments to the draft decision.

414. The representative of Canada said that, although the sponsors of the draft decision and delegations which had suggested amendments were aware of the financial implications, they felt that the language of the draft decision would permit the "nucleus" group to be maintained under existing arrangements. States interested in joining the Working Group would be expected to bear their own expenses, without prejudice, however, to requests from developing countries which might wish to be represented. The Executive Director should meet such requests in the normal fashion and provide appropriate support. There was general agreement among sponsors of the draft decision and other delegations that there should be no more than two sessions of the reconvened Working Group before the sixth session of the Governing Council.

415. The Executive Director urged member States of the Governing Council which were not members of the Working Group but which might wish to participate in an expanded Working Group, to inform the secretariat accordingly before the end of the fifth session.

Action by the Governing Council

416. At its 73rd plenary meeting, on 20 May 1977, the Governing Council adopted by consensus, as orally revised by the representative of Canada, a draft decision submitted by the delegations of Canada, Finland, Greece, Italy, Mexico, Norway, the Philippines and the United States of America on co-operation in the field of the environment concerning natural resources shared by two or more States (decision 99 (V)). 33/

CHAPTER IX

ENVIRONMENT AND DEVELOPMENT, INCLUDING IRRATIONAL AND WASTEFUL USE OF NATURAL RESOURCES AND ECODEVELOPMENT

417. In considering agenda item 13 at its 71st and 72nd meetings, on 18 and 19 May 1977, the Governing Council had before it the report of the Executive Director on the Intergovernmental Expert Group on Environment and Development and on Environmental Impact Arising From Uses of Natural Resources (UNEP/GC/102), prepared in response to Governing Council decision 79 (IV) and including as annexes the working paper prepared by the secretariat for the Group (UNEP/IG.4/3) and its report (UNEP/IG.4/4).

418. Delegations were generally agreed that environment and development was among the most important items on the agenda of the Council, since it had a direct bearing on the attainment of the ultimate objective of environmentally sound development, namely, to increase the well-being of people on a sustainable basis through rational use of resources and respect for environmental factors. They also generally recognized the interrelatedness and complementarity of environmental and developmental objectives and endorsed the view of the Expert Group that sound environmental principles should be built into development planning at all levels of decision-making. The working paper prepared by the secretariat was felt to be useful, and one delegation said that it should be given wider circulation.

419. Most delegations stressed the importance of international co-operation for the promotion of environmentally sound development, through the widespread dissemination of relevant national experiences and technological improvements, which promoted the use of natural resources in environmentally sound ways. One delegation stated in that connexion that all people should have access to the benefits of science and technology and to the raw materials they required for their economic and social development. Another delegation said that the phenomenon known as consumerism was incompatible with the satisfaction of basic human needs.

420. Some delegations said that the gap between developed and developing countries should be progressively bridged if world peace and international security were to be preserved, and that more equitable international relations within the framework of the new international economic order should be established to help accelerate the progress of developing countries. A few speakers stated that the arms race and military expenditures absorbed substantial resources which could be much better employed in helping developing countries. It was observed in that connexion that banning environmental warfare was a step in the right direction. One delegation stated that there were two basic categories of environmental problems. In developed countries, the pursuit of profit entailed reckless exploitation of natural resources and endangered the welfare and health of people in those countries and elsewhere; although their scientific and technical sophistication enabled them to take the measures required to prevent and eliminate environmental pollution, that was not being done. In the developing countries, environmental problems were mainly the direct or indirect result of imperialist, social-imperialist, colonialist and neo-colonialist rule, plunder and exploitation; as the Stockholm Declaration

rightly pointed out, ^{34/} in those countries most of the environmental problems were caused by under-development, and they must therefore direct their efforts to development.

421. Several delegations stressed that UNEP should ensure that environmental considerations be included in the international development strategy for the Third United Nations Development Decade. One delegation expressed the hope that the Executive Director would be able to report to the Governing Council at its sixth session on the practical actions taken by other members of the United Nations system, as a result of the continuing emphasis by UNEP on the need to include environmental considerations at all stages of the development process, and sought assurance that, in promoting practical activities, the role of UNEP would be limited to ensuring that United Nations organizations with relevant experience or expertise took operational responsibility for the work to be performed; the programme document should show which agencies were responsible for different activities within a programme area, and the extent to which they were co-operating with UNEP.

422. Many delegations stated that the political and conceptual aspects of the issues discussed had to a large extent been satisfactorily defined, especially in the Founex report, the Stockholm and Cocoyoc Declarations, the reports under consideration and the Declaration and Plan of Action on the Establishment of a New International Economic Order, and that the task of UNEP should be therefore primarily to promote, as suggested by the Executive Director, practical solutions to those issues.

423. Most delegations agreed with the Expert Group that, given the wide differences existing between countries, particularly in respect of development levels and objectives and social and economic structures, it was not possible to formulate universally applicable criteria for defining irrationality and wastefulness in the use of natural resources and that it would be more fruitful to consider broad principles and guidelines which would be useful in the management of natural resources. Some delegations also referred favourably to some of the broad objectives suggested by the Expert Group, to which criteria and guidelines should be directed and which should be borne in mind by UNEP and other members of the United Nations system in their research and activities relating to natural resources.

424. Some delegations took the view that proper use of natural resources was but one component of environmentally sound development and that, in the further elaboration of that concept, other aspects, such as nutrition, health care, housing and public participation, should be taken into account, so that appropriate criteria might be developed to assist Governments and international organizations in planning for sound development. One of those delegations also said that, if the imperatives of development and environment were to be adequately reconciled, UNEP should concentrate more manpower and financial resources on environmental assessment, especially Earthwatch, environmental education, training and technical assistance and environmental management, including environmental law. Another delegation noted with concern the sharp reduction in the Fund allocation for environment and development.

^{34/} United Nations publication, Sales No. E.73.II.A.14, chap. I, para. 4.

425. Another delegation felt that the close interrelationship between environment policies, on the one hand, and social structures and economic development levels, on the other, was not sufficiently reflected in the treatment of the various questions dealt with in the report. That delegation and others took the view that, given the need for solutions properly adapted to the various conditions prevailing in different countries, international organizations should concentrate on the formulation of methodologies to deal with environment and development problems, which could be used by all countries to shape their policies in accordance with their individual needs. One delegation, in pointing out that further work was needed on that subject, referred to the ECE seminar on the ecological aspects of economic development, which had shown that ecological requirements could not be accurately formulated in quantitative or even qualitative terms.

426. Several delegations referred to the usefulness of case studies, pilot and demonstration projects and seminars dealing with specific aspects of environment and development problems at the regional and subregional level, and offered the use of their national facilities and experience to help UNEP promote such studies and projects. One delegation pointed out in that connexion that seminars should be followed up through national education and training programmes. Another delegation welcomed the first issue of Mazingira; that publication would further the objectives of UNEP in the area of environment and development. A few delegations also pointed out that popular participation was essential to environmentally sound development.

427. Several speakers stressed the need for practical action in the areas of soil, water and energy, and expressed the hope that the pilot projects proposed by the Executive Director in those areas would be the test of the practicability and usefulness of the concept and techniques involved.

428. One delegation proposed that the following practical aspects of the relationship between environment and development, among others, be explored: the ratio between damage caused by environmental degradation and expenditures for environmental protection; the ratio between environmental protection investments and total development investments; the impact of environmental protection measures on capital accumulation and the productive capacity of individual economies; the extent to which environmental protection expenditures might be considered as investments in the future; and the extent to which, and conditions of international assistance under which, polluting industries could be tolerated in developing countries.

429. Some delegations stressed that not only physical planning, but also social and economic planning, constituted appropriate frameworks for the integration of environmental considerations into development strategies, not only at the national level, but also in the context of regional co-operation, and reported on relevant national experiences.

430. Several delegations stressed the urgent need for the development of environmentally sound and, particularly, energy-saving, technologies. One delegation noted that environmental considerations were already incorporated in various energy programmes conducted by other United Nations agencies and IAEA, and suggested that UNEP consider how best it could use its experience and competence to formulate a specific work programme on the environmental impact of energy production and use.

431. Some delegations pointed out that environment and development issues appeared particularly clearly in connexion with problems of desertification, industrial location and human settlements. They stressed the importance, in the latter areas especially, of recycling technologies as well as non-waste and low-waste technologies, and suggested that UNEP might co-operate with ECE and the Council for Mutual Economic Assistance (CMEA), which had substantial experience in those fields.
432. One delegation stated that a good example of irrational and wasteful use of natural resources was the utilization of protein in livestock-raising, where large amounts of protein of high biological value, animal as well as of plant origin, were used to produce animal protein, the yield being remarkably lower than the input; it called attention in that connexion to the question of whales, an important source of animal protein which was threatened with destruction.
433. Some delegations referred to the "polluter pays" principle, which, despite its inadequacies, was in their view still a useful instrument of environmental policy, when combined with others. One delegation said that the principle was one of the most important instruments for achieving rational and non-wasteful use of natural resources.
434. Some delegations noted with interest the observation made in the report of the expert group on the role of transnational corporations and international trade in the use of natural resources. One delegation said that UNEP should ensure that the importance of the rational and non-wasteful use of natural resources be taken into account in the preparation of the code of conduct for transnational corporations. It also suggested the need to study inadequacies in international trade and the possibility of changing existing trade patterns in order to ensure the compatibility of a given country's imports and exports with the rational and non-wasteful use of its natural resources. Another delegation stressed that international monopolies were often the root cause of the waste of natural resources in developing countries. It recalled in that connexion that the meeting of non-aligned countries held in August 1976 in Colombo, Sri Lanka, had concluded that exploitation, colonialism, neo-colonialism, apartheid and racial discrimination also entailed waste of natural resources.
435. Some delegations welcomed the progress made by UNEP in the further elaboration of the concept of ecodevelopment, and supported the suggestion by the expert group that the concept should be further developed and refined through empirical studies and practical experiments. The activities of the Executive Director to promote one pilot project on ecodevelopment in each of the three developing continents were also commended. One delegation pointed out that the concept of ecodevelopment was germane to the integrated rural development programme in its country, while another speaker expressed satisfaction with the pilot project on ecodevelopment in the South Pacific region.
436. Two delegations stated that the question of shared natural resources should not fall within the purview of UNEP: one took the view that relevant work could be carried out by the Committee on Natural Resources and UNDP, while the other felt that the question pertained more properly to the area of bilateral co-operation.
437. The representative of the Council for Mutual Economic Assistance (CMEA) stressed the important role played by his organization in the promotion of regional

co-operation for the rational use of natural resources. The proposal by the Soviet Union to convene an All-European Conference on Environmental Protection would further strengthen that co-operation. CMEA had long-standing experience and involvement, through various projects and studies, in the question of environmentally sound development and had collaborated in that area with many other international organizations, including UNEP and ECE; it stood ready to place its experience at the disposal of the international community.

438. One speaker recalled the measures taken in his country to promote environmentally sound development, stressed that such measures were of benefit to all ethnic and religious groups there, and said his Government was ready to share its long-standing experience with other States in the area through regional co-operation programmes. Another representative said that her Government had the most serious reservations on the statement made by the previous speaker, whose country continued to violate United Nations resolutions and, by its aggressive policies and occupation by force of Arab territories, threatened world peace and the establishment of a new international ecological order. Another delegation pointed out that Arab peoples enjoyed full civil, political and human rights in their countries, whereas there was concrete international evidence regarding the deprivation of human rights and untenable living conditions of the Palestinian people living under Zionist oppression and discrimination, a situation which also caused the continued deterioration of the Palestinian environment.

439. At the conclusion of the debate, the Executive Director said he was gratified by the emphasis placed by many delegations on the need for translating into practical action the conceptual work which had been accomplished so far on the question of environment and development. He also hoped to include in the Level One report on environment and development, to be submitted to the Governing Council at its sixth session, information on the actions taken by United Nations agencies to introduce environmental considerations into their policies and programmes bearing on development planning. He also appealed to Governments to provide UNEP with information on their national experiences in the environment and development field, for inclusion in the Level One report, and raised with the Council the possibility of consolidating in the programme document, which was considered by Sessional Committee I, the work carried out in the area of environment and development.

Action by the Governing Council

440. At its 74th meeting, on 24 May 1977, the Governing Council considered a draft decision on environment and development, including irrational and wasteful uses of natural resources and ecodevelopment, submitted by the delegations of Brazil, Canada, Finland, France, Germany, Federal Republic of, Kenya, Sweden, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

441. The representative of Finland said that the draft decision did not refer specifically to the importance of including environmental considerations in the international development strategy for the third United Nations development decade; however, his delegation, as a sponsor, interpreted the draft as covering the contribution of UNEP to the preparation of that strategy.

442. The draft decision was adopted by consensus (decision 100 (V)). 35/

35/ For the text of the decision, see annex I below.

CHAPTER X

STUDY OF THE PROBLEM OF THE MATERIAL REMNANTS OF WARS, PARTICULARLY MINES, AND THEIR EFFECT ON THE ENVIRONMENT

443. The Governing Council considered agenda item 14 at its 72nd meeting, on 19 May 1977. The Council had before it a report of the Executive Director on the implementation of General Assembly resolution 3435 (XXX): study of the problem of the material remnants of wars, particularly mines, and their effect on the environment (UNEP/GC/103 and Corr.1). 36/

444. The Executive Director, in a brief introductory statement, drew the attention of the Council to the fact that limited information had been received from Governments in response to his letters and questionnaires. Nevertheless, the information had been augmented by data from other sources.

445. The representative of the Libyan Arab Jamahiriya, while expressing his delegation's appreciation for the report, said it would have liked to see the section on the scope of the study state more affirmatively the adverse environmental effects of remnants of wars. He recognized the need for preventive measures for the protection of the environment in the future and emphasized that both international and bilateral co-operation were urgently required in tackling the problem of removing remnants. His delegation hoped to see arrangements made for the exchange of information, technical and financial assistance and advice, joint clearance operations and further study and research. Supported by the Iraqi delegation, he urged the Executive Director to continue exploring the possibilities of convening an intergovernmental meeting, which would provide an opportunity for working out collaborative arrangements to deal with the problem. He further suggested that the Governing Council, in the draft decision before the Council, should authorize the Executive Director to consult with the Governments concerned with a view to developing the technical and financial components of an international programme of co-operation in connexion with the removal of remnants of war.

446. The representatives of France, the Federal Republic of Germany, Italy, and the United Kingdom of Great Britain and Northern Ireland said that they would be unable to support the Libyan proposals. The representative of the Federal Republic of Germany said that his Government was prevented by the Agreement on German External Debts, signed in London on 27 February 1953, 37/ from entering into any obligations in respect of claims related to the material remnants of wars, and recalled that his Government had provided the Libyan Arab Jamahiriya with maps indicating the emplacement of mines. The representative of France referred to the legal and political complexities of the issue, recalled that his delegation had abstained in the General Assembly vote on resolution 3435 (XXX) and said that the French authorities had found themselves unable to reply to the questionnaire. His

36/ Circulated to members of the General Assembly under the symbol A/32/137.

37/ United Nations, Treaty Series, vol. 333, No. 4764, p. 3.

delegation would favour a bilateral approach to the question. The delegation of the Federal Republic of Germany indicated its Government's willingness to enter into bilateral negotiations when appropriate. That approach was also favoured by the British and Italian delegations. The Italian delegation noted that, although the Italian authorities had replied to the UNEP questionnaire and were willing to co-operate with UNEP in that respect, they had doubts as to whether the problem of the material remnants of wars fell within the jurisdiction of UNEP. The United States delegation, while acknowledging that the General Assembly had called for the study, also expressed doubts about the advisability of the involvement of UNEP in that area. It appreciated, however, the thoughtful approach followed by the Executive Director in his report. Noting that the report would be discussed by the General Assembly at its thirty-second session, the United States delegation reserved its Government's comments for that occasion.

447. The Swedish representative said that her country's technical experience in the removal of the material remnants of wars could be of use to other countries. She suggested that the Executive Director should continue collecting information on ways of dealing with the environmental problems caused by such remnants. That information should be registered with the International Referral System (IRS), which had a valuable role to play in disseminating information on removal methods.

448. The representative of Poland described his country's own painful experiences and losses caused by the material remnants of wars. His delegation would have liked the report to refer also to the remnants of conflicts that had occurred since the Second World War. He supported the recommendations in paragraph 28 (c) of document UNEP/GC/103/Corr.1, but would have preferred a wording more in line with the text of General Assembly resolution 3435 (XXX). The Soviet representative said that the problem of the material remnants of wars properly fell within the purview of UNEP and supported the views expressed by the Polish and Libyan delegations.

449. The representative of the German Democratic Republic associated himself with the views expressed by the Polish delegation and said that the 1953 London Agreement on the so-called German debt regulations exclusively concerned problems between the Federal Republic of Germany and other parties to that agreement.

450. The representative of China said his delegation felt that in General Assembly resolution 3435 (XXX) the aim and scope of the research and study to be carried out by UNEP was clear and there should be no departure therefrom. The report failed to consider sufficiently the damage caused by the colonialist Powers, and had therefore departed from the provisions of the resolution, which called on the colonialist Powers which had neglected to remove material remnants of wars to assume responsibility for their removal. It was essential to safeguard life in the developing countries. His delegation also reaffirmed its principled stand regarding the Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques, and reserved its right to comment on the subjects discussed by the Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts and by the Conference of the Committee on Disarmament, both of which were referred to in the Executive Director's report. His delegation would be unable to participate in any vote on the draft decision before the Council.

451. With respect to the Libyan proposal regarding consultations with Governments in connexion with the environmental problems of the material remnants of wars, the

Executive Director stated that the attempt of UNEP to initiate consultations had been delayed by the lack of prompt responses to its inquiries. He also recalled that the advisory group of experts which had assisted him in the preparation of his recommendations to the Governing Council had noted that the request for the study did not contain any reference to the question of responsibility. According to paragraph 9 of document UNEP/GC/84/Add.1, it did not appear that the problem of responsibility formally fell within the province of the study requested from the Governing Council. In that light, he had carried out the mandate entrusted to him by the Governing Council; he had been instructed to implement UNEP decision 80 (IV), not General Assembly resolution 3435 (XXX).

452. The Executive Director suggested that, although many delegations had indicated that he should submit his report to the General Assembly, he would in effect be transmitting not the Executive Director's report, but a report on behalf of the Governing Council.

Action by the Governing Council

453. At its 75th meeting, on 25 May 1977, the Governing Council considered a draft decision submitted by the President on the study of the problem of the material remnants of wars, particularly mines, and their effect on the environment.

454. The representative of the Federal Republic of Germany reiterated that his Government was inhibited by the London Agreement on German External Debts from agreeing to any settlement of claims arising out of the Second World War except in the context of a general settlement. His Government did not believe that UNEP was the proper body for the complex and delicate negotiations involved, but was prepared to enter into bilateral negotiations where appropriate.

455. The representative of France said that, in his Government's view, the problems referred to in General Assembly resolution 3435 (XXX) were, in view of their legal complexity, outside the competence of UNEP and should be dealt with bilaterally. In the event of a vote on the draft decision before the Council, his delegation would abstain.

456. The representative of the United Kingdom of Great Britain and Northern Ireland said his Government endorsed the view that the problems indicated were best dealt with bilaterally. Moreover, it felt that the subject was outside the mainstream of the concerns of UNEP and that the Programme's united resources could more profitably be used elsewhere.

457. The representative of Italy agreed that, primarily for practical reasons, the subject was best approached bilaterally. UNEP was not suited to deal with the problem and its involvement created a harmful overlap with the work of other bodies.

458. The representative of the United States of America associated her delegation fully with the comments of the representative of the United Kingdom of Great Britain and Northern Ireland.

459. At its 75th meeting, the Governing Council adopted with out a vote the draft decision submitted by the President (decision 101 (V)). 38/

38/ For the text of the decision, see annex I below.

460. The representative of the Libyan Arab Jamahiriya welcomed the adoption of the decision by consensus. His delegation recognized that, in addition to its environmental aspect, the issue of material remnants of war had legal and political implications. In submitting the original draft of the decision just adopted, his delegation's motive had been to promote the search for co-operation at all levels in dealing with the problem.

CHAPTER XI

OTHER BUSINESS

A. Resolutions and decisions of the thirty-first session of the General Assembly and resolutions of the sixtieth and sixty-first sessions of the Economic and Social Council of relevance to the United Nations Environment Programme

461. The Governing Council considered agenda item 15 at its 70th and 72nd meetings, on 17 and 19 May 1977. The Council had before it a note by the Executive Director on resolutions and decisions of the thirty-first session of the General Assembly and resolutions of the sixtieth and sixty-first sessions of the Economic and Social Council of relevance to the activities of UNEP (UNEP/GC/104 and Corr.1 and Add.1).

462. In a brief introductory statement, the Executive Director drew the attention of the Council to the fact that some of those resolutions and decisions called specifically for action by UNEP; others called for action by organizations of the United Nations system in general, or were otherwise of relevance to the activities of UNEP.

Action by the Governing Council

463. At its 70th meeting on 17 May 1977, the Governing Council adopted without a vote a draft decision sponsored by Finland, Hungary, the Philippines, the Union of Soviet Socialist Republics and the United States of America on the Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques (decision 102 (V)). 39/

464. The representative of Hungary, introducing the draft decision, said that the delegations of Colombia, Italy, Portugal and the United Kingdom of Great Britain and Northern Ireland wished to become sponsors. The Convention with which the draft decision dealt would be signed at Geneva on 18 May. It sought to ban the military uses of environmental modification techniques which could cause incalculable harm to man and his environment, but did not preclude the peaceful uses of such techniques for the benefit of mankind.

465. The representatives of Bulgaria and Poland spoke in support of the draft decision and said they wished to become sponsors. The Romanian and Danish delegations also expressed support. The Brazilian delegation said that, while associating itself with the consensus reached, it felt more time should have been allowed for consideration of the draft, which would have given the members of the Governing Council an opportunity for more detailed study of the text.

466. The Argentine, French and Mexican delegations said they were unable to support the draft decision for reasons which they had explained in the General Assembly

39/ Idem.

debate on resolution 31/72 containing the Convention. The Mexican delegation recalled that it had voted against the resolution, while the Argentine and French delegations recalled that they had abstained.

467. The Chinese delegation said that the Convention had been concocted by a super-Power in an attempt to cover up its arms expansion and its ambition to establish hegemony. The ulterior motive of that super-Power was to divert attention from the environmental damage resulting from its aggressive policies. The Chinese delegation had not participated in the vote in the General Assembly and could not support the draft decision.

468. At its 72nd meeting, on 19 May 1977, the Governing Council adopted without a vote a draft decision suggested by the President on resolutions and decisions of the thirty-first session of the General Assembly and resolutions of the sixtieth and sixty-first sessions of the Economic and Social Council of relevance to UNEP. 40/

469. The representative of Argentina recalled that his delegation had abstained when the General Assembly had adopted resolutions 31/58 and 31/72.

470. The representative of China said his delegation agreed in principle to the resolutions contained in document UNEP/GC/104, adopted at the thirty-first session of the General Assembly and the sixtieth and sixty-first sessions of the Economic and Social Council, which were of relevance to the environment. However, with regard to General Assembly resolutions 31/10, 31/72, 31/109, 31/121 and 31/111 and Economic and Social Council resolutions 2013 (LXI) and 2040 (LXI), it wished to reiterate its position of principle already expressed at the thirty-first session of the General Assembly and the sixty-first session of the Economic and Social Council.

B. Relationships with non-governmental organizations

471. The Governing Council considered agenda item 17 at its 74th meeting on 24 May 1977. The Council had before it a note by the Executive Director on relationships with non-governmental organizations (UNEP/GC/105).

472. In an introductory statement, the Executive Director drew attention to the activities carried out by UNEP in conjunction with the Environment Liaison Board. Non-governmental organizations (NGOs) had met immediately before the Council session in the International Assembly of Non-governmental Organizations Concerned with the Environment; it was for them to indicate precisely where they saw themselves in relation to the over-all UNEP programme. The growing emphasis on non-governmental youth organizations was justified by their demonstrated support for the cause of the environment. In consulting NGOs regarding the Level One overviews and the development of the industry programme, and in arranging for their participation in the United Nations Conference on Desertification, UNEP was continuing to enlist the support and collaboration of such organizations.

473. Delegations which took part in the debate generally welcomed the ways in which

40/ Idem, "Other decisions".

the Executive Director had intensified working relationships with NGOs, in which the Environment Liaison Centre, and NGOs in general, had co-operated. Since NGOs had a considerable amount of expertise and were the main channel of communication between policy-makers and the general public, co-operation with them was useful and necessary for Governments and international organizations alike. That was especially true for UNEP, with its important role in co-ordinating and initiating environmental action and promoting environmental awareness. Non-governmental organizations had awakened and sustained public interest, and spurred or supplemented governmental action, in environmental protection. In many fields, and in connexion with World Environment Day in particular, they had an extremely valuable role to play.

474. Delegations noted with satisfaction the consultation with NGOs regarding the Level One overviews and the development of the industry programme; it was felt that the practice should continue and that links with organizations such as the Environmental Liaison Centre should be strengthened even further. One delegation suggested that the Centre should be supported by UNEP. Delegations expressed the hope that non-governmental organizations would be given opportunities to participate in and receive information and documentation on forthcoming conferences, such as the Desertification Conference and the intergovernmental conference on environmental education.

475. Two delegations stressed that the relationships of UNEP with NGOs should, where possible, be institutionalized, and one of them welcomed the identification of a large number of potential NGO sources for IRS. Another delegation drew attention to the fact that groups of NGOs often covered important areas of concern to UNEP, such as conservation, science and industry; UNEP would benefit from seeking the guidance and drawing on the expertise of such organizations to a greater degree than at present. The participation of NGOs in industry seminars organized by UNEP was a welcome move which would help the organization to keep in touch with developments and thinking in industry.

476. The representative of the Environment Liaison Centre, speaking also on behalf of the NGOs attending the fifth session of the Governing Council, stressed that expressions of support and hopes for strengthened working relationships with NGOs must be translated into action by Governments, the United Nations and NGOs themselves, and made a plan for more understanding and acceptance of the constructive role NGOs could play in environmental matters.

477. The Environment Liaison Centre, like UNEP, constituted a link between north and south. It sought support to set up regional workshops, assist third world environmentalists in attending conferences and develop collaboration between NGOs around the world. That process was facilitated by the computer file developed from the UNEP-assisted survey of 3,500 NGOs concerned with the environment; in carrying out the survey, the Centre had paid particular attention to organizations in developing countries, most of which had not previously been listed or codified.

478. Not enough had been done to establish an information programme designed to create a global awareness of environmental issues. NGOs were anxious to become partners in the development and implementation of such a programme. Greater financial support was required from UNEP to help ensure wider involvement in World Environment Day in all parts of the world.

479. With respect to environmental education, he was pleased to note that the

Executive Director had undertaken to raise the question of access to the intergovernmental conference on environmental education by all NGOs concerned with the environment. It was to be hoped that the Soviet Union, as host country, would offer, through UNEP or the Environment Liaison Centre, to assist NGOs hoping to attend the conference.

480. He urged delegations to seek to ensure that NGOs were given a positive role in the institutional arrangements for human settlements. The low level of pledges and payments by Governments to the United Nations Habitat and Human Settlements Foundation and the small amount of money and staff devoted to human settlements in UNEP suggested that the area did not receive the priority it deserved.

481. He further urged UNEP to take a lead in helping to establish global controls in respect of new forms of biological, chemical and nuclear dangers and in developing a convention to limit trade in toxic substances still exported by countries which had restricted their use at home.

482. It was to be regretted that UNEP stood aside from the question of the development of nuclear power and the transfer of nuclear material. Document IAEA-CN.36/361 (v), presented on behalf of UNEP to the International Conference on Nuclear Power and its Fuel Cycle in Salzburg in May 1977, minimized the risks and short-comings of nuclear power.

483. UNEP's many achievements in spite of inadequate funds and manpower, such as the Mediterranean programme, had to be applauded. Nevertheless, the time was ripe for critical assessment not only of UNEP, but also of Governments' environmental actions and of NGOs themselves.

484. The Executive Director said that when he had addressed the International Assembly of Non-governmental Organizations Concerned with the Environment in May 1977, he had undertaken to raise the question of access to the intergovernmental conference on environmental education for NGOs concerned with environmental education, not for all NGOs concerned with the environment. With respect to UNEP's financial support to the Environment Liaison Centre in connexion with World Environment Day, the policy of UNEP remained that World Environment Day should not absorb an excessive amount of money. He did not agree that the UNEP paper presented at the International Conference on Nuclear Power and its Fuel Cycle minimized the dangers of nuclear power; to his mind, the paper was scientifically highly objective.

Action by the Governing Council

485. At its 74th meeting on 24 May 1977, the Governing Council adopted by consensus a draft decision suggested by the President on relationships with non-governmental organizations (decision 103 (V)). 41/

C. Pahlavi International Environment Prize

486. At the 74th meeting, the Executive Director informed the Council that the

41/ For the text of the decision, see annex I below.

numerous nominations made for the Prize for 1977 had been reviewed by the Advisory Selection Committee at Geneva in March. The Committee's recommendations had been accepted by the Secretary-General and the Government of Iran, and the award would be made by the Secretary-General on 3 June 1977.

487. The Advisory Selection Committee had proposed to the Secretary-General an increase in its membership from five to seven, in the interests of more equitable geographical distribution. The Government of Iran had endorsed the proposal and, at the informal consultations with Governments at Geneva in January 1977, it had been agreed that the increase could take effect immediately and be reported to the Governing Council at its fifth session. The new membership of the Committee was: Mr. Pastrana Borrero, Former President of the Republic of Colombia; Professor Dafalla, President, Sudan National Council of Research; Mr. Firouz, Assistant Prime Minister and Director of the Department of the Environment of Iran; Mrs. Marcos, First Lady of the Philippines; Dr. Peccei, President of the Club of Rome; Dr. Ruckelshaus, Former Administrator of the Environmental Protection Agency of the United States of America; and Professor Trzebiatowski, President of the Polish Academy of Sciences.

Action by the Governing Council

488. At its 7⁴th meeting, the Governing Council, at the suggestion of the President, took note of the oral report of the Executive Director on the Pahlavi International Environment Prize and endorsed the increase in the membership of the Advisory Selection Committee.

CHAPTER XII

PROVISIONAL AGENDA, DATE AND PLACE OF THE SIXTH SESSION OF THE GOVERNING COUNCIL

489. At its 75th meeting, on 25 May 1977, the Governing Council considered the date and place of its sixth session, the question of informal consultations with Governments and the draft provisional agenda for the sixth session. With respect to the draft provisional agenda, some delegations felt that consideration should be given to combining item 11 (Draft principles of conduct for the guidance of States in the conservation and harmonious exploitation of natural resources shared by two or more States) with item 7 (Programme matters). It was also felt that items 5 (Executive Director's report and state of the environment) and 6 (Co-ordination questions) should be discussed separately and that in scheduling meetings every effort should be made to ensure the best possible co-ordination between discussions in plenary and the work of the sessional committees. Concrete proposals could be formulated for discussion at the informal consultations. One delegation maintained that it would be more appropriate to keep items 7 and 11 separate.

Action by the Governing Council

490. At its 75th meeting, the Council adopted by consensus a recommendation by the President that its sixth session should be held at Nairobi from 9 to 25 May 1978, with informal consultations on 8 May. 42/

491. At the same meeting, the Council adopted by consensus a draft decision suggested by the President concerning informal consultations (decision 104 (V)). 42/
The Council also approved the draft provisional agenda for the sixth session. 42/

42/ Idem, "Other decisions".

43/ For the text of the decision, see annex I below.

CHAPTER XIII

ADOPTION OF THE REPORT ON THE FIFTH SESSION

492. The Governing Council considered the draft report on the work of its fifth session at its 70th, 74th and 75th meetings.

493. In the course of the adoption of the report, one delegation stated that certain statements contained in paragraph 35 of the report were blatant falsehoods designed to mask the unattractive political course pursued by the leaders of the country whose delegation had uttered them, the only country in the world in which the leaders were open apologists of world war and proclaimed an expansionist militarist course as their long-term goal. As far back as September 1959 the leader of that State had announced: "We must subjugate the world. Our aim is the world at large, where we shall build a powerful State." It was he who had made the gloomy proclamation: "A war? Very well! We should not be afraid of war ... If half of the human race perishes in war this does not matter. There is no reason to worry even if only one third of humanity survives." That was an extremely sinister prospect. For many years that country had been conducting a national campaign of "preparation for war". Reports of the United Nations Commission on Disarmament indicated how that country's military expenditure had grown until it accounted for more than 40 per cent of the national budget. It was thus apparent that that country's least concern was the maintenance of peace and the protection of the environment. Its attitude to all the most vital questions of international relations was profoundly negative: since 1971, when its rights in the United Nations had been restored, it had made no constructive proposal and taken no constructive initiative to strengthen world peace, but had opposed or failed to support a number of proposals and resolutions designed to achieve that goal. It had not signed a single international agreement on the limitation of the arms race or the cessation of nuclear weapons tests. Its attempts to disrupt détente, prevent disarmament, sow distrust and enmity between States, and provoke world war were a major threat to all peace-loving peoples.

494. Two delegations endorsed the view that the parts of paragraph 35 referred to by the previous speaker were out of place in the report and harmful to the spirit of co-operation and understanding which predominated in the Council.

495. In reply, another speaker stated that the attack on the contents of paragraph 35 was totally unjustifiable. The paragraph summarized the views expressed by a delegation during the debate, and all 58 members of the Governing Council had a right to equal treatment in that respect. It was precisely social imperialism which used international forums to preach sham disarmament and sham détente as important pre-conditions for environmental protection. His delegation's exposure of those who preached détente and disarmament while actually engaging in arms expansion and preparations for war had been met with lies, slander and baseless countercharges. The previous speaker's Government had stationed hundreds of thousands of troops, and established many overt and covert military bases, abroad; it clamoured every day for disarmament, yet, far from reducing its military strength, had gone all out to develop both strategic nuclear and conventional forces, to a total of over 4 million men. Its military budget was the largest in

the world. Social imperialism was the most dangerous source of a new war in the contemporary world. It practised aggression, expansion and subversive activities, which created tension all over the world; recent events in Angola, Egypt, the Sudan and Zaire were cases in point. For the past 20 years, social imperialism had continued to expand and, although it styled itself the "natural ally" of the developing countries, facts had proved it to be the most dangerous enemy of the third world.

496. The Governing Council adopted the present report at its 75th meeting, on 25 May 1977, subject to the incorporation of amendments approved at the 74th and 75th meetings.

497. The Executive Director informed the Council that the financial implications of the decisions adopted at its fifth session amounted to some \$2.4 million; the cost would have to be met from the Fund programme reserve, or through adjustments of the apportionment of funds up to a maximum of 20 per cent of each budget line, in accordance with the provisions of decision 98 B (V). 44/

CHAPTER XIV

CLOSURE OF THE SESSION

498. At the Council's 75th meeting, on 25 May 1977, after the customary exchange of courtesies, the President declared the fifth session closed.

44/ Idem.

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its fifth session

82 (V). Programme policy and implementation

The Governing Council,

Reaffirming its previous decisions on programme policy and implementation, 1/

Taking fully into account General Assembly resolutions 31/111 of 16 December 1976 on the report of the Governing Council of the United Nations Environment Programme on the work of its fourth session, and 31/112 of 16 December 1976, on institutional arrangements for international environmental co-operation,

Having considered:

- (a) The introductory statement of the Executive Director, 2/
- (b) The introductory report of the Executive Director, 3/
- (c) The report of the Executive Director on the state of the environment 1977, 4/
- (d) The report of the Environment Co-ordination Board on its sixth session, 5/
- (e) The report of the Advisory Committee on Administrative and Budgetary Questions on co-ordination questions in the activities of the Programme, 6/

Taking into consideration the views expressed during its fifth session on questions of programme policy and implementation,

Having special regard to its decisions on programme activities, 7/ on the programme of the Fund of the United Nations Environment Programme and on the management of the Fund,

1/ Decisions 1 (I), 5 (II), 20 (III) and 47 (IV).

2/ UNEP/GC/L.48.

3/ UNEP/GC/87.

4/ UNEP/GC/88 and Corr.1 and 2.

5/ UNEP/GC/89.

6/ UNEP/GC/L.47.

7/ Decisions 83 (V), 98 (V), 96 (V) and 97 (V), respectively.

I

State of the environment

1. Welcomes the new format adopted for the state of the environment report, and endorses the criteria for the choice of topics presented in that report; 8/
2. Draws the attention of Governments, United Nations organizations and other bodies to the conclusions of that report, and to the need for concerted national and international effort to deal with problems in the areas of ozone, environmental carcinogens, soil loss and firewood;
3. Notes the Executive Director's plans to initiate work leading to the production of the first quinquennial review on the state of the environment in 1982;

II

Relationships of the secretariat with Governments and others

1. Approves the suggestion of the Executive Director that he should report in detail to the Council on a limited number of areas of the programme at each session with a view to covering the whole programme within the period of the medium-term plan, and decides that for the sixth session the Executive Director will report on the following areas: pollution and human health, arid lands - soil and water, regional seas, the International Register of Potentially Toxic Chemicals, environmental education, and communication, reporting only very briefly on other topics;
2. Further approves the intention of the Executive Director to present for consideration by the Council at each session the areas on which he proposes to report in detail to the next session;
3. Requests the Executive Director to conduct consultations with Governments of member States of the Governing Council on the advisability and feasibility of the Council approving projects of the United Nations Environment Programme, and to report to the Council at its sixth session on the results of these consultations;
4. Notes the progress made in improving the quality of documents for the fifth session of the Governing Council, in particular the programme document and the new UNEP/GC/INFORMATION/- series;
5. Urges the Executive Director to intensify his efforts to reduce the length of documents and improve their quality further, taking into account the recommendations of the informal working group established during the fifth session of the Council to advise him on documentation, particularly as they relate to the type of information provided and the format of presentation, and to submit

8/ UNEP/GC/88 and Corr.1 and 2, para. 6.

appropriate documentation for sessions of the Governing Council in every working language in accordance with the six-week rule;

6. Calls upon the Executive Director to develop further the means of maintaining regular communication on programme and related developments between the secretariat and Governments, in particular through effective liaison with national representatives accredited to the Programme, and through further improvements in Report to Governments, taking into account the recommendations of the informal working group on documentation;

7. Urges the Executive Director to strengthen the operational capacity of the regional offices in order to facilitate their relations with Governments and the implementation of their programmes;

8. Notes with appreciation the Executive Director's efforts to improve the channels of communication between the secretariat and the broad international constituency of the Programme, in particular through the development of an improved and expanded programme of publications, and urges the Executive Director to develop these channels further, using all possible efforts of mass media and non-governmental organizations and the relevant international scientific and other professional communities;

9. Requests the Executive Director to take into account, in planning the use of the opportunities provided by World Environment Day for communication with the public at large, the recommendations of the evaluation report 9/ and comments by Governments;

10. Urges Governments to co-operate with the Executive Director in promoting a network of "friends of the environment" to enhance public awareness of environmental issues and to disseminate information about the Programme and its activities;

11. Further urges Governments and others to respond promptly, as appropriate, to requests for information from the secretariat, which should be precise in specifying the information sought;

12. Further urges the secretariat to respond promptly to requests from Governments for information;

III

Environment Co-ordination Board, joint programming and other co-ordination questions

1. Approves of the analysis carried out by the Environment Co-ordination Board of its purposes and ways of working, of the definition of the Board's function and of the Board's proposals to ensure the establishment of ways and means of more efficient and effective co-ordination;

9/ See UNEP/GC/90 and Corr.1, para. 597.

2. Notes the progress made in joint programming, and emphasizes the need to ensure that the catalytic role of the Programme is more effectively performed and that the resources of the United Nations system are better marshalled to implement the programme;

3. Welcomes in particular the progress made, through joint programming and in other ways, in strengthening the links between the Programme and the regional commissions of the United Nations, and stresses the importance of further developing regional co-operation for environmental activities;

4. Agrees to the Environment Co-ordination Board's recommendation 10/ that in future more emphasis should be given in joint programming to the consideration of subjects in which a number of agencies have an interest, and urges agencies and United Nations organs to co-operate fully with the Executive Director in this endeavour;

5. Requests the Executive Director to submit agreed memoranda of understanding on joint programming between the Programme and other agencies of the United Nations system to the Governing Council for information and comment;

6. Notes the report made by the Board on the steps taken by its members to implement the strategies of the environment programme, 11/ and requests the Executive Director to develop this method of presentation further, in consultation with the Board;

7. Invites the governing bodies of all organizations within the United Nations system to authorize their executive heads to collaborate fully with the Executive Director, through the Environment Co-ordination Board and otherwise, by:

(a) Contributing to the development of specific objectives for environmental programmes within the United Nations system;

(b) Identifying the extent to which their activities contribute to these objectives;

(c) Providing total and annual cost estimates and projected completion dates for projects implemented by them;

(d) Identifying, through joint programming, gaps which need to be filled by the United Nations Environment Programme;

(e) Reviewing progress annually and preparing each year a co-ordinated up-dated work plan;

8. Further requests the Executive Director to produce each year a programme document containing the information referred to in paragraph 7 above;

10/ UNEP/GC/89, para. 19.

11/ UNEP/GC/89/Add.1.

9. Requests the Executive Director also to take into consideration the comments of the Advisory Committee on Administrative and Budgetary Questions when co-ordinating environmental activities within the United Nations system;

IV

International forums

Considers that, while the subject of the environment has received some attention in international forums during the course of the previous year, it is important for Governments further to harmonize the policies they adopt towards the environment in the Governing Council and in other intergovernmental forums, and thus to ensure that decisions which the Governing Council takes, especially in the area of environment and development, are reflected in the actions of these other forums;

V

Assessment of environmental risks

1. Requests the Executive Director to report to the Governments concerned and, if necessary, through the Governing Council and in other appropriate ways, to the world community, when there is sufficient evidence to suggest that there is a potentially great risk to the environment;

2. Believes that in respect of environmental risks, the role of the United Nations Environment Programme, in co-operation with the relevant members of the United Nations system, should also include the identification of alternative courses of action which are less environmentally harmful and the promotion of appropriate international agreements;

3. Notes that the ultimate responsibility for environmental management rests with Governments, and that it is through the actions which they take, individually and collectively, that environmental protection and enhancement can be attained and the purposes of the environment programme achieved;

VI

Goals for 1982

1. Approves the list of goals for 1982 proposed by the Executive Director in his introductory statement 12/ and decides that it should consider these goals further at its sixth session;

2. Invites Governments to express their preliminary views on the proposed list in writing or at the informal consultations in January 1978;

12/ UNEP/GC/L.48.

3. Endorses the intention of the Executive Director to undertake a thorough analysis of the status of projects supported by the Fund of the United Nations Environment Programme before entering into new commitments.

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83 (V). Programme activities

The Governing Council,

Having considered the report of the Executive Director on the environment programme, 13/

I

1. Notes with approval the efforts of the Executive Director to improve the presentation of the programme and, in particular, the consolidated presentation of the three levels of the programmatic process;
2. Calls upon the Executive Director further to improve the quality of the programme document, taking into account the recommendations of the informal working group on documentation;

II

1. Notes the summary of the Level One reviews for human settlements and habitat, the health of people and of the environment and natural disasters, 14/ and invites the Executive Director, in the further development of work plans in those areas, to take full account of their conclusions;
2. Notes with appreciation the response from Governments, United Nations organizations, other intergovernmental bodies and non-governmental organizations to requests for information on their activities relevant to the environment programme;
3. Reiterates its invitation to all Governments, United Nations organizations, other intergovernmental bodies and 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 reviews by providing him with the information which he requests;
4. Notes with satisfaction the endeavours by various members of the United Nations system to develop new activities, or reorient existing ones, to ensure the implementation of the various strategies adopted by the Council, and urges the governing bodies of the relevant United Nations bodies and specialized agencies to

13/ UNEP/GC/90 and Corr.1 and Add.1 and 2; UNEP/GC/91.

14/ UNEP/GC/90 and Corr.1, paras. 170-178, 198-201 and 540-545.

authorize their executive heads to continue and further develop their fruitful co-operation with the Executive Director in this respect.

III

1. Approves the revised objectives and strategies for Level Two for the International Referral System 15/ and human settlements and habitat 16/ and the proposed objectives and strategies for the assessment of basic human needs; 17/
2. Approves the new formulation of the concentration area within the integrated approach to environment and development, including ecodevelopment; 18/
3. Invites the Executive Director to continue to concentrate most of the available resources on certain action-oriented parts of the programme already selected at the fourth session of the Governing Council, while continuing to keep under review the priorities in this respect and reporting to the Council accordingly;
4. Endorses the activities and associated actions which have been taken, or are proposed, in the Executive Director's reports on the environment programme, subject only to any modifications or amendments implied in other decisions taken on parts of the programme by the Council;
5. Requests the Executive Director, in implementing the programme, to take into account the views expressed by the Governing Council in the course of its consideration of the environment programme.

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84 (V). Environmental assessment

A

Earthwatch

The Governing Council,

Recalling its decision 29 (III) of 2 May 1975, in which it requested the Executive Director to give high priority to the consolidated development and

15/ Ibid., para. 71.

16/ Ibid., para. 180.

17/ Ibid., para. 112.

18/ Ibid., para. 398 (b).

improvement of Earthwatch and to treat all components both functionally, in terms of an integrated system, and programmatically,

Realizing that monitoring, information exchange, research and evaluation are essential to enable Earthwatch to provide environmental assessments as the basis for sound environmental management,

Recognizing that increasing evidence of the adverse effects of man's activities on the environment demonstrates an immediate need for assessments of the short-term and long-term impacts of these effects,

Noting that the interdisciplinary nature of Earthwatch components makes close co-ordination necessary,

Calls upon the Executive Director to establish, as soon as possible, effective working links among the components of Earthwatch as an integrated system, in order to discharge the Earthwatch programme's assessment responsibilities.

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B

Monitoring of pollutants

The Governing Council,

Recalling its decision 63 (IV) of 13 April 1976,

Noting that the Executive Director's introductory statement 19/ refers, among goals for 1982, to a fully operational Global Environmental Monitoring System with results evaluated and published,

Aware that the development of an adequate evaluation system can only be expected to evolve with time and experience,

Aware further that for one or two of the priority pollutants determined by the Intergovernmental Meeting on Monitoring, 20/ which met in 1974, monitoring has been conducted on a relatively widespread basis for a number of years,

Requests the Executive Director to undertake a pilot study to illustrate evaluation techniques with respect to national and international data for one of

19/ UNEP/GC/L.48.

20/ UNEP/GC/24, table 1.

the priority pollutants, and to report to the Governing Council at its sixth session on the results achieved.

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C

Outer limits: ozone layer

The Governing Council,

Recalling that the Meeting of Experts designated by Governments, Intergovernmental and Non-Governmental Organizations on the Ozone Layer, held at Washington, D.C. from 1 to 7 March 1977, recommended 21/ the adoption of a world plan of action on the ozone layer and the establishment by the United Nations Environment Programme of a committee to exercise a broad co-ordinating and catalytic role aimed at the integration and co-ordination of research efforts related to the ozone layer,

Taking fully into account the recommendations of the Meeting of Experts 22/ that the committee should convene with sufficient regularity to meet its responsibilities and should make recommendations relevant to the continuing development and co-ordination of the Action Plan to the Executive Director, who will report these to the Governing Council,

Noting that progress is being achieved under the ozone monitoring and research programme of the World Meteorological Organization,

Recalling that it is necessary to collect more scientific information about the actual state of the ozone layer,

Realizing that current research on the ozone layer is producing new scientific information, which should be reported to the Governing Council at each session,

1. Calls upon the Executive Director to initiate action to co-ordinate and integrate research efforts related to the ozone layer, and to establish a Co-ordinating Committee on the Ozone Layer, which should meet for the first time late in 1977;

2. Urges Governments, international agencies and others to support the World Plan of Action on the Ozone Layer and to support and participate in the Co-ordinating Committee on the Ozone Layer.

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21/ UNEP/WG.7/25/Rev.1, annex III, sect. 4, paras. 2 and 3.

22/ Ibid., para. 3.

85 (V). Human and environmental health

The Governing Council,

Having considered the report of the Executive Director, in particular the section dealing with human health, 23/

Recognizing that health is a basic human need and an integral part of the quality of life,

Noting the progress accomplished, in co-operation with the World Health Organization, in the programme for human and environmental health,

Aware that there have been unethical practices concerning the distribution of chemicals, drugs, cosmetics and food unfit for human consumption,

Conscious that there exists an urgent need for all countries to develop measures to protect themselves,

Further aware that there is need for harmonious co-operation between manufacturers and exporters of chemicals, foods, drugs and cosmetics, as well as between exporting and importing countries,

1. Requests the Executive Director to continue to give high priority to the protection of human and environmental health and to co-operate closely with United Nations bodies, especially the World Health Organization, the Food and Agriculture Organization of the United Nations and the International Labour Organisation, in this field, paying special attention to the problems, in both developed and developing countries, of contaminants, both chemical and biological, of food, and to epidemiology and the control of chronic diseases of all kinds (especially parasitic diseases) as far as they relate to environmental factors;

2. Urges Governments to take steps to ensure that potentially harmful chemicals, in whatever form or commodity, which are unacceptable for domestic purposes in the exporting country, are not permitted to be exported without the knowledge and consent of appropriate authorities in the importing country;

3. Requests the Executive Director, in co-operation with the competent organizations of the United Nations system, especially the Codex Alimentarius Commission, to assist developing countries in developing and strengthening their capabilities for evaluating chemicals, foods, drugs and cosmetics being distributed within their countries.

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23/ UNEP/GC/90 and Corr.1, paras. 198-229.

86 (V). Terrestrial ecosystems

A

Ecosystems of arid and semi-arid lands

The Governing Council,

Noting with satisfaction the priority assigned by the United Nations Environment Programme to terrestrial ecosystems, which constitute a concentration area, in particular arid and semi-arid lands' ecosystems, which are characterized by their fragility,

Considering that arid and semi-arid regions cover more than 40 per cent of the earth's surface, containing more than 13 per cent of the world's population, and that these proportions may become even larger in the years ahead if a programme for the protection of the endangered areas is not established as soon as possible,

Considering further that this danger applies particularly to the lands of the Sahelian and other regions of Africa, which have for many years been afflicted by drought and will soon be subject to progressive deterioration into savannah, which may make these fertile lands arid,

Recalling the importance of the United Nations Conference on Desertification,

Requests the Executive Director to examine the possibility of extending the integrated project on arid lands to the Sahelian and North African regions threatened by desertification by establishing applied research pilot projects in these regions.

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B

Training in tropical ecology

The Governing Council,

Having considered the report of the Executive Director on the recent development of the activities of the environment programme and the proposals for activities to be undertaken,

Considering the increased importance which should be assigned to projects of the United Nations Environment Programme in the coming years in the developing countries, and particularly in Africa,

Noting with satisfaction the importance attached to the training of tropical

ecologists in Africa on the occasion of the meeting held at Kinshasa in 1975, organized by the United Nations Educational, Scientific and Cultural Organization in co-operation with the United Nations Environment Programme,

Considering the need of the developing countries, particularly in Africa, for specialists in ecology to implement national programmes for the management of natural resources and ecosystems,

Requests the Executive Director, in co-operation with the United Nations Educational, Scientific and Cultural Organization, to continue his support for the training of specialists in tropical ecology.

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C

Secretariat of the Convention on International Trade in
Endangered Species of Wild Fauna and Flora

The Governing Council,

Noting with satisfaction the programme activities in wildlife and protected areas, 24/

Bearing in mind the profound significance of wildlife to human survival, as an economic, nutritional and cultural resource, as an indicator of environmental health and as an essential component of ecosystems,

Bearing in mind also that many species are threatened by extinction through international trade,

Believing that the protection of endangered species is a matter of high priority for national and international efforts,

Noting that article XII, paragraph 1, of the Convention on International Trade in Endangered Species of Wild Fauna and Flora 25/ states that the Executive Director of the United Nations Environment Programme shall provide a secretariat for the Convention,

Noting with satisfaction that 35 States are now parties to the Convention, and that more will soon ratify or accede to it,

1. Recognizes, with appreciation, the contribution made by the United

24/ Ibid., paras. 382-392.

25/ Concluded in Washington, D.C., on 3 March 1973.

Nations Environment Programme to date in providing secretariat services for the Convention on International Trade in Endangered Species of Wild Fauna and Flora;

2. Resolves that adequate means are essential for proper implementation of the Convention;

3. Requests the Executive Director to provide further secretariat capabilities based on the analysis presented in the resolution concerning the secretariat of the Convention adopted by the first meeting of the Conference of the Parties to the Convention. 26/

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87 (V). Environment and development

A

Industry and environment

The Governing Council,

Having considered the report of the Executive Director on environment and development, 27/

Conscious of the environmental problems of industry and of the need for industrialization to take place within an environmentally sound framework,

Recognizing the widespread concern about the impact of industrial activities on the environment,

Conscious of the need of the developing countries for urgent development of guidelines, criteria, advice and technical assistance in the field of industry and the environment,

Taking into account the review by the consultative meeting of experts, convened in December 1976, of the objectives and progress of the industry programme 28/ and the Executive Director's proposals for future activity in this area, 29/

1. Requests the Executive Director, while ensuring a permanent process of communications and consultations on environmental aspects of industries between the United Nations Environment Programme, appropriate international organizations, Governments and industries:

26/ The first meeting of the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora, held at Berne, Switzerland, from 2 to 6 November 1976, adopted resolution 2 on the secretariat of the Convention.

27/ UNEP/GC/90 and Corr.1, paras. 394-459.

28/ Ibid., paras. 442 and 443.

29/ Ibid., paras. 446-448.

(a) To follow up the reviews already undertaken, on the lines proposed in the programme document, 30/ and to inform the Governing Council at its sixth session of the conclusions reached;

(b) To proceed with the review of the environmental problems associated with the remaining major industrial sectors, including chemicals, iron and steel, and non-ferrous metals, bearing in mind, inter alia:

- (i) Problems and the specific needs of countries, especially the developing ones;
- (ii) The extent to which these problems and needs have already been studied and solutions found;
- (iii) Situations requiring further study, and organizing such studies by appropriate means on an international basis;

(c) To disseminate the resulting information by consolidating it and incorporating it in published reports, with conclusions and recommendations for the attention of the Governing Council, which can be used as a guide for the organization of technical assistance and training courses for policy-makers and plant operators in countries where such industries exist or their establishment is planned;

2. Further requests the Executive Director to expand this programme activity to ensure that it is developed and geared to the increasing needs of developing countries, and to convene, preferably in developing countries and with the involvement, as appropriate, of interested international organizations, consultative meetings of experts on industry and the environment, with major participation from developing countries, to exchange information with a view to producing practical recommendations and criteria on environmental impact assessments applicable to and relevant to the needs of the developing countries;

3. Further requests the Executive Director, in conjunction with the International Referral System or by other means, to take steps to develop a continuous exchange of experience and information between developed and developing countries on environmental problems associated with industrialization and methods for their solution.

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30/ Ibid., paras. 449-454.

Improvement of the working environment

The Governing Council,

Considering that the improvement of the quality of the working environment constitutes an essential element in the improvement of the human environment,

Recognizing that a new, comprehensive approach to development, aiming to satisfy human needs on a sustainable basis, should include the promotion of creative employment and the raising of the quality of life of workers in their working and living environments,

Bearing in mind that the Declaration on the Establishment of a New International Economic Order, adopted by the General Assembly in resolution 3201 (S-VI) of 1 May 1974, implies the pursuit of social justice and equal opportunities in relations within, as well as between nations,

Recalling that the Cocoyoc Declaration, 31/ adopted by the United Nations Environment Programme/United Nations Conference on Trade and Development Symposium on Patterns of Resource Use, Environment and Development Strategies, recognizes the right of workers to participate in decisions affecting the basis of their existence,

Further recalling that the Governing Body of the International Labour Organisation approved in November 1975 a document 32/ on the contribution of the ILO to the United Nations programme, which provides provides guidelines for a coherent action programme of the ILO concerning the environment, in collaboration with UNEP and with its support, and adopted in 1976 the International Programme for the Improvement of Working Conditions and Environment, 33/

Further recalling that the International Labour Conference, at its sixty-first session, adopted on 21 June 1976 a resolution on working conditions and the environment,

1. Urges the Executive Director to integrate the principles and objectives related to the improvement of the working environment fully into the general framework of the environment programme to be submitted to the Governing Council at future sessions;

2. Requests the Executive Director to collaborate with the International Labour Organisation and other United Nations bodies concerned, and with the appropriate organizations of workers and employers, in the development of an action programme for the improvement of the working and living environment of workers in

31/ A/C.2/292.

32/ GB.198/10/6/7.

33/ GB.200/PFA/10/8.

industry, including agriculture and other sectors, and to inform the Governing Council at its sixth session of the results achieved.

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88 (V). Oceans

A

International conventions against marine pollution

The Governing Council,

Considering the desirability of promoting any measure designed to reduce pollution of the seas,

Further considering that a number of international conventions have been concluded for this purpose,

Considering nevertheless that the application of these conventions is still limited, in that not all interested States have yet become parties to them,

Recommends that States which have not yet acceded to these conventions do so as soon as possible.

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B

Whaling

The Governing Council,

Noting that the United Nations Conference on the Human Environment called for the International Whaling Commission to adopt a 10-year moratorium on commercial whaling and called for Governments to strengthen the Commission and to increase international research efforts, 34/ and that the Governing Council had repeatedly endorsed these recommendations, 35/

34/ United Nations publication, Sales No. E.73.II.A.14, chap. II, recommendation 33.

35/ Decisions 1 (I), para. 12 (e) (vii), of 22 June 1973, 33 (III) of 2 May 1975 and 59 (IV) of 13 April 1976.

Further noting the emphasis expressed by the Scientific Consultation on Marine Mammals in Bergen, Norway, in 1976, regarding the continuing need for improved information about whale and cetacean stocks,

1. Welcomes the efforts of the International Whaling Commission in the field of conservation and management of whales;

2. Requests the Executive Director to call upon the International Whaling Commission at its twenty-ninth session to agree on the dates for the planned conference concerning new arrangements for the effective conservation of all cetaceans;

3. Further requests the Executive Director to extend the support, as appropriate, to research activities with respect to the conservation and effective management to conserve whales and other cetaceans.

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C

Regional seas programme: Africa

The Governing Council,

Considering the increased importance which should be attached to regional seas programmes,

Aware of the acute threat posed to the marine environment by pollution in the Gulf of Guinea,

Noting with satisfaction the action taken by the Executive Director in sending a mission to the region to undertake exploratory studies on the subject of marine pollution, 36/

Determined to combat marine pollution in the region in accordance with existing international conventions,

Recognizing that the elimination of pollution in the marine environment requires broad international co-operation and technical and scientific resources,

Considering that necessary steps should be undertaken for the development of an action plan and a regional agreement to prevent and abate pollution in the Gulf of Guinea,

1. Authorizes the Executive Director to pursue action in this area by

36/ See UNEP/GC/90 and Corr.1, paras. 507-508.

convening, before the sixth session of the Governing Council, in co-operation with the Governments, the Ocean Economics and Technology Office of the United Nations Secretariat and other United Nations bodies and governmental and non-governmental organizations concerned, such meetings as may be necessary to prepare for a regional conference of the States concerned, which will consider a draft action plan and all related questions;

2. Requests the Executive Director, to this end, to provide the technical and financial support of the Programme necessary for the preparation and holding of the necessary meetings.

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D

Regional seas programme: Asia

The Governing Council,

Noting with approval the activities implemented by the Executive Director in accordance with Governing Council decisions 50 (IV) and 58 (IV) of 13 April 1976, 37/

Having considered the report submitted by the Executive Director to the Governing Council at its fifth session,

Noting also the positive interest manifested by the Governments of Indonesia, Malaysia, the Philippines, Singapore and Thailand in developing a scientific programme for the management of their seas,

Observing that this programme, although regional in character, could have results that are of broader significance,

1. Decides that steps are urgently needed to formulate and establish a scientific programme involving research, prevention and control of marine pollution and monitoring for this regional seas programme;
2. Invites the Executive Director to assist the countries concerned, as soon as possible, with the preparatory and other work required for this purpose;
3. Authorizes the Executive Director to apply such resources as may be required in conjunction with the appropriate specialized organizations of the United Nations system.

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37/ Ibid., para. 505.

89 (V). Environmental aspects of natural disaster prevention and preparedness

The Governing Council,

Recalling earlier General Assembly resolutions 2816 (XXVI) of 14 December 1971 and 3440 (XXX) of 9 December 1975 requesting the United Nations organs and other bodies concerned to co-operate with the Office of the United Nations Disaster Relief Co-ordinator in the formulation of an international strategy for natural disaster prevention and preparedness,

Bearing in mind Governing Council decision 61 (IV) of 13 April 1976,

Noting the report of the Executive Director on the review of the priority subject area "natural disasters", 38/

Commending the efforts of the Executive Director in promoting interagency co-operation, especially with the Office of the United Nations Disaster Relief Co-ordinator, the United Nations Educational, Scientific and Cultural Organization, the World Meteorological Organization, the World Health Organization, the United Nations Department of Economic and Social Affairs and other relevant bodies,

1. Requests the Executive Director to continue co-operation and joint programming in the field of disaster prevention and preparedness with the various United Nations agencies and bodies, such as the Office of the United Nations Disaster Relief Co-ordinator, the United Nations Educational, Scientific and Cultural Organization, the World Meteorological Organization, the World Health Organization and the United Nations Department of Economic and Social Affairs,
2. Urges the Executive Director to focus the particular attention of the programme on an early warning system for prevention of and preparedness for natural disasters and activities geared to limiting their environmental impact;
3. Further requests the Executive Director to collaborate with the various United Nations agencies and bodies concerned in revising the plan of action on the environmental aspects of natural disasters on the basis of the Level One review, and to inform the Governing Council at its sixth session of progress achieved.

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90 (V). Supporting measures: education and training

The Governing Council,

Considering the need for better facilities to promote the rapid development of environmental education and training in the developing countries,

38/ Ibid., paras. 540-545.

Recalling its decision 29 (III) of 2 May 1975, which supported the intention of the Executive Director to set up a programme activity centre for environmental education and training on an experimental basis,

Noting the establishment by the Executive Director of a technical assistance clearing-house facility in the environmental field, and his development of a fellowship programme,

Bearing in mind the need for co-ordination, as appropriate, with the United Nations Educational, Scientific and Cultural Organization,

1. Welcomes the establishment by the Executive Director of a regional programme activity centre for environmental education and training in Africa;
2. Endorses the Executive Director's intention 39/ to establish similar centres in other regions and, in particular requests him to consider the early establishment of such a centre in the region of the Economic and Social Commission for Asia and the Pacific;
3. Further endorses the Executive Director's intention 39/ to establish a global programme activity centre by 1982;
4. Calls upon the Executive Director to co-operate with the United Nations Educational, Scientific and Cultural Organization and other United Nations bodies in the promotion of environmental education, within the guidelines arising from the intergovernmental conference on environmental education, to be held at Tbilisi in October 1977;
5. Requests the Executive Director, in co-operation with other competent United Nations bodies, to continue to extend technical and financial assistance to developing countries, in furtherance of environmental education and training, for the purposes of supporting local institutions, organizing seminars and granting scholarships and fellowships.

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91 (V). Environmental law

The Governing Council,

Recalling the Declaration of the United Nations Conference on the Human Environment, 40/

39/ Ibid., para. 567.

40/ United Nations publication, Sales No. E.73.II.A.14 and Corr.1, chap. I.

Desiring to promote the further development of international law related to the protection of the environment,

Desiring also to develop further the relevant principles contained in the Declaration as they relate to liability for pollution and other environmental damage and compensation for such damage,

Bearing in mind its decisions 35 (III) of 2 May 1975 and 66 (IV) of 13 April 1976,

Noting the report of the Group of Experts on Liability for Pollution and Other Environmental Damage and Compensation for Such Damage, 41/

Requests the Executive Director to:

(a) Convene as soon as possible a small working group on environmental law, composed of government experts, to examine and further pursue, inter alia, the work undertaken in accordance with Governing Council decision 66 (IV);

(b) Recommend to the group topics for study during the period from 1977 to 1979, taking into account and reviewing, inter alia, the conclusions contained in the report of the Group of Experts on Liability for Pollution and Other Environmental Damage and Compensation for Such Damage;

(c) Actively assist the work of the Group, in particular by taking into account the work and schedule of meetings of the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States;

(d) Submit a progress report to the Governing Council at its sixth session.

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92 (V). United Nations Habitat and Human Settlements
Foundation: policies and resources

The Governing Council,

Recalling General Assembly resolution 3327 (XXIX) of 16 December 1974, establishing the mandate for the United Nations Habitat and Human Settlements Foundation,

Bearing in mind the implications of the institutional arrangements for international co-operation in the field of human settlements laid down in General Assembly resolution 31/116 of 16 December 1976,

41/ UNEP/WG.8/3.

Taking note of the Executive Director's progress report on the implementation of the plan and programme of operations of the United Nations Habitat and Human Settlements Foundation, 42/

Convinced that the Foundation requires adequate funds in order to discharge its mandate effectively,

1. Reaffirms the policies and guidelines governing the operations of the United Nations Habitat and Human Settlements Foundation in the discharge of its mandate, and the Foundation's concern with sound environmental development;
2. Appeals to all Governments to contribute generously to the resources of the Foundation;
3. Requests the Executive Director to intensify his efforts to obtain funds for the Foundation from private and other non-governmental sources;
4. Invites the General Assembly, bearing in mind the Executive Director's proposal in his progress report 43/ for a target of \$US 50 million for the Foundation and the views expressed by Governments at the fifth session of the Council, to consider at its thirty-second session setting a target for total voluntary contributions by Governments for the years 1978-1981;
5. Further invites the General Assembly, at its thirty-second session, to request the Secretary-General to consider convening, during the thirty-third session, a pledging conference for voluntary contributions by Governments to the Foundation if pledges to meet the minimum target are not forthcoming.

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93 (V). United Nations Habitat and Human Settlements Foundation:
support for regional action programmes on human settlements

The Governing Council,

Recalling General Assembly resolution 31/114 of 16 December 1976 and General Assembly decisions 31/411 A and B of 16 December 1976,

Noting with satisfaction the measures taken at the regional level to implement the recommendations of Habitat: United Nations Conference on Human Settlements for international co-operation on human settlements,

Recognizing that action is being taken to establish regional intergovernmental committees on human settlements to be responsible for the formulation of regional policies and their implementation at subregional and national levels,

42/ UNEP/GC/93.

43/ Ibid., para. 49.

Considering the role of the United Nations Environment Programme and the United Nations Habitat and Human Settlements Foundation in supporting regional and subregional projects in the human settlements field and in the joint programming exercises with the regional commissions,

Recalling the provisions of General Assembly resolution 3327 (XXIX) of 16 December 1974 on the special role of the Foundation as an international entity for innovatively mobilizing technical and financial resources for human settlements, for serving as a financial intermediary and for providing seed capital,

Bearing in mind the provisions of General Assembly resolution 31/116 of 16 December 1976 and the decision of the Governing Council at its fifth session on the financial and budgetary matters affecting the Foundation, 44/

Requests the Executive Director to ensure that the United Nations Habitat and Human Settlements Foundation:

(a) Assists the regional and subregional intergovernmental bodies in the formulation of requests for assistance from the appropriate bilateral and multilateral agencies, and that the Foundation's staff and resources are allocated as necessary for that purpose;

(b) Establishes an information service for housing and human settlements financing, to assist developing countries in establishing links with the principal financial institutions at regional and global levels, including the World Bank, the International Finance Corporation and the United Nations Development Programme, and to improve their effective access to the international capital markets;

(c) Supports as appropriate, at the regional level, studies and meetings in the field of housing finance policy, and housing finance, in co-operation with the regional intergovernmental committees, the secretariats of the regional commissions and with the regional development banks;

(d) Promotes, through existing institutions, the utilization at the regional, subregional and national levels of materials, tools, equipment and specialized skills, as well as facilities for training, information and professional exchange, to assist and accelerate national programmes for human settlements improvement.

75th meeting
25 May 1977

44/ Decision 94 (V) of 24 May 1977.

94 (V). United Nations Habitat and Human Settlements Foundation:
budgetary and administrative matters

The Governing Council,

I

1. Takes note of the unaudited financial report and accounts of the United Nations Habitat and Human Settlements Foundation for the year ended 31 December 1976; 45/
2. Takes note with approval of the budget report 46/ of the Executive Director and requests him to report further on this subject to the Governing Council at its sixth session;
3. Decides that, pending its consideration at its sixth session of the Executive Director's proposed budget for programme support costs for the United Nations Habitat and Human Settlements Foundation for the biennium 1978-1979, 47/ the Executive Director should, in the interim period from 1 January to 30 June 1978, maintain expenditures for programme support costs at approximately the 1977 level, and that beyond 1 July 1978, expenditures will be in accordance with the approved budget for the biennium 1978-1979;

II

1. Invites the Secretary-General to ensure that the current consultations between the Executive Director of the United Nations Environment Programme and the Under-Secretary-General for the Department of Administration and Management result in concrete proposals, which will be submitted by the Secretary-General to the General Assembly for approval, so as to enable the Secretary-General to promulgate financial rules of the Foundation for the financial control of the whole range of the Foundation's operations;
2. Approves the following amendments to the general procedures governing the operations of the United Nations Habitat and Human Settlements Foundation: 48/

Article I, paragraph (h)

Replace ", covering programme development and evaluation," by "(including programme development and evaluation)";

Article III, section D, paragraph 1

Amend the first paragraph to read: "The Administrator of the Foundation, who

45/ UNEP/GC/L.42.

46/ UNEP/GC/94, sect. I.

47/ Ibid., sect. II.

48/ See annex to Governing Council decision 72 (IV) of 12 and 13 April 1976.

shall have the rank of Assistant Secretary-General, shall be appointed by the Secretary-General of the United Nations on the recommendation of the Executive Director";

Article IV, section G, paragraph 3

Replace "at the request of the Governing Council, and with the authority delegated to him by the Secretary-General of the United Nations" by "at the request of the General Assembly and upon recommendation from the Governing Council";

Article VI, section M, subparagraph (a)

Replace "has submitted" by "may, from time to time, submit" and insert "its" before "consideration";

Article VI, section O

Change the title to "The staff of the Foundation" and, in paragraph 1, delete "pending the establishment of the Appointments and Promotion Board of the Foundation itself";

Article VI, section P

Amend the section to read: "In administering trust funds established within the framework of the Foundation, the Executive Director may establish subaccounts to carry out specific activities consistent with the purposes and operative objectives of the Foundation; such subaccounts shall be maintained in accordance with the Financial Rules of the Foundation".

74th meeting
24 May 1977

95 (V). United Nations Conference on Desertification

The Governing Council,

Having considered the report of the Executive Director in his capacity as Secretary-General of the United Nations Conference on Desertification, 49/

Having considered also the draft plan of action to combat desertification, 50/

Having noted the supplementary reports by the Executive Director, 51/

49/ UNEP/GC/95 and Corr.1.

50/ UNEP/GC/95/Add.1.

51/ UNEP/GC/95/Add.2, 3 and 4.

1. Requests the Executive Director to provide the Governing Council at its sixth session with a precise accounting of the allocation for 1977 for the United Nations Conference on Desertification;
2. Approves the proposals by the Executive Director on the preparation of documentation to be presented to the Conference;
3. Requests the Executive Director to identify, for consideration at the Conference, actions based on practical projects to combat desertification, which could be carried out in specific areas in which national Governments have confirmed their interest and committed support;
4. Notes the intention of the Executive Director, as Secretary-General of the Conference, to revise the second draft of the plan in the light of the comments and recommendations made at the regional preparatory meetings and at the fifth session of the Governing Council, in its capacity as the intergovernmental preparatory body for the Conference, as a basis for discussion at the Conference;
5. Urges Governments:
 - (a) To secure all possible means available at the national level by establishing, if necessary ad hoc national committees to make the practical aims of the Conference widely known;
 - (b) To ensure the highest possible political and technical levels of participation at the Conference;
6. Decides to consider at its sixth session, on the basis of the report by the Secretary-General of the Conference and taking account of agreement by Governments which have allocated priority to desertification problems within their development plans, recommendations of the Conference appropriate for action by the United Nations Environment Programme within its existing resources;
7. Calls on all Governments, especially those whose development plans include provision for desertification problems, and on the relevant United Nations agencies, to give their fullest co-operation in making the Conference recommendations widely known.

74th meeting
24 May 1977

96 (v). Matters relating to the management of the Fund of the United Nations Environment Programme

The Governing Council,

Having considered the reports of the Executive Director on the implementation of the programme of the Fund of the United Nations Environment Programme in 1976 and on evaluation of Fund projects, 52/

52/ UNEP/GC/96 and Add.1.

1. Expresses its satisfaction at the high level of payments against pledges achieved in 1976, and appeals to Governments to maintain the same record of prompt payments in 1977 and future years;
2. Endorses the intention of the Executive Director to consolidate the programme of the Fund in 1977, leading towards greater concentration in 1978 and 1979;
3. Requests the Executive Director, in approving projects on the basis of their potential to fulfil the catalytic role of the United Nations Environment Programme, and in the formulation of future projects, to give careful consideration to the requirements of developing countries, in line with his efforts to raise the implementation capacity of the Programme;
4. Welcomes the introduction of the UNEP/FUND/PROJECTS/- series, and requests the Executive Director in preparing these documents to take into account the considerations expressed in the annex to the present decision;
5. Endorses the intention of the Executive Director to devote Fund resources to joint activities with co-operating agencies based on the results of joint programming exercises, and to develop, in particular, multiagency projects in line with the recommendations of the Environment Co-ordination Board;
6. Requests the Executive Director, in his continuation of the evaluation exercise, to take account of the observations made in the debate on this subject, and in particular to pay special regard to programme evaluation as an important part of the exercise, and to report regularly to the Governing Council at each session on the progress of this work;
7. Requests the Executive Director, in future reports, to provide more information on the type of evaluation used in project assessment showing information on the type of evaluation used in project assessment and indicating clearly the practical advantages achieved by the project.

74th meeting
24 May 1977

ANNEX

1. The Governing Council expects that the following information will be included in the UNEP/FUND/PROJECTS/- series of documents:
 - (a) For all newly-approved projects:
 - (i) A statement of objectives and anticipated impact;
 - (ii) Information on the role and degree of involvement of co-operating agencies and supporting organizations, if any, and the place of the project within their over-all programmes;
 - (iii) The proposed work-plan;

- (iv) The relationship of the project to others in which the United Nations Environment Programme is or has been involved;
 - (v) Critical dates in the implementation of the project;
 - (vi) A forecast of global costs for the duration of the project and for each physical year of operation, with an indication of the apportionment of costs in percentage terms to the Programme, as well as to co-operating agencies and supporting organizations;
- (b) For all ongoing projects upon completion of major phases:
- (i) A report on the degree of progress towards the stated objectives;
 - (ii) A restatement of the relationship of the project to others in which the Programme is participating and to the over-all programmes of co-operating agencies and supporting organizations;
 - (iii) A revised time-phasing, if necessary, and an explanation of any departure from the originally proposed schedule;
 - (iv) A statement, in annual terms, of expenditures by both the Programme and co-operating agencies and supporting organizations with, if necessary, a revised forecast of anticipated costs;
- (c) For all completed projects:
- (i) A statement of the results achieved;
 - (ii) A comparison of results to the stated objectives, taking into account the views of co-operating agencies and supporting organizations;
 - (iii) The impact of the project on others in which the Programme is or has been involved, as well as on the over-all programmes of co-operating agencies and supporting organizations
 - (iv) A review of the actual schedule which the project followed and any lessons which this may have taught;
 - (v) Recapitulation of costs, both as a total and in annual terms, for the project as a whole as well as for the contributions of UNEP and co-operating agencies and supporting organizations.

2. For ease of reference, the documentation on implementation of the Fund programme prepared for the Governing Council at each session should contain a list by number and date of all UNEP/FUND/PROJECTS/- documents issued since the previous session of the Governing Council.

97 (V). Fund of the United Nations Environment Programme: financial, administrative and budgetary matters

A

Financial reports and accounts and construction of permanent headquarters for the United Nations Environment Programme

The Governing Council

I

1. Takes note of and approves the financial report and accounts of the United Nations Environment Programme for the year ended 31 December 1975; 53/
2. Takes note of the comments of the Executive Director on the audit opinion of the Board of Auditors 54/ and of the observations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its report; 55/
3. Calls upon the Executive Director to make a further report to the Governing Council at its sixth session on the action that he has taken to complete the implementation of the recommendations of the Board of Auditors and the Advisory Committee;

II

1. Notes the unaudited financial report and accounts of the United Nations Environment Programme for the year ended 31 December 1976; 56/
2. Recognizes that the United Nations Board of Auditors need not submit a formal audit report to the General Assembly and hence to the Governing Council to cover the first year of a biennium;
3. Considers nevertheless that comments on the documents could usefully be sought from the Board of Auditors and the Advisory Committee on Administrative and Budgetary Questions;

53/ UNEP/GC/97. For the printed text, see Official Records of the General Assembly, Thirty-first Session, Supplement No. 7F (A/31/7/Add.6 and Corr.1).

54/ UNEP/GC/97.

55/ A/31/140, paras. 29-31.

56/ UNEP/GC/L.43.

III

Takes note of the progress report of the Executive Director on the architectural and engineering study of the construction of a permanent headquarters for the United Nations Environment Programme in Nairobi. 57/

74th meeting
24 May 1977

B

Programme and programme support costs, 1976-1977 and 1978-1979

The Governing Council,

Having considered the performance report on programme and programme support costs budget 1976-1977 of the Fund of the United Nations Environment Programme for the period 1 January to 30 June 1976, 58/ the proposed budget for programme and programme support costs of the Fund of the United Nations Environment Programme for 1978-1979, 59/ and the reports of the Advisory Committee on Administrative and Budgetary Questions on the performance report, the rationale for the distribution of staff costs between the regular budget of the United Nations and the programme and programme support costs budget of the Fund, and the proposed budget, 60/

1. Approves the performance report;
2. Takes note of section V of General Assembly resolution 31/208 of 22 December 1976;
3. Requests the Executive Director to take into consideration the conclusions of the Advisory Committee on Administrative and Budgetary Questions in preparing future budget submissions under the regular budget of the United Nations and the Fund of the United Nations Environment Programme;
4. Agrees to the creation of the eight new posts (two P-4, two P-3 and four local level) requested by the Executive Director for environmental programmes for the Division of Communication and for the Fund Policies, Resources and Evaluation Division;

57/ UNEP/GC/100.

58/ UNEP/GC/99, sect. 1.

59/ UNEP/GC/99/Add.1.

60/ UNEP/GC/L.44, L.45 and L.46.

5. Recognizes the need for a post of legal liaison officer, (P-4) and secretary (local level) as proposed by the Executive Director, and requests the Executive Director to take the necessary action in line with the comments of paragraph 9 of the report of the Advisory Committee on Administrative and Budgetary Questions; 61/

6. Agrees to the proposed reclassification of a P-3 post to P-4 to provide a deputy to the Chief of the General Services Section;

7. Requests the Executive Director, in view of the great importance of the Programme's regional activities to achieve equitable representation as between the regional offices at the earliest possible date and, at the same time, to conduct a review of regional representation, taking into account the specific needs of each region and the Governing Council at its sixth session on the results of the review and any additional budgetary requirements needed to meet the goal of equitable representation;

8. Approves, in view of the comments of the Advisory Committee on Administrative and Budgetary Questions, the transfer to the regular budget of five Professional posts (one P-5, three P-4 and one P-3) and four local level posts;

9. Approves an allocation of \$US 14,944,880 for the programme and programme support costs budget for 1978-1979.

74th meeting
24 May 1977

98 (V). Programme of the Fund of the United Nations
Environment Programme

A

Approval of the medium-term plan 1978-1981

The Governing Council,

Having considered the proposed medium-term plan for 1978-1981, 62/

Reaffirming that the Fund of the United Nations Environment Programme has proved its worth and should be maintained as one of the four main elements of the institutional arrangements for international environmental co-operation within the United Nations system,

61/ UNEP/GC/L.46.

62/ UNEP/GC/98 and Corr.1 and 2.

1. Approves the medium-term plan for 1978-1981 for Fund programme activities; 63/
2. Agrees with the intention of the Executive Director to seek voluntary contributions for the years 1978-1981 at the global level, as proposed in the plan;
3. Recognizes that in the normal course of events these levels will be reviewed by the Governing Council in the light of contributions received;
4. Urges all Governments to indicate their intentions to contribute to the Environment Fund at as early a date as possible;
5. Requests the Executive Director to make every effort to broaden the base of contributions to the Fund, and urges those Governments which have not yet contributed to the Fund to do so;
6. Further requests the Executive Director to ensure that an adequate cash carry-over is maintained from year to year;
7. Further requests the Executive Director, in view of the constant ceiling on expenditure on Fund programme activities proposed in the medium-term plan, to identify the bottle-necks in the process of appraisal, implementation and evaluation of programmes and projects and to submit a report to the Governing Council at its sixth session containing proposals for remedial measures with a view to raising the capacity of the Programme to achieve a higher annual level of expenditure within the levels of Fund programme activities as approved from year to year.

74th meeting
24 May 1977

B

Approval of programme activities of the Fund of the United Nations
Environment Programme for 1977 and for 1978-1979

The Governing Council,

Having reviewed the proposals of the Executive Director as outlined in his report on proposed programme activities of the Fund of the United Nations Environment Programme 1978-1979, 64/

1. Authorizes an allocation for Fund programme activities of \$US 35,700,000 in 1977, \$31,600,000 in 1978 and \$30,000,000 in 1979;

63/ Ibid., Corr.2, table 1.

64/ UNEP/GC/90 and Corr.1.

2. Decides to apportion the allocation for Fund programme activities as follows:

(In United States dollars)

| <u>Areas</u> | <u>1978</u> | <u>1979</u> |
|---|-------------------|-------------------|
| Human settlements and human health | 5,810,000 | 5,850,000 |
| Ecosystems | 7,620,000 | 7,400,000 |
| Environment and development | 1,600,000 | 1,200,000 |
| Oceans | 4,000,000 | 3,190,000 |
| Energy | 570,000 | 570,000 |
| Natural disasters | 550,000 | 500,000 |
| Earthwatch | 4,100,000 | 4,860,000 |
| Environmental management | 800,000 | 700,000 |
| Environmental law | 340,000 | 340,000 |
| Support | 4,800,000 | 4,730,000 |
| United Nations Habitat and Human Settlements Foundation | 700,000 | - |
| Environmental data | 710,000 | 660,000 |
| Total | <u>31,600,000</u> | <u>30,000,000</u> |

3. Authorizes the Executive Director to adjust the apportionment of funds up to a maximum of 20 per cent on each line, if this should be necessary to preserve the integrity of the programme;

4. Authorizes an annual allocation of \$US 1 million for Fund programme reserve activities in 1977, 1978 and 1979;

5. Further authorizes the Executive Director to allocate from the Fund programme reserve to the Revolving Fund (Information) the amount required to bring the uncommitted balance of the Revolving Fund (Information) at 1 January 1978 to the sum of \$100,000, provided that the Revolving Fund (Information) continues to be operated on a sound commercial basis;

6. Authorizes the increase of the financial reserve to \$3,600,000 for 1977;

7. Authorizes the Executive Director to make forward commitments of up to \$US 9 million in 1980 and up to \$4 million in 1981.

74th meeting
24 May 1977

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

The Governing Council,

Recalling the Declaration of the United Nations Conference on the Human Environment, 65/

Recalling its decision at its third session 66/ that the development of environmental law is an indispensable supporting measure for the implementation of the policies, strategies and recommendations of the United Nations Environment Programme,

Having regard to the importance which the Governing Council attaches to this task,

Having considered the report of the Executive Director and the reports of the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States, 67/

Bearing in mind that the United Nations Water Conference urged the Group of Experts to expedite its work,

Noting the important work done in this field at the regional level,

Desiring to promote the further development of international law related to the protection of the environment,

Requests the Executive Director:

(a) To reconvene as soon as possible the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States, which should also be open to experts from other States members of the Governing Council interested in participating, to continue and further achieve the work undertaken in accordance with Governing Council decisions 44 (III) of 25 April 1975 and 77 (IV) of 6 April 1976;

(b) To assist actively its ongoing work, including appropriate co-ordination with the group of experts on environmental law;

(c) To submit the report of the Intergovernmental Working Group of Experts to the Governing Council at its sixth session;

65/ United Nations publication, Sales No. E.73.II.A.14 and Corr.1, chap. 1.

66/ Decision 35 (III).

67/ UNEP/GC/74; UNEP/GC/101 and annexes.

(d) To submit an interim report to the General Assembly at its thirty-second session.

73rd meeting
20 May 1977

100 (V). Environment and development

The Governing Council,

Recalling its decisions 21 (III) of 2 May 1975 and 79 (IV) of 14 April 1976, in which it requested the Executive Director, inter alia, to prepare a report on the environmental impact resulting from the irrational and wasteful use of natural resources and a study to include recommendations for putting into practice the concept of ecodevelopment as a planning method and a report on environment and development,

Noting the report of the Executive Director 68/ on the meeting of an intergovernmental expert group to discuss these subjects, and the report of the expert group, 69/

Noting with appreciation the intention of the Executive Director to devote greater attention to practical action in the field of environment and development and to the development of tools and methodologies for environmental management in order to provide a link between concepts and practical action,

Recognizing that it would be difficult in this context and at this point in time to draft a universally applicable definition of irrationality and wastefulness in the use of natural resources,

1. Requests the Executive Director to take appropriate measures, including the initiation of demonstration projects on the incorporation of environmental considerations into development planning, and perhaps further consultation with specialists who have experience in incorporating such considerations into development programmes in differing socio-economic settings;

2. Calls upon Governments and international organizations to pursue the proposals of the expert group by undertaking, with the help of the United Nations Environment Programme, work on guidelines for the environmentally sound utilization of natural resources and to transmit the results to the Governing Council through the Executive Director;

3. Requests the Executive Director to ensure dissemination of the information available within the United Nations system;

68/ UNEP/GC/102.

69/ UNEP/IG.4/4.

4. Further requests the Executive Director to report on developments in this field, in response to the guidelines prepared by the expert group, when he reports to the Governing Council at its sixth session on the activities promoted within this subject area;

5. Considers that guidelines prepared on environmentally sound criteria are intended for use by Governments in promoting national development programmes.

74th meeting
24 May 1977

101 (V). Study of the problem of the material remnants of wars, particularly mines, and their effect on the environment

The Governing Council,

Recalling paragraph 5 of General Assembly resolution 3435 (XXX) of 9 December 1975 and paragraph 5 of General Assembly resolution 31/III of 16 December 1976,

Recalling further its decision 80 (IV) of 9 April 1976, particularly paragraph 4,

Having considered the report of the Executive Director 70/ on the study of the problem of the material remnants of wars, particularly mines, and their effect on the environment,

1. Affirms that material remnants of wars can have lasting harmful effects on people, animal population, vegetation, water, land and the ecosystem as a whole;
2. Requests the Executive Director, on behalf of the Governing Council, to transmit the study of the material remnants of wars, particularly mines, and their effect on the environment to the General Assembly at its thirty-second session;
3. Requests the Executive Director to continue his consultations with Governments with a view to implementing paragraph 4 of decision 80 (IV), and to report to the Governing Council at its sixth session on the results of these consultations;
4. Further requests the Executive Director, in accordance with paragraph 5 of decision 80 (IV), to continue to render assistance in the field of environmental protection to States, upon request, in preparing their own programmes for the elimination of mines in their territories.

75th meeting
25 May 1977

70/ UNEP/GC/103.

102 (V). Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques

The Governing Council,

Recalling General Assembly resolution 31/72 of 10 December 1976,

Noting with satisfaction the opening for signature of the Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques, annexed to the resolution,

Bearing in mind the extremely harmful effects of environmental modification techniques, if used for military or any other hostile purpose,

Bearing also in mind that appropriate use of environmental modification techniques for peaceful purposes can serve the progress and welfare of mankind,

Recalling the principles set forth in the Declaration of the United Nations Conference on the Human Environment, 71/

Calling attention to the provisions of article III of the Convention,

1. Welcomes the Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques annexed to General Assembly resolution 31/72;

2. Expresses its hope that the greatest possible number of States will soon adhere to the Convention;

3. Requests Member States to facilitate exchanges of information on the use of environmental modification techniques for peaceful purposes.

70th meeting
17 May 1977

103 (V). Relationships with non-governmental organizations

The Governing Council,

Having considered the note by the Executive Director on relationships with non-governmental organizations, 72/

71/ United Nations publication, Sales No. E.73.II.A.14 and Corr.1, chap. 1.

72/ UNEP/GC/105.

1. Expresses appreciation to all non-governmental organizations which have taken part in environmental activities and have contributed to the programme activities of the United Nations Environment Programme, and invites such organizations to continue to maintain close co-operation with the programme;

2. Calls upon the Executive Director and member States to support the growth of non-governmental organizations and their activities in the field of the environment, especially in developing countries;

3. Invites the Executive Director to enlist the co-operation of non-governmental organizations in identifying individuals who could make unique contributions to the United Nations Environment Programme and who constitute the international network of friends of the environment referred to in his introductory report. 73/

74th meeting
24 May 1977

104 (V). Informal consultations with Governments

The Governing Council,

Recalling its decision 23 (III) of 2 May 1975,

1. Decides that informal consultations with Governments should be held twice between consecutive sessions of the Governing Council, once for one day prior to the opening of the Governing Council session in Nairobi and once for at least three days at a date and place to be determined by the Governing Council on the recommendation of the members of the Bureau, after consultation with the Executive Director;

2. Requests the Executive Director to provide for such informal consultations in his budget estimates;

3. Decides that the informal consultations between the fifth and sixth sessions of the Governing Council should be held at Nairobi during January 1978, should review selected programme documentation under preparation by the Executive Director for submission to the Council at its sixth session (including progress concerning documentation format, as discussed during the fifth session of the Council), comment on pilot presentations of documents by the Executive Director, provide advice to the Executive Director on the information Governments need, should exchange views on policies and should consider any other items on which the Executive Director may wish to report;

4. Requests the Executive Director, in preparing for these consultations,

73/ UNEP/GC/87, para. 12 (c).

to bear in mind the guidance and advice received by him in the course of the fifth session of the Governing Council and the advice and recommendations on documentation presented to him during that session.

75th meeting
25 May 1977

Other decisions

Resolutions and decisions of the thirty-first session of the General Assembly and resolutions of the sixtieth and sixty-first sessions of the Economic and Social Council of relevance to the activities of the United Nations Environment Programme

At its 72nd meeting, on 19 May 1977, the Governing Council took note of General Assembly resolutions 31/22 of 29 November 1976, 31/108, 31/109, 31/110, 31/111, paragraphs 3 to 6, 31/113, 31/114, 31/116 and 31/121 of 16 December 1976 and 31/208 of 22 December 1976, Assembly decision 31/411 A of 16 December 1976, and Economic and Social Council resolutions 2031 (LXI) of 4 August 1976 and 2040 (LXI) of 5 August 1976, and of the documents submitted to the Governing Council at its fifth session on the various subjects to which these resolutions and decisions addressed themselves: of General Assembly resolutions 31/10 of 8 November 1976, 31/72 of 10 December 1976, 31/93 and 31/94 of 14 December 1976, 31/111, paragraph 2, of 16 December 1976 and 31/178, 31/179, 31/180, 31/182, 31/183 and 31/184 of 21 December 1976, and Economic and Social Council resolutions 1983 (LX) of 23 April 1976, 2028 (LXI), 2030 (LXI), 2034 (LXI) and 2035 (LXI) of 4 August 1976 and 2043 (LXI) of 5 August 1976, and of the action already taken by the Executive Director with regard to those resolutions and/or his plans for future action; and of General Assembly resolutions 31/112 of 16 December 1976, 31/30 of 29 November 1976, 31/46, 31/47, 31/48, 31/51, 31/52, 31/54, 31/55, 31/57, 31/58 and 31/59 of 1 December 1976 and 31/149 and 31/151 of 20 December 1976, Assembly decisions 31/312 and 31/411 B of 16 December 1976, 31/421 A of 21 December 1976 and 31/316 of 22 December 1976, and Economic and Social Council resolution 2013 (LXI) of 3 August 1976.

Habitat: United Nations Conference on Human Settlements:
review and follow-up activities

At its 70th meeting on 17 May 1977, the Governing Council took note of the report 74/ and intentions of the Executive Director regarding the implementation of General Assembly resolutions relating to human settlements, and authorized him, pursuant to section III, paragraph 2 of General Assembly resolution 31/116 of 16 December 1976, to transmit to the General Assembly, as soon as it was adopted by the Council, the part of the report of the Council on the work of its fifth

74/ UNEP/GC/92.

session dealing with Habitat: United Nations Conference on Human Settlements: review and follow-up activities. 75/

International Pahlavi Environment Prize

At its 74th meeting, on 24 May 1977, the Governing Council took note of the oral report of the Executive Director on the International Pahlavi Environment Prize, and endorsed the increase in the membership of the Advisory Selection Committee from five to seven.

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

At its 75th meeting, on 25 May 1977, the Governing Council decided that its sixth session would be held at Nairobi from 9 to 25 May 1978, with informal consultations on 8 May, and adopted the following provisional agenda for the 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. Executive Director's report and state of the environment:
 - (a) Introductory report of the Executive Director (including resolutions and decisions of the thirty-second session of the General Assembly and resolutions of the sixty-second and sixty-third sessions of the Economic and Social Council of relevance to the United Nations Environment Programme);
 - (b) State of the environment report.
6. Co-ordination questions:
 - (a) Report of the Environment Co-ordination Board;
 - (b) Other co-ordination questions.
7. Programme matters.
8. United Nations Conference on Desertification - review and follow-up activities.
9. United Nations Habitat and Human Settlements Foundation:

75/ See chap. IV of the present report.

(a) Progress report on the implementation of the plan and programme of operations of the Foundation;

(b) Financial and budgetary matters and administrative arrangements.

10. The Environment Fund:

(a) Report on the implementation of the Fund programme activities in 1977;

(b) Audited 1976 accounts, unaudited 1977 accounts;

(c) Management of the Fund of UNEP and administrative and budgetary matters.

11. Draft principles of conduct for the guidance of States in the conservation and harmonious exploitation of natural resources shared by two or more States.

12. Report on the implementation of General Assembly resolution 3435 (XXX): study of the problem of the material remnants of wars, particularly mines, and their effect on the environment.

13. Provisional agenda, date and place of the seventh session of the Governing Council.

14. Other business.

15. Report of the Governing Council to the General Assembly.

16. Closure of the session.

Report of the informal working group on documentation

At its 75th meeting, on 25 May 1977, the Governing Council requested the Executive Director to transmit to Governments for their information the report of the informal working group on documentation which met during the fifth session to advise him on documentation, together with his comments on the document and its implications.

ANNEX II

Documents before the Governing Council at its fifth session

| <u>Symbol</u> | <u>Title</u> |
|-----------------------------|--|
| UNEP/GC/86 | Agenda and organization of the work of the session |
| UNEP/GC/87 | Introductory report of the Executive Director |
| UNEP/GC/88 and Corr.1 and 2 | The state of the environment: selected topics - 1977 |
| UNEP/GC.89 | Report of the Environment Co-ordination Board on its sixth session (New York, 20-21 October 1976) |
| UNEP/GC/89/Add.1 | Annex II: Steps taken by members of the Environment Co-ordination Board to implement the strategies of the Environment Programme |
| UNEP/GC/90 and Corr.1 | The Environment Programme (Levels One, Two and Three) |
| UNEP/GC/90/Add.1 | Developments during February-April 1977 |
| UNEP/GC/90/Add.2 | The training and technical assistance needs of the developing countries |
| UNEP/GC/91 | International conventions and protocols in the field of the environment |
| UNEP/GC/92 | Habitat: United Nations Conference on Human Settlements - Review and follow-up activities |
| UNEP/GC/93 | Progress report on the implementation of the plan and programme of operations of the Foundation |
| UNEP/GC/94 | United Nations Habitat and Human Settlements Foundation: Budgetary matters |
| UNEP/GC/94/Add.1 | United Nations Habitat and Human Settlements Foundation: General procedures and administrative arrangements |

| <u>Symbol</u> | <u>Title</u> |
|-----------------------------|--|
| UNEP/GC/95 and Corr.1 | Report of the Executive Director of UNEP and Secretary-General of the United Nations Conference on Desertification |
| UNEP/GC/95/Add.1 | Plan of action to combat desertification (second preliminary draft) |
| UNEP/GC/95/Add.2 | Desertification: an overview (first draft) |
| UNEP/GC/95/Add.3 | Report on the regional preparatory meetings |
| UNEP/GC/95/Add.4 | Report on the 1976 accounts and plan of expenditures for 1977 |
| UNEP/GC/96 | Report on the implementation of the Fund programme in 1976 |
| UNEP/GC/96/Annex | Report on the implementation of the Fund programme in 1976 |
| UNEP/GC/96/Add.1 | Evaluation of Fund projects |
| UNEP/GC/96/Add.2 | Fund programme activities and status of voluntary contributions: 1 January-31 March 1977 |
| UNEP/GC/97 | Audited 1975 accounts |
| UNEP/GC/98 and Corr.1 and 2 | Management of the Environment Fund |
| UNEP/GC/99 | Programme and programme support costs budget 1976-1977 |
| UNEP/GC/99/Add.1 | Proposed budget for programme and programme support costs of the Environment Fund 1978-1979 |
| UNEP/GC/100 | Progress report on the architectural and engineering study of the construction of a permanent headquarters for UNEP in Nairobi, Kenya |
| UNEP/GC/101 and Corr.1 | Draft principles of conduct for the guidance of States in the conservation and harmonious exploitation of natural resources shared by two or more States: Report of the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States on the Work of its Third Session held in Nairobi from 10 to 21 January 1977 |
| UNEP/GC/102 | Environment and development including irrational and wasteful use of natural resources and ecodevelopment |

| <u>Symbol</u> | <u>Title</u> |
|----------------------------------|---|
| UNEP/GC/103 | Implementation of General Assembly resolution 3435 (XXX): Study of the problem of the material remnants of wars, particularly mines, and their effect on the environment |
| UNEP/GC/104 and Corr.1 | Resolutions and decisions of the thirty-first session of the General Assembly, and resolutions of the sixtieth and sixty-first sessions of the Economic and Social Council of relevance to the activities of the United Nations Environment Programme |
| UNEP/GC/104/Add.1 | Resolutions and decisions of the thirty-first session of the General Assembly, and resolutions of the sixtieth and sixty-first sessions of the Economic and Social Council of relevance to the activities of the United Nations Environment Programme |
| UNEP/GC/105 | Relationships with non-governmental organizations |
| UNEP/GC/106 | Report of the Governing Council on the work of its fifth session |
| UNEP/GC/INFORMATION/1 and Corr.1 | Compendium of approved objectives, strategies and concentration areas for the Environment Programme |
| UNEP/GC/INFORMATION/2 and Corr.1 | The development and implementation of the Global Environmental Monitoring System |
| UNEP/GC/INFORMATION/3 | Decisions of the first four sessions of the Governing Council on programme policy and implementation |
| UNEP/GC/INFORMATION/4 | The ecosystems conservation group |
| UNEP/GC/INFORMATION/5 and Corr.1 | Register of international conventions and protocols in the field of the environment |
| UNEP/GC/L.41 | United Nations Habitat and Human Settlements Foundation: Report of the Advisory Committee on Administrative and Budgetary Questions on budgetary matters: 1975-1979 |

| <u>Symbol</u> | <u>Title</u> |
|---------------|---|
| UNEP/GC/L.42 | Financial report and accounts of the United Nations Habitat and Human Settlements Foundation for the year ended 31 December 1976 |
| UNEP/GC/L.43 | Financial report and interim accounts of the Fund of the United Nations Environment Programme for the year ended 31 December 1976 |
| UNEP/GC/L.44 | Programme and programme support costs budget 1976-1977, performance report 1976-1977 |
| UNEP/GC/L.45 | Establishment of a rationale for the allocation of expenses between the regular budget and the Fund of the United Nations Environment Programme: Report of the Advisory Committee on Administrative and Budgetary Questions |
| UNEP/GC/L.46 | Proposed budget for programme and programme support costs of the Environment Fund 1978-1979: Report of the Advisory Committee on Administrative and Budgetary Questions to the Governing Council |
| UNEP/GC/L.47 | Co-ordination questions in the activities of the United Nations Environment Programme: Report of the Advisory Committee on Administrative and Budgetary Questions |
| UNEP/GC/L.48 | Introductory statement by the Executive Director |
| UNEP/GC/L.52 | Credentials of representatives |