

UNITED NATIONS
ENVIRONMENT PROGRAMME
—
REPORT OF THE
GOVERNING COUNCIL
on the work
of its sixth session

—
9-25 May 1978

GENERAL ASSEMBLY
OFFICIAL RECORDS: THIRTY - THIRD SESSION
SUPPLEMENT No. 25 (A/33/25)



UNITED NATIONS

New York, 1978

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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INTRODUCTION

1. The report on the sixth 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 sixth session of the Governing Council was held at UNEP headquarters, Nairobi, from 9 to 25 May 1978. The present report was adopted by the Council at the 15th meeting of the session on 24 May 1978.

CHAPTER I

ORGANIZATION OF THE SESSION

A. Opening of the session

3. The session was opened by Mr. Ludwik Ochocki (Poland), President of the fifth session.

B. Attendance

4. The following States members of the Governing Council 1/ were represented at the session:

Algeria	Libyan Arab Jamahiriya
Argentina	Malaysia
Austria	Mexico
Bangladesh	Netherlands
Belgium	New Zealand
Brazil	Norway
Bulgaria	Pakistan
Canada	Philippines
China	Poland
Colombia	Romania
Cyprus	Rwanda
Denmark	Senegal
France	Somalia
Germany, Federal Republic of	Spain
Ghana	Thailand
Greece	Tunisia
Hungary	Uganda
Indonesia	Union of Soviet Socialist Republics
Iran	United Kingdom of Great Britain and Northern Ireland
Iraq	United States of America
Ivory Coast	Uruguay
Jamaica	Venezuela
Japan	Yugoslavia
Kenya	Zaire
Kuwait	
Liberia	

1/ The membership of the Governing Council was determined by elections held at the General Assembly's 2432nd plenary meeting, on 9 December 1975, at the 101st plenary meeting of the thirty-first session, held on 16 December 1976, and at the 103rd plenary meeting of the thirty-second session, held on 15 December 1977 (decision 32/321).

5. The following States not members of the Governing Council were represented:

Australia	Israel
Chile	Italy
Czechoslovakia	Nigeria
Democratic Yemen	Republic of Korea
Egypt	Saudi Arabia
Finland	Sri Lanka
Gabon	Sweden
German Democratic Republic	Switzerland
Holy See	Turkey
India	United Republic of Cameroon

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 Europe (ECE)
Economic and Social Commission for Asia and the Pacific (ESCAP)
Economic Commission for Africa (ECA)
World Food Council (WFC)
United Nations Conference on Trade and Development (UNCTAD)
United Nations Industrial Development Organization (UNIDO)
United Nations Children's Fund (UNICEF)
United Nations Development Programme (UNDP)
United Nations Sahelian Office (UNSO)
United Nations Fund for Population Activities (UNFPA)

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)
Inter-Governmental Maritime Consultative Organization (IMCO)

9. The following other intergovernmental organizations were represented:

African Development Bank
Arab League Educational, Cultural and Scientific Organization (ALECSO)
Commission of the European Communities
Commonwealth Secretariat
Council for Mutual Economic Assistance
European Economic Community
Organization of African Unity (OAU)

In addition, 58 non-governmental organizations were represented as observers.

C. Election of officers

10. At the opening meeting of the sixth session, Mr. M. A. Velarde (Spain) was elected President by acclamation. At the same meeting, the Governing Council elected Mr. Shafiq Ahmad (Pakistan), Mr. J. M. Jivkov (Bulgaria) and Mr. F. L. M. Ricciardi (Argentina) as Vice-Presidents, and Mrs. H. Raccar (Tunisia) as Rapporteur.

D. Credentials

11. At the 13th meeting of the session on 23 May 1978, the Governing Council approved the report of its Bureau on the credentials of the delegates attending its sixth session (UNEP/GC.6/L.5 and Corr.1).

E. Agenda

12. At the opening meeting of the session on 9 May 1978, the Governing Council adopted the provisional agenda for the session as approved at its fifth session, 2/ with the modifications suggested by the Executive Director in his note (UNEP/GC.6/1 and Corr.1). The agenda as adopted read:

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) Reports of the Environment Co-ordination Board;
 - (b) Other co-ordination questions.
7. Programme matters.

2/ Official Records of the General Assembly, Thirty-second Session, Supplement No. 25 (A/32/25), pp. 146 and 147.

8. United Nations Conference on Desertification:
 - (a) Review and follow-up activities;
 - (b) Additional measures for financing the Plan of Action;
 - (c) Measures to be taken for the benefit of the Sudano-Sahelian region;
 - (d) Report on the meeting of the consultative group;
 - (e) Report of the Secretary-General on the establishment and operation of a special account to combat desertification.
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 and administrative arrangements.
10. The Environment Fund:
 - (a) Report on the implementation of the Fund programme in 1977;
 - (b) Unaudited financial report and accounts for the biennium 1976-1977;
 - (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.

F. Organization of the work of the session

13. At the opening meeting on 9 May 1978, 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 time-table of meetings suggested by the Executive Director. It was agreed that items 5 (a) and (b) should be considered 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

Sessional Committee II: agenda items 10 (a), (b) and (c) and 9 (b)

Mr. Shafiq Ahmad (Pakistan) and Mr. F. L. M. Ricciardi (Argentina), Vice-Presidents, were appointed Chairmen of Sessional Committees I and II respectively.

G. Work of the Committees

15. Committee I held 15 meetings from 12 to 23 May 1978. At the first meeting, it elected Mr. M. J. Magarinos de Mello (Uruguay) as Rapporteur, and adopted its work plan and tentative time-table. The text of the Committee's report has been incorporated in chapter IV below.

16. Committee II held 12 meetings from 10 to 23 May 1978. At the first meeting, it elected Ms. J. Ramos (Philippines) as Rapporteur, and decided to consider the subjects before it in the following order:

(a) Report on the implementation of the Fund programme in 1977;

(b) Unaudited financial report and accounts for the biennium 1976-1977;

(c) Management of the Fund of UNEP and administrative and budgetary matters;

(d) United Nations Habitat and Human Settlements Foundation: Financial and budgetary matters and administrative arrangements.

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

CHAPTER II

GENERAL DEBATE

17. In discussing agenda Item 5 at the 2nd to 7th meetings of the session, the Council had before it the following documents: Introductory report of the Executive Director (UNEP/GC.6/2), with an addendum and supplement reporting on the results of the Executive Director's consultations with Governments on the advisability and feasibility of the Governing Council approving UNEP projects; the report on the state of the environment: selected topics - 1978 (UNEP/GC.6/4); and the Executive Director's report (UNEP/GC.6/3) on resolutions of the General Assembly and the Economic and Social Council relevant to UNEP.

18. In an introductory statement (UNEP/GC.6/L.1) at the 2nd meeting of the session, the Executive Director focused on four main themes: major developments in the United Nations system, and in particular the outcome of the thirty-second session of the General Assembly; progress in implementing the environment programme; the position of the Fund; and relations between the secretariat and Governments.

19. UNEP was playing an active role in the sessions of the committee of the whole established by the General Assembly to prepare for its special session in 1980 to assess the progress made towards the establishment of a new international economic order. UNEP was also co-operating with the Committee on Development Planning and the Administrative Committee on Co-ordination's Task Force on Long-Term Development Objectives in their consideration of the new international development strategy. Collaboration was needed with other United Nations organizations, as well as with the Director-General for Economic Co-operation and Development, so as to encourage them to inject environmental considerations into their own contributions to the framing of the international development strategy.

20. The General Assembly's recommendations, in resolution 32/197 of 20 December 1977, on interagency planning, programming, budgeting and evaluation were likely to have a considerable effect on UNEP. The relevant suggestions contained in the introductory report of the Executive Director (UNEP/GC.6/2) were in line with the intent of those recommendations. If the suggestions met with the approval of the Governing Council, the Economic and Social Council and the General Assembly should be so informed.

21. The section of resolution 32/197 on interagency co-ordination was of special concern to UNEP. The General Assembly recommended inter alia that steps be taken to merge the Environment Co-ordination Board, the Interagency Consultative Board and the UNIDO Advisory Committee with the Administrative Committee on Co-ordination, which would assume their respective functions. Those steps were subject to the guidance and supervision of the Economic and Social Council, and the Governing Council's views would be particularly germane to its consideration of the matter.

Answers must be found to a number of questions. Since the principal function of UNEP was to achieve a system-wide co-ordinated response to environmental issues, and the Environment Co-ordination Board was the institutional vehicle for that function, the first question was how the co-ordination function performed by the Board could be conserved. The second was how the Governing Council could continue to receive the annual report on system-wide co-operation in the implementation of its decisions which was at present provided by the Board. The third question was how the Administrative Committee on Co-ordination was going to carry out the responsibilities entrusted to the Environment Co-ordination Board by General Assembly resolution 32/172 of 19 December 1977 - to establish a working group on the implementation of the Plan of Action to Combat Desertification, and to prepare a progress report every year, and a complete report every other year, for consideration by the Governing Council. The guidance of the Council on those highly important issues would be greatly appreciated.

22. The General Assembly's decision in section III of resolution 32/162 of 19 December 1977 that there should be close links between Habitat, Centre for Human Settlements and UNEP was in line with the position taken at earlier sessions of the Governing Council concerning the relationship between the natural and man-made environments. UNEP welcomed the location of the Centre at Nairobi; it pledged its full support, offered its co-operation and would endeavour to establish the closest possible links with the new institution.

23. As to the permanent headquarters buildings of UNEP, the General Assembly had approved in principle the construction of United Nations accommodation at Nairobi and had authorized the Secretary-General to proceed in accordance with the recommendations in his report to the General Assembly. Construction was expected to begin in mid-1979, and occupancy was planned for early 1982.

24. The special session of the General Assembly devoted to disarmament was of major international importance. Since the arms race and conventional and other forms of warfare had serious environmental and socio-economic implications, it was most fitting for UNEP to take the occasion to emphasize the dangers warfare presented to the environment and the environmental benefits which would flow from arms control and disarmament.

25. UNEP was contributing to the preparations of three forthcoming United Nations conferences: the Conference on Technical Co-operation among Developing Countries, to be held at Buenos Aires from 28 August to 8 September 1978; the 1979 Conference on Science and Technology for Development; and the 1979 FAO Conference on Agrarian Reform and Rural Development. At the same time, follow-up action was progressing satisfactorily on the United Nations Conference on Desertification and the Intergovernmental Conference on Environmental Education, two conferences which were of the utmost significance to the environment programme and its aim of world-wide action to prevent and alleviate environment-related human problems.

26. The adoption by the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States of draft principles of conduct for the guidance of States in the use and conservation of such resources represented a major break-through. The responsibility placed upon UNEP by the General Assembly in resolution 3129 (XXVIII) of 13 December 1973 had thus been discharged. The Council might wish to recommend to the General Assembly that it adopt the principles of conduct and call upon States to respect them.

27. Another significant step in international environmental co-operation had been taken in April 1978 at a WHO/UNEP informal meeting of meteorological and legal experts, which had agreed upon nine draft principles of conduct for the guidance of States in relation to weather modification and prepared guidelines for national legislation on weather modification experiments and operations.

28. On 12 February 1978 the Convention for the Protection of the Mediterranean Sea against pollution and the two related Protocols, having received the required ratification by six States, had entered into force. Two more States and the European Community had since deposited their instruments of ratification.

29. The Conference of Plenipotentiaries on the Protection and Development of the Marine Environment and the Coastal Areas, held in Kuwait in April 1978, had been successful. Delegations from seven countries of the region had approved a comprehensive Action Plan, as well as the Kuwait Regional Convention for Co-operation on the Protection of the Marine Environment from Pollution and the Protocol concerning Regional Co-operation in Combating Pollution by Oil and Other Harmful Substances in Cases of Emergency. In addition, they had agreed to establish a Marine Emergencies Mutual Aid Centre to co-ordinate national efforts to avoid and combat pollution by oil and other harmful substances in cases of emergency, and decided to create a regional trust fund of \$5.8 million to cover the expenses of scientific and socio-economic activities undertaken as part of the Action Plan. The Conference had requested UNEP to set up an interim secretariat to co-ordinate all activities related to the Plan. UNEP had agreed to do so and offered to contribute up to \$500,000 over the coming two years towards the cost of that secretariat and related activities. It was highly significant that all Governments of the region had committed themselves to a course of development designed to protect the environment for future generations. He confidently expected the Governing Council's full support in translating the agreement into practical activities, and would request its authorization during the session to establish the trust fund.

30. A gratifying instance of interagency co-operation had been the presentation by WHO and FAO to the Environment Co-ordination Board at its seventh session of three memoranda of understanding governing those organizations' collaboration in the area of water. The Board had welcomed those agreements; and requested its focal points to prepare a draft statement on the health aspects of water resources development projects.

31. At the meeting of executive secretaries of the United Nations regional commissions at Geneva in July 1976, it had been suggested that UNEP should help the commissions to establish appropriate machinery within their secretariats to deal with environmental issues. Agreement had since been reached with all the regional commissions that UNEP would support, initially for two years, the establishment of environmental units to be placed directly under the supervision of the executive secretaries. The units would work closely with the UNEP regional offices, and it was hoped that the regional commissions would continue to support the units once initial assistance from UNEP ended.

32. Since the fifth session of the Governing Council, satisfactory progress had been made in respect of the public information efforts of UNEP. With the assistance and co-operation of the information divisions of other United Nations bodies, UNEP had achieved very good coverage of the United Nations Conference on Desertification. The four issues of volume I of Mazingira (now in its second year of publication) had received favourable comments. Arrangements were being made with international publishers to have UNEP materials made available to a much wider audience; one such agreement had recently been made with VINITI publishers in Moscow. Greater attention was being given to developing UNEP's audio-visual services. More was being done to get the environmental message closer to the "grass roots" of society everywhere. With the continued help of non-governmental organizations, UNEP was directing its efforts towards giving World Environment Day more local meaning and significance.

33. Work was under way on the comprehensive state of the environment study, Ten Years after Stockholm. The aim was a comprehensive assessment of environmental conditions and trends in the decade since the Stockholm Conference. Much interest had already been taken in the study: some foundations in North America, Europe and Japan had pledged financial support, and efforts were being made to obtain more such support.

34. In some areas, achievements had fallen short of his hopes. In spite of the many accomplishments in the Mediterranean programme, agreement had not yet been reached by the Governments concerned on the key problem of how to protect that sea from land-based pollution. He earnestly hoped that present difficulties would not erode the sense of urgency about saving the Mediterranean. The use rate of the International Referral System (IRS) was still far from satisfactory, and still more active involvement was needed from Governments before the System could deliver what was expected of it. For the International Register of Potentially Toxic Chemicals (IRPTC), which was also developing a query-answer capability, effectiveness was also predicated on an increase in the number of national correspondents. Governments had so far shown limited interest in the technical assistance clearing-house facility established in 1975; UNEP was keen to increase the number of countries willing to offer technical assistance to other countries on request, and he appealed to all Governments for their support of that activity.

35. With regard to the Environment Fund, the target of \$150 million approved for the medium-term plan period of 1978 to 1981 was predicated on new contributions from Member States which had not contributed so far - at present only 52 Governments had announced pledges to the Fund - increased contributions from others whose contributions had been modest, and contributions from higher-level donors close to their contributions for 1973-1977. Sweden had maintained its 1973-1977 percentage of contributions, and he had received assurances from a number of other countries that they were trying to do the same. That would help UNEP to close the gap between the current level of estimated resources for the implementation of the plan, a little over \$112 million, and the target figure of \$150 million.

36. During his recent visit to the Soviet Union, an important break-through had been achieved regarding the use of the rouble contribution, both convertible and non-convertible, through agreement on eight projects involving the utilization of the equivalent in roubles of \$3.6 million over three years. In addition, the Soviet authorities had also agreed that, retroactive to 1975, the non-rouble salaries and other emoluments of Soviet experts, consultants and officials engaged in the development of Fund programme and Fund programme reserve activities would be met out of the convertible 25 per cent of the contribution. The Governing Council might wish to consider adding an appropriate amount, corresponding to the non-convertible currency projects recently agreed to in Moscow, to the allocation authority for 1978, 1979 and 1980. For 1978, he would propose that the Council apportion the allocation authority thus released, amounting to approximately \$1.5 million, to a number of budget lines. He hoped the Council would approve similar proposals for any other currency in a similar situation.

37. The guidance of the Governing Council was needed on two specific proposed Fund activities. The first problem was that of the contribution by UNEP to the trust fund which the Governments convened at the recent Monaco Intergovernmental Meeting of Mediterranean Coastal States on the Mediterranean Action Plan had decided to establish to ensure the development and co-ordination of agreed activities. In view of the importance of supporting activities in other regional seas and of the constraints on the financial resources of UNEP, and in accordance with the Governing Council's previous decisions concerning a progressive transfer of executive responsibilities to the Governments of the region, the Executive Director had proposed at the meeting that the contribution by UNEP to the trust fund should be limited to 25 per cent of the total, and should not exceed 10 per cent of the allocation approved by the Governing Council at its fifth session for the Oceans budget line. The representatives of the Mediterranean countries, however, had suggested that 50 per cent of the trust fund could be financed by UNEP and the other international organizations concerned. The second problem was the contribution by UNEP towards the secretariat for the Convention on International Trade in Endangered Species of Wild Fauna and Flora. The Executive Director had advised the Parties to the Convention that UNEP would be prepared to meet 20 per cent of the total cost of the secretariat, up to a maximum of \$200,000 per annum. He had, however, been requested to provide approximately \$1 million for a two-year period. There

was also the question of financial support for meetings of the Conference of the Parties: UNEP had met the cost of holding the first such meeting and was prepared to meet the expenses (around \$170,000) of the second, but could not accept that responsibility on a continuing basis without a policy directive from the Council. If the Council agreed to a higher level of funding for the Mediterranean and the Convention, it should determine which allocations to the different budget lines should be reduced, should that be necessary.

38. With regard to relations between the secretariat and Governments, he was gratified to note the good response received to a number of requests for information, connected for example with the Level One reviews of environment and development and environmental management and of environmental education and training, and with activities in the programme topics selected for in-depth reporting to the Council at its sixth session. However, responses had been less satisfactory on other questions, such as the implementation of the World Plan of Action on the Ozone Layer and adherence to or ratification of international conventions on the environment.

39. Governments could serve the purposes of UNEP, and the environment cause in general, by ensuring that environmental factors were given an appropriately prominent place at forthcoming world conferences and in the formulation of the next international development strategy.

40. The informal consultations with Governments, held at Nairobi from 16 to 20 January 1978, had provided good opportunities for contacts between Governments and the secretariat. Ongoing liaison and consultations with the Permanent Representatives in Nairobi and the meetings of the focal points had also continued to prove very useful. Since the fifth session of the Governing Council, the Executive Director had been to the Holy See, Iran, Czechoslovakia, Denmark, Norway, Finland, the Soviet Union, Sweden, France, Belgium, the Federal Republic of Germany, the Netherlands, Italy, Algeria, the United Kingdom and Kuwait, and had also had fruitful visits to the European Economic Community, the Council for Mutual Economic Assistance and the Organization for Economic Co-operation and Development. The fact that he had been received at the highest levels by Heads of State or Government in almost all the countries visited was a gratifying indication of the importance they attached to environmental concerns and to the role of UNEP. The visits had also reinforced his belief that there was urgent need for better exchange of information, experience and success stories. He had received strong support for carrying out concrete case studies on the real costs and benefits of environmental protection in a world faced with a series of economic difficulties, and therefore planned to hold formal consultations on that subject with interested Governments and intergovernmental bodies during the current session of the Council. He had also found, particularly among Parties to the Lomé Convention, a wide concern for proper environmental assessment of development activities supported through bilateral or multilateral aid. None of the countries he had visited, including the Soviet Union, was contemplating any changes in the existing procedures for the approval of projects supported by the Fund.

41. The Executive Director then announced the winners of the International Pahlavi Environment Prize for 1978 to be awarded on 5 June, World Environment Day. They were Professor Mohamed Abdel Fattah El Kassas, professor of plant ecology at Cairo University, and Dr. Thor Heyerdahl, Norwegian ethnologist, author and explorer.

42. In conclusion, the Executive Director stressed the centralness of environmental considerations in all matters affecting human welfare throughout the world. The Secretary-General, in his report to the General Assembly at its thirty-second session, ^{3/} had reiterated that, since its foundation, the United Nations had been searching for a working balance between national sovereignty and interests on the one hand, and international order and the long-term interests of the world community on the other. The Executive Director believed that the environment was an area where that search promised to be most fruitful. The pursuit of solutions to environmental problems implied a concern for long-term interests and those of the world community as a whole. Those considerations, in his view, clearly motivated the work of the Governing Council. The co-operation which was reflected each year in that work strengthened his belief that the environment programme could do more than any other single field of human endeavour to draw nations and peoples together in mutual understanding and sympathy.

43. During the general debate, which took place at the 3rd to 7th meetings of the session from 10 to 12 May 1978, delegations agreed that the problems facing both developed and developing countries could only be alleviated through environmentally sound development and sustainable economic growth in harmony with the environment. Several speakers noted with satisfaction that the General Assembly had, in resolution 32/168, stressed the need for ensuring that environmental considerations were taken into account in development programmes in differing socio-economic settings, in the implementation of the Programme of Action on the Establishment of a New International Economic Order and in the formulation of the new international development strategy. UNEP must ensure adequate implementation of that decision in the various forums where those subjects were discussed, particularly in the course of the preparatory work for the 1980 special session of the General Assembly which would assess the progress made in the establishment of the new international economic order. Several representatives stressed the importance of the forthcoming United Nations Conference on Science and Technology for Development, and welcomed the action being taken by UNEP to ensure that the environmental dimension was adequately reflected at the Conference. One delegation noted with satisfaction that the Executive Director was making inputs to the formulation of the new international development strategy for the 1980s.

44. Several speakers said that improvement of the quality of life for all people was the central objective to which the harmonization of environment and development policies should be geared. The development of just economic relations between States, equitable distribution of world resources, individual and collective self-reliance of countries and the satisfaction of basic human needs were important factors in the achievement of that objective. Some delegations also stated that effective co-operation in

^{3/} Official Records of the General Assembly, Thirty-second Session, Supplement No. 1 (A/32/1).

the environmental field for the benefit of present and succeeding generations could only be achieved through a universal, just and lasting peace in the world, through peaceful co-existence among States with different social, economic and political systems and at different levels of development and through the strengthening and widening of international détente. It was also indispensable to work for the prevention of a new world war, put an end to the arms race and switch corresponding resources to peaceful uses. A number of delegations stressed the importance of activities aimed at prohibiting the development, production, stockpiling and use of neutron weapons; in their view such activities would enjoy broad support from UNEP and other international organizations. International organizations such as UNEP must support such actions; in particular, UNEP should participate actively in the forthcoming special session of the General Assembly on Disarmament, which should lead to a major break-through in agreement on practical disarmament measures. One delegation also recalled in that connexion Governing Council decision 102 (V) of 17 May 1977 regarding the Convention on Military or Any Other Hostile Use of Environmental Modification Techniques and resolution 4 of the United Nations Conference on Desertification on the effect of weapons of mass destruction on ecosystems, both of which were important steps in the right direction.

45. One delegation said that developing countries had become more keenly aware that the old international economic order, based on oppression, exploitation and plunder, was a heavy restraint on the development of their national economies and the biggest obstacle to environmental improvement. Only by persevering in the effort to combat imperialism, colonialism and hegemonism and to replace the old economic order by a new one could they ensure their independence and prosperity and create the necessary political and economic conditions for the improvement of the environment. The super-power that styled itself a "natural ally" of the developing countries incessantly touted everywhere the line that development and environmental protection were dependent upon "détente" and "disarmament". Yet, in actual practice, it devoted a massive effort to the arms race. In order to contend with the other super-power for world hegemony, it tried its best to achieve military supremacy by making huge military expenditures in active preparation for a world war, and preached disarmament while practising the hoax of sham disarmament coupled with genuine arms expansion, so as to cover up its aggression and expansion and, through that ruse, to lead astray the anti-hegemonist struggle of the medium-sized and small countries and their peoples. The developing countries, after winning political independence, still had the task of achieving economic independence and developing their national economies. In the fulfilment of that task, they should earnestly study ways of ensuring harmony between development and environmental protection and improvement, a goal which could be achieved if the interests of the people and the long-term interests of the countries were fully respected and if appropriate protective measures were taken simultaneously with steps towards development.

46. One delegation pointed out that the general debate was business-like and constructive in character. Only one statement had been dissonant, in that it contained slanderous fabrications against a State member of the

Governing Council; the attempt to impose such polemics could only distract the session from discussion of the agenda items. The same delegation gave a detailed account of its country's policy, which aimed at maintaining and strengthening peace in the world, turning international détente into an irreversible process which was comprehensive in coverage, halting the arms race and preventing a new world war. It also emphasized its belief that, viewing the problems of environmental protection in the overall context of efforts to normalize the world's political climate, international organizations, including UNEP, could not stand aside from the actions aimed at putting an end to the arms race, and primarily at eliminating weapons of mass destruction and prohibiting the production of new types of weapons, including the neutron bomb.

47. Several delegations stressed the importance of the recent endorsement by the Economic Commission for Europe (ECE) of the Soviet proposal for the holding in 1979, as a follow-up to the Final Act of the Helsinki Conference on Security and Co-operation in Europe, of an all-European Conference on the protection of the environment which would deal with a number of important environmental problems, several of which were already part of the UNEP programme, and would intensify governmental support for the work of UNEP and other relevant international governmental and non-governmental bodies; two of the important subjects to be discussed at the Conference were the long-range transport of pollutants and the question of low-waste technologies. Some speakers also referred to the activities of CMEA for mutual co-operation in the field of the environment and to the work carried out by EEC and the Organization for Economic Co-operation and Development (OECD); in their view, UNEP collaboration with those organizations was of the utmost importance.

48. Several delegations described measures recently adopted in their countries for the protection and improvement of the environment, and stressed that the increasing number and influence of national environmental machineries, as well as the growing body of national environmental legislation, afforded further evidence that awareness and understanding of environmental issues was markedly increasing; the activities of UNEP had, directly or indirectly contributed to those positive developments.

49. Most delegations reiterated that the main function of UNEP was to co-ordinate and catalyse environmental activities within the United Nations system. The progress accomplished in that regard was considerable, as evidenced, in particular, by the tone and substance of the introductory report of the Executive Director and of the reports of the Environment Co-ordination Board. Several delegations also felt that the goals for 1982 ^{4/} would help define the practical framework of achievement for UNEP in the medium term, and one speaker said that they would be a useful benchmark by which to measure UNEP's success in raising the environmental conscience of the United Nations system ten years after Stockholm. One delegation, while recognizing that all 21 goals were important, in that their timely achievement would substantially contribute to the solution of the environmental

^{4/} UNEP/GC/L.48; approved by decision 82 (V), sect. VI.

problems of the planet, considered that a precise balance and inter-co-ordination were needed in their realization in order to avoid scattering of efforts and duplication of activities with other United Nations agencies. The secretariat might therefore wish to consider the preparation of a concrete organizational plan for their attainment, to be submitted to the Informal consultations, as well as to the Council at its seventh session, together with a progress report on the implementation of the goals.

50. It was generally agreed that the primary function of the Governing Council was to provide policy guidance to the secretariat; as a rule, it was not necessary for the Council to approve individual Fund projects. Delegations generally agreed, however, that the Executive Director should continue to submit to the Governing Council any project which, because of its policy implications or financial magnitude, should have the Governing Council's consideration. One delegation felt that rule should be more actively implemented. Another noted that the guidance of the Governing Council might be sought in respect of groupings of projects which, for example, might result from a thematic joint programming exercise. Another, while satisfied with the present arrangements, felt that commitments entered into by the Executive Director as a result of joint programming exercises could be reported to the Council in a more detailed manner. Some speakers expressed support for the Executive Director's initiative in consulting the Governing Council on the financing of some particularly costly projects, and welcomed his request for guidance on the Convention on Trade in Endangered Species and on the Mediterranean programme.

51. A number of delegations emphasized the importance of UNEP regional activities and structures, and it was suggested in that connexion that the staff of the liaison and regional offices should be strengthened. One representative expressed the conviction that UNEP objectives could best be achieved through a regional approach which took account of the specific environmental problems of each region and provided a framework for the formulation of suitable solutions. Regional offices might be given more initiative to assist Governments in formulating their respective national environmental policies and regulations; an example was the ASEAN sub-regional environmental programme which had recently been formulated by the UNEP regional office for Asia and the Pacific and Governments of the region.

52. A number of speakers expressed concern at the imbalance which they saw in the distribution of Fund resources among the various regions; efforts should be made to redress that situation, particularly in the Asia and the Pacific region, where it was hoped UNEP involvement would grow substantially. It was suggested in that connexion that UNEP should continue to support the South Pacific countries in the formulation and implementation of a comprehensive management plan in co-operation with the South Pacific Commission and Forum.

53. Most delegations agreed that significant progress had been achieved in the presentation and content of the documentation, although further efforts might be needed in areas such as distribution, in particular with regard to the six-week rule. One delegation said that, since the Council's primary

responsibility was to provide policy guidance to the secretariat, the focal point of all Governing Council documentation should be the programme document and all other documents should only be supportive of that major policy tool. Another delegation expressed the wish that the French language be treated equally in the preparation of documents and in their distribution: UNEP should give appropriate recognition to information sources published in French, and to that end, its Government would endeavour to bring relevant material to the attention of the secretariat. In the view of another delegation, programme documents might be preceded by a concise yet substantial summary of the issues involved.

54. Many delegations commended the state of the environment report and commented at length on the various topics it dealt with. One delegation, however, found the report too superficial to be useful, and pointed out that it failed to draw any conclusion regarding actions to be taken or to illustrate the inter-relationships existing between the subjects it covered; another delegation felt it contained scientifically debatable points. One delegation felt that the report, since it had been prepared on the basis of improved data, merited wider circulation, and could be used as an element of environmental education and information efforts.

55. Several delegations said they looked forward to the comprehensive state of the environment report, "Ten Years after Stockholm", and some expressed their readiness to contribute to its preparation. One speaker stated that the report should indicate the progress made towards achieving the Stockholm objectives and, by assessing conditions and trends from a scientifically rigorous perspective, provide an analysis of the state of the environment in the early 1980s which could be used as a guide for determining UNEP priorities for subsequent action. Another speaker stressed the need for the report to deal comprehensively with the problems of developing countries.

56. Several representatives expressed satisfaction at the topics selected for in-depth review by the Council at its seventh session, and one suggested that they might include "Transport and the environment". Another representative asked that the influence of short-term market cycles be taken into account in the preparation of the in-depth reviews on ecodevelopment and industry and environment.

57. Several delegations recognized that significant progress had been accomplished in the area of communications with Governments, and of public information in general. Report to Governments was now providing a much improved picture of project developments. The Executive Director's visits to a number of countries had also provided a useful opportunity to review global policy issues, and should be continued. While recognizing that the efforts of UNEP to diversify its publications had begun to yield fruitful results, some speakers said that further efforts were needed to mobilize the support of world public opinion for the environmental cause in general, and UNEP activities in particular. In the view of one delegation, too much public information work had so far been directed towards those who were already converted; UNEP should address itself to the major inadequacies

In respect of information on environmental problems at the International level referred to in paragraph 466 of document UNEP/GC.6/7. Some delegations mentioned the need for UNEP to ensure wide dissemination of technical papers and studies on the various programme subjects. One delegation suggested that in the future greater attention should be given to audio-visual services; there was also a need for some differentiation in the content and presentation of the Information programme, to make it accessible to different groups and regions of the world.

58. Stress was generally placed on the catalytic role of the Fund, which delegations were gratified to learn was now clearly understood by other United Nations agencies. One delegation pointed out that increase in Fund resources should be sought primarily from an increase in the number of contributors, rather than in the contributions of current donors. Another delegation expressed concern about the prospects for reaching the expenditure level proposed in the medium-term plan for 1978-1981 and said it might be necessary to take into account the implications for the programme of lower voluntary contributions. Its Government's contributions to the Fund would reflect its continuing assessment of programme performance and expenditures and of the adequacy of programme plans and budgets. Another speaker stated that the Fund should concentrate on relatively few crucial projects; it should be used to initiate action and establish mechanisms for further action, rather than to finance what ought to be the on-going expenditures of other agencies, however worthwhile the schemes involved might be. That perspective also implied limitation and withdrawal of Fund support in due course; that was especially important where funds were already available, or could be made available, from sources other than UNEP. Expressing similar concern, another delegation said that better apportionment of the costs related to various projects jointly implemented by UNEP and other international organizations was desirable.

59. One representative stated that, as a result of the Executive Director's visit to his capital, significant progress had been achieved towards the use of the non-convertible part of his country's contribution to the Fund, and that intensified co-operation between UNEP and his Government in that field would promote a more balanced delivery of the programme. Another delegation expressed regret that UNEP appeared hesitant to make full use of voluntary contributions in national currencies.

60. One delegation expressed concern with the high ratio of programme support costs to overall Fund expenditure. Another suggested that the financial rules should provide for automatic carry-over of unutilized commitment for any one project to the next year, until completion of that project; that was particularly essential for developing countries, where environmental management was relatively new and some time normally elapsed between the conceptual and the operational stages of projects. Several delegations announced that their Governments, in some cases pending parliamentary approval, would increase their contributions to the Fund over the next four-year cycle.

61. Many delegations welcomed both the establishment by General Assembly resolution 32/162 of Habitat, Centre for Human Settlements and the Commission on Human Settlements and the Executive Director's pledges of support for the Centre. One representative felt confident that the close linkages between the natural and the built environments would be reflected in harmonious co-operation between UNEP and the Centre. Another representative considered that the location of the Centre and UNEP within the same city should make co-ordination easier and that UNEP, by shedding its responsibilities for the Foundation, would be able to concentrate on the environmental implications of development.

62. Some delegations warned that the question of human settlements should not be removed from its environmental framework: the Centre and the Foundation should bear in mind the environmental implications of human settlements while considering new projects, since lack of environmental management in the planning and development of human settlements had perhaps been the basic cause of the deterioration in the quality of life.

63. Several delegations expressed the hope that the Centre would help recover the momentum generated by Habitat: United Nations Conference on Human Settlements, and promote technical and financial assistance to needy countries. It was highly important that the Centre should become operational as soon as possible. It was unfortunate that the Executive Director of the Centre had not yet been appointed and that the level of voluntary contributions to the Foundation still remained low. The inadequacy of financial resources was the major constraint on the expansion of programme operations, and some delegations expressed the hope that States would give serious consideration to making their contributions to the Foundation as soon as possible. One representative said that his Government's attitude towards a contribution would depend on clarification of the final structure of the Centre.

64. Several delegations stressed the importance of UNEP developing an action programme for the international harmonization of procedures, policies and control efforts in respect of toxic chemicals, and the need for a programme of public awareness which would result in a voluntary world-wide renunciation of the use of certain particularly dangerous and not indispensable chemicals. The chemical contamination of food was a matter of increasing public concern, and concerted international action to limit such contamination was necessary to facilitate world trade in food. A few delegations recalled Governing Council decision 85 (V) on the export of chemicals, drugs, cosmetics and food, and reiterated the need for action by UNEP and the international community in line with its provisions.

65. It was recognized that problems of chemicals in the environment should be treated in a global and inter-disciplinary manner and that more work was needed on the evaluation of risks connected with their use. It was suggested that all available information on problems linked with chemicals should be disseminated as widely as possible. One speaker said that chemicals should be thoroughly investigated before being marketed, so that their immediate and long-term effects on human beings and the environment might be determined.

Another speaker emphasized the need to improve the channels through which developing countries could quickly obtain useful information relating to chemicals; to that end, IRPTC should be strengthened. Yet another speaker said that IRPTC should exchange information with similar national registers, and should compile information with due respect for national legislation on its confidentiality. Several other speakers stressed that the development of IRPTC should be accelerated and its availability for national programmes improved. One representative felt that the efforts of IRPTC should be dovetailed with the valuable work of OECD in the area of toxic chemicals.

66. Several delegations indicated their Governments' willingness to co-operate in the development and strengthening of IRPTC and the other components of Earthwatch. IRPTC and IRS, though still incomplete, would become increasingly valuable tools for national environmental authorities. Referring to the need for increased public information and participation in IRS at the national level, another delegation said that national focal points should assist in making an inventory of the actual needs for information.

67. A few delegations referred to the establishment of national focal points of IRS and IRPTC, and it was suggested that the Council might usefully consider how the activities of such focal points could be energized and co-ordinated. Another delegation said that IRS and IRPTC would be more effective if the regional offices functioned as regional focal points, thereby strengthening the links between countries in the respective regions and the international focal point.

68. One representative welcomed the first assessment of a major pollutant to come directly out of Earthwatch, and stressed that the elements of Earthwatch needed to function as an integrated whole; the establishment of a new environmental assessment division in UNEP was therefore a welcome development.

69. Satisfaction was expressed with the activities of UNEP in preparing for the United Nations Conference on Desertification, and with the outcome of the Conference. In the view of some delegations, the Conference represented the most important international event of the decade. Appreciation was expressed for UNEP support for the transnational projects, and one delegation welcomed the emphasis on prevention in the project for Latin America. Various delegations referred to national efforts to combat desertification; a few delegations pointed out that financial and technical assistance was still urgently required, and joined other delegations in supporting the creation of a special account for implementing the Plan of Action to Combat Desertification.

70. One representative, while endorsing the recommendations contained in the Plan of Action and supporting the co-ordination role entrusted to UNEP in that regard, felt that operational measures should be taken within the framework of existing programmes of bilateral and multilateral co-operation. His Government was willing to share with all interested parties the experience it had gained through the framework of its bilateral co-operation programme. Another representative cautioned that the implementation of the Plan of Action

should not lead to any increase in the regular budget of the United Nations, but should be based on more effective use of existing resources. His Government could not accept the proposed automaticity for the financing of the Plan of Action through international taxation and similar arrangements: additional funds for environmental protection, including desertification control, should be provided through the switching of resources at present being wasted, particularly on armaments. Yet another representative referring to the proposal that a tax might be levied on the oil-producing countries to finance the implementation of the Plan, suggested that it might be more realistic to draw upon the resources of the International Fund for Agricultural Development, which also had a role to play in combating desertification.

71. Several delegations stressed the need to develop adequate soil management and land-use policies; UNEP could help alleviate the problem of soil degradation and lowered fertility resulting from excessive use of fertilizers and pesticides, inefficient crop rotation and ineffective agricultural practices. Some delegations warned that loss of tropical forests was becoming an increasingly serious problem, which required global attention and global efforts to combat it. Promotion of such efforts was well within UNEP's catalytic and co-ordinating role.

72. One representative supported the administrative measures already scheduled by the Executive Director which would lead to the creation within the secretariat of UNEP of a special unit devoted to desertification. Another representative viewed the strengthening of the United Nations Sahelian Office (UNSO) as a better solution than the establishment of a sub-regional office of UNEP, since efforts should be made to guard against the proliferation of new institutions within the United Nations system.

73. Some delegations, voicing their support for UNEP participation in the implementation of the Plan of Action adopted by the United Nations Water Conference, called for even greater UNEP attention to water. One representative hoped that UNEP would concentrate on the problem of water-logging and salinity by providing technical expertise and instituting a special project in his country as a demonstration model.

74. One representative appealed to the appropriate United Nations agencies to strengthen regional co-operation and co-ordination in matters relating to wildlife conservation, and referred to his Government's ban on the sale of game trophies to supplement an earlier ban on hunting. That initiative was commended by other representatives. Another representative declared his Government's willingness to support the adoption of a world-wide convention on migratory species of wild fauna, and recalled that a conference of plenipotentiaries was expected to take place on the subject at Bonn by mid-1979.

75. Addressing the question of marine pollution, delegations noted that the recent "Amoco Cadiz" disaster not only highlighted the dangerous proportions assumed by marine pollution through oil spills due to tanker accidents or off-shore drilling, but also focused attention on the need for co-operation in formulating rules to diminish the risk of such incidents.

The success of UNEP in fostering regional co-operative action plans for countering marine pollution was especially encouraging; the Governing Council should continue to support all initiatives to that end, and to encourage States to ratify or adhere to the relevant international conventions. In addition, UNEP should continue to undertake work on international instruments dealing with oil pollution. One delegation suggested that while the problems of marine pollution must in the first place be dealt with by other organizations, UNEP might usefully contribute to the work of the Inter-Governmental Maritime Consultative Organization (IMCO) and the Third United Nations Conference on the Law of the Sea, for instance by collecting and disseminating information on work already done in the area.

76. Delegations of the coastal States of the Mediterranean expressed particular interest in the continuing development of the Mediterranean programme. A few such delegations voiced concern at the intention of UNEP to disengage itself progressively from the programme; that would, in their view, adversely affect the Mediterranean programme and set a regrettable precedent for the other regional seas programmes. One representative reiterated his Government's continuing interest in locating the centre for priority action for the protection of the Mediterranean at Split, Yugoslavia.

77. Several delegations welcomed the entry into force of the Barcelona Convention for the Protection of the Mediterranean and its related Protocols, as well as the adoption by the Kuwait Conference of Plenipotentiaries of the Regional Convention for Co-operation on the Protection of the Marine Environment from Pollution, the action plan and the Protocol on Oil Spill Emergencies. The States of the region were highly indebted to UNEP and agencies such as IMCO for their contribution to the success of the Conference.

78. One speaker requested more information on action taken with respect to the Gulf of Guinea pursuant to Governing Council decisions, and specifically on workshops dealing with pollution in the Gulf. Another speaker expressed disappointment over the lack of progress in respect of the regional seas programme for Asia. It was important that regional initiatives in the area should be supported by UNEP rather than be left to peter out. Yet another representative expressed his Government's readiness to co-operate in the implementation of a similar programme for the Caribbean Sea.

79. One delegation welcomed the Executive Director's intention to approach the problem of natural disasters in a new and more comprehensive manner, while another suggested that man-made disasters should be included among the items for discussion by the Council at its seventh session.

80. One representative stressed the need for international co-operation to restrict any further use of fluorocarbons as spray propellants, in view of the harm they caused to the ozone layer. His Government planned to organize at Bonn towards the end of 1978 an international conference to exchange information on scientific results and harmonize measures for the restriction of the use of fluorocarbons. Another speaker commended the recent first issue of the Ozone Layer Bulletin, the continued publication

of which would be of great value to the development of a comprehensive and concerted research programme. The results of the active collaboration between the United Kingdom, France and the United States of America in the monitoring of stratospheric pollution would be made available to UNEP as soon as they had been fully analysed.

81. Some delegations noted that developed countries had a special responsibility for energy conservation and research and development in respect of alternative energy resources. The developed countries had to ask themselves to what extent further increases in energy consumption were essential. The technology existed in various developed countries for the exploitation of non-conventional energy sources, and it should be possible to explore ways and means by which such technology could be made available to the developing countries as a cost-effective proposition. One delegation, observing that a major cause of tropical deforestation was the increasing demand for firewood and charcoal to accommodate the basic energy needs of a large percentage of the world's people, said that there was a need for more international action to initiate and promote the application of solar and other renewable energy sources in developing countries. In exercise of its catalytic and co-ordinating role, UNEP could expand its activities in connexion with non-conventional, environmentally sound energy sources.

82. Several delegations said that UNEP should continue to pay increased attention to the promotion of environmentally sound technology and to facilitating the access of developing countries to non-polluting industrial processes: too often, such technologies could not be introduced because of resistance from the powerful interests defending polluting technologies. One representative, fully supporting the development of regional networks of institutions to test and apply environmentally sound and appropriate technology, reiterated the proposal that his country should host a demonstration centre for integrated rural settlements technology. A few delegations welcomed the continuing progress of the industry programme.

83. A number of representatives commended the increased attention devoted by UNEP to promoting the formulation and implementation of international environmental legislation and persuading States which had not yet ratified existing international environmental conventions to do so. One representative, however, felt that even greater attention should be paid to the question of liability and responsibility for damage caused by marine pollution. Another representative also stressed that the responsibility of States for the environmental consequences of their actions outside their own territory deserved continued and increased attention. His Government was working on procedures that would meet that responsibility in ways that were compatible with its foreign relations, trade and assistance activities.

84. On the question of whether the Fund should continue to support the secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora, one delegation said that the main financial burden should be carried by the Parties to the Convention. Time should, however, be given to the Parties to work out a scheme of contributions, and until that was done contributions from the Fund might have to be raised in order to secure

efficient operation. In the view of another delegation, one possible solution would be to try to seek a fresh understanding with the Parties to the Convention on the basis of a negotiated contribution from UNEP for a finite period. Another representative expressed regret that Governing Council decision 86 (V) regarding the provision by UNEP of secretariat capabilities to the Convention had not been satisfactorily implemented.

85. A number of delegations described national efforts to implement the recommendations of the Intergovernmental Conference on Environmental Education, and praised the UNEP preparatory and follow-up activities in respect of the Conference. One delegation said it was important for UNESCO and UNEP to continue to co-operate closely in that sector, and noted with satisfaction the agreement between the two bodies to continue the international programme on environmental education for another five years.

86. One representative said his Government was prepared to repeat a ten-month training course for participants from developing countries on ecosystem management, and to offer a short-term training course on the management of surface water resources, with particular reference to eutrophication. A number of Spanish-speaking delegations commended the ongoing activities of the International Centre for Training and Education in Environmental Sciences (CIFCA).

87. Several speakers, emphasizing the serious problems created by the shortage of skilled planners, specialists and decision-makers in the environmental sector, said that UNEP should, through the provision of fellowships and other facilities, continue to give high priority to training and technical assistance, particularly for the developing countries, in order to facilitate the development of national environmental policies, programmes and regulations.

88. Many speakers acknowledged that environment and development, far from being mutually antagonistic, should in fact be considered complementary, and one delegation stressed that environmental protection policies, particularly pollution abatement programmes, might in fact stimulate economic growth. Whereas too much progress was the major cause of environmental hazards in the highly industrialized nations, it was too little progress and a generally less developed state of the economy which caused environmental problems for many countries. One speaker stressed that an ecological approach to development was required for developing and developed countries alike. Another speaker contended that although it might be impossible to set accurate limits to economic growth in GNP terms, there were obviously absolute limits (changes in the atmosphere, depletion of non-renewable resources, exhaustion of the sources of food and water, etc), which must be taken into account; UNEP must work towards the definition of those limits in the formulation of a strategy for the survival of mankind. Alternative scenarios for the methods, equipment and structure of production must be studied, particularly in respect of their environmental consequences.

89. One delegation felt that the regional seminars on alternative patterns of development and lifestyles should situate the issues in the

specific contexts of different regions, as well as the linkages between patterns of development in the industrialized countries and the environment-development situation in developing countries. One representative looked forward to follow-up action regarding the Executive Director's stated goal of achieving tested guidelines and methodologies for the integration of environmental concerns into national and international planning processes. Another delegation suggested that UNEP should initiate work on the development of models for the integration of development and environment objectives, which could be used by countries with different development policies, economic structures, population densities and geographic conditions. Yet another delegation said that UNEP should keep under continuing review the impact of national and international environmental policies and measures on developing countries, as well as the problem of additional costs which might be incurred by them in the implementation of environmental programmes and projects.

90. It was recognized that as countries developed, they would have to tackle the common environmental problems accompanying rising industrialization. Reference was made to efforts being made to evolve appropriate environmental management norms for the guidance of industrial developers. Developing countries were realizing the importance and usefulness of environmental impact assessment as a tool to ensure that environmental considerations were taken into account in development planning. One delegation said that UNEP could render valuable assistance to developing countries by providing technical assistance in environmental impact assessment, or even by financing pilot projects for the effective dissemination of the related technology. Another noted that although environmental impact assessment had gained wide acceptance at the national level, it must be given the necessary weight at the international level from the very beginning of the planning process, and not simply constitute the basis for remedial action; UNEP must therefore ensure that ecological considerations were included in multilateral aid programmes, and contribute to facilitating such inclusion in bilateral programmes as well.

91. One speaker pointed out that environmental degradation assumed specific features according to the region under consideration and environmental management should reflect that situation; he was not, however, calling for institutional expansion, and hoped that a suitable decentralization formula could be devised. The representative of Italy recalled his Government's offer to organize in co-operation with UNEP a specialized training course in environmental management for candidates from developing countries. The three-month course, fully subsidized by UNEP and the Italian Government, to be held at Urbino in September 1978 was expected to be the first of a series of similar initiatives.

92. Several speakers suggested that the Governing Council might in future consider attempting to shorten the duration of sessions.

93. The representative of the Commission of the European Communities said that UNEP's work was of growing importance for the development of the Community's environmental protection programme. Moreover certain actions being undertaken at EEC level could make an important contribution to UNEP's

own programme, particularly with respect to IRS, IRPTC, the Mediterranean action plan, toxic chemicals, environmental law and the assessment of the costs and benefits of pollution control. The Community had already made an initial response to the problem created by the "Amoco Cadiz" disaster by providing a financial contribution. A more comprehensive proposal for common action by Community countries in the area of marine pollution was under intensive consideration by the EEC Council, and it was hoped that the Community's Initiative would be considered useful in a wider international framework. The Community countries would also make available to UNEP the results of studies recently undertaken on the impact of alternative energy strategies on the environment.

94. The representative of CMEA stressed the value of co-operation among CMEA countries in protecting and improving the environment. CMEA members had also reached agreement with other countries regarding co-operation in that field. Various UNEP programmes corresponded closely to the common programme developed by CMEA, which regularly sent material on its activities to UNEP and looked forward to a strengthening of contacts and co-operation with UNEP following the visit of the Executive Director.

95. The representative of WHO expressed the deep appreciation of WHO for the pioneering efforts of UNEP towards the promotion of a better quality of life in an unpolluted environment, which was also one of the basic goals of WHO. WHO strategy regarding malaria control was very much in line with the UNEP goals and placed great emphasis on the use of integrated methods of malaria control, including environmental methods. While agreeing with UNEP regarding the promotion of environmental methods of malaria control, whenever they were efficient and consonant with the health objectives pursued, WHO nevertheless believed that the use of insecticides in public health programmes should be continued whenever that was indicated, and particularly when there were no other practical and applicable means for controlling vector-borne diseases. The principal reason for the resurgence of malaria in some countries was financial, coupled with the lessening attention paid by Governments to malaria control. It was quite clear that it was the use of pesticides in agriculture, rather than the indoor spraying of DDT against malaria, which had caused large-scale contamination of the environment.

96. Responding to the comments made in the general debate, the Executive Director said he was gratified that delegations had generally commended the improvement in documentation. While the number of documents before the Council had not noticeably diminished, partly as a result of requests for reports by the General Assembly, the total number of pages had decreased from 1200 at the fifth session to 800 at the current one. The state of the environment report was intended to afford the general public an insight into major emerging issues. It could not be a technical document, and would continue to look superficial to experts. To revert to including it as part of the introductory report might be difficult, since the Governing Council had agreed at its third session that it should be presented as a separate document. 5/

5/ Report of the Governing Council on the work of its third session, Official Records of the General Assembly, Thirtieth Session, Supplement No. 25 (A/10025), para. 87.

97. He was pleased that delegations had felt his visits to a number of countries and intergovernmental organizations were useful; they had permitted him to obtain clear insights into the wishes and concerns of Governments. He would endeavour in the coming year to travel to those regions which he had not yet had an opportunity to visit.

98. The broad endorsement by the Council of the 21 goals he had outlined in 1977 was gratifying. He was pleased by the Council's general recognition that environment and development were complementary, and that environmental considerations should be taken into account in development planning at the national and international levels. The importance of UNEP contributing to the preparations for the international development strategy and the implementation of the Programme of Action for the Establishment of a New International Economic Order had also been emphasized; he intended to report to the Council at its next session on UNEP's preparation for and contribution to the 1980 special session of the General Assembly which would assess the progress made in the establishment of the new international economic order. Positive observations had also been made on the continued work on ecodevelopment and on the seminars on alternative patterns of development and lifestyles, the results of which, he hoped, would help refine UNEP's contribution to the new international development strategy. He had noted Hungary's proposal that UNEP initiate work on models for the integration of development and environment objectives and Switzerland's suggestion that the influence of short-term cycles be taken into account in the preparation of next year's in-depth reviews on ecodevelopment and industry and environment.

99. Many speakers had stressed the crucial importance of assessing the impact of chemicals on the environment and of adopting appropriate control measures. In view of the important role that IRPTC could play in that respect, he appealed to Governments to support the Centre through the active involvement of national correspondents. Similarly, the usefulness of IRS was predicated upon the development of users markets.

100. Norway's suggestion that the role of UNEP regarding the ozone layer should go beyond research programme co-ordination and embrace co-ordination of national control measures would be placed on the agenda of the Co-ordinating Committee on the Ozone Layer. In his view, however, in order to move beyond co-ordination of research into co-ordinating effective protective measures, the Committee would need scientific evidence that depletion was reaching dangerous levels.

101. On the question of shared natural resources, he was gratified that the Governing Council seemed to be moving towards endorsing his suggestion that the report of the Group of Experts be transmitted to the General Assembly with the recommendation that the latter adopt and urge Member States to respect the principles of conduct. One delegation had expressed concern that the concept of shared natural resources was still undefined, but he wished to recall that the General Assembly had not asked for such a definition.

102. He was pleased at the support expressed by several delegations for his suggestion that UNEP should draw attention to the environmental consequences of the arms race at the special session of the General Assembly on disarmament. He would address that session.

103. Several delegations had stated that UNEP should expand its activities in the field of alternative energy sources, especially for the benefit of developing countries. The experimental projects on the establishment of rural energy centres in a few developing countries were moving ahead satisfactorily. UNEP had a project with the International Institute for Applied Systems Analysis on energy options, and would review it to see if it could reflect the problems of developing countries.

104. UNEP had already started consultations with ECE regarding co-operation in the preparations of the high-level meeting on the environment proposed for 1979.

105. He welcomed the announcement of increased contributions both to the Environment Fund and to UNHSPF, and the attempts to bring contributions into line with the increased target. Fund activities in Asia and the Pacific and in Western Asia were admittedly at a relatively low level, and some accommodation of the needs of the two regions was overdue. He referred to the comments made in that connexion in document UNEP/GC.6/13, paragraph 16 (d). It was not true, however, that Asia and the Pacific was not adequately represented among the staff of UNEP. A comparison of the number of staff members from Asia and the Pacific, Latin America and the Caribbean, and Africa showed that there was a proper geographical balance. He was heartened by the prevailing view that the existing procedures for the approval of projects should be maintained, with the Executive Director submitting to the Council projects which required its consideration because of their magnitude or their policy implications.

106. Two-week sessions of the Council would be acceptable for the secretariat. During such a session, it might prove practical to hold committee meetings during the first week, with plenary meetings during the second week for finalization of decisions. In the long run, he would also welcome a decision to hold sessions of the Council every two years. However, at the present stage, when there was major consideration of restructuring within the United Nations system, it would not be advisable for the Executive Director to be without the guidance of the Council for more than one year.

Action by the Governing Council

107. At the 15th meeting of the session, on 24 May 1978, the Governing Council considered a draft decision submitted by the President on programme policy and implementation.

108. Referring to section III, paragraph 2, of the draft decision, the Executive Director said that he intended to address the General Assembly in his capacity as Executive Director of UNEP in order to present to the Assembly the views of the programme on the question of the environmental

consequences of the arms race. It was not his intention to convey any specific views of States members of the Governing Council.

109. The draft decision was adopted by consensus (decision 6/1). 6/

110. The representative of China said that his delegation welcomed the explanatory statement of the Executive Director concerning his intention to address the special session of the General Assembly. China consistently supported true disarmament and opposed sham disarmament, and was resolutely against wars of aggression. His delegation had already referred in the general debate to the harmful consequences for people and the environment, in terms of loss of life, destruction of buildings and farmlands, and pollution, of the continuous aggression and expansion engaged in by the super-Powers in all parts of the world. It was highly regrettable that on the eve of the special session, war had broken out again in Zaire. That was the second time a super-Power had employed mercenary troops for the military invasion of a sovereign State. The resulting destruction of life and of the environment should be condemned by the peoples of the world. It was on the basis of that position that his delegation approved section III of the decision just adopted.

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

CHAPTER III

CO-ORDINATION QUESTIONS

111. In considering agenda Item 6 at the 7th and 8th meetings of the session, on 12 May 1978, the Council had before it the reports of the Environment Co-ordination Board on the work of its seventh and eighth sessions (UNEP/GC.6/5 and Add.1) and the memoranda of understanding between UNEP and other organizations of the United Nations system (UNEP/GC/INFORMATION/6 and Add.1).

112. Most delegations welcomed the trend in the United Nations system as a whole towards co-ordinated planning and budgeting, as it would facilitate implementation of the idea, which they strongly endorsed, of working towards the formulation of a joint medium-term plan for the environmental activities of the system as a whole. One delegation pointed out that the recommendations contained in General Assembly resolution 32/197 of 20 December 1977 on the restructuring of the economic and social sectors of the United Nations system concerning harmonized budget presentations and a common methodology of programme classification within the United Nations system were a very positive development towards the synchronization of budget cycles and the integration of medium-term planning exercises. Support was expressed for the Executive Director's intention to take fully into account, when developing the UNEP future programme of work, the trend in the United Nations towards system-wide budget and programme co-ordination.

113. Delegations generally welcomed the increasing number of joint programming exercises, as a useful tool for the implementation of the provision of resolution 32/197 concerning the review of organizations' programmes and budgets to ensure their full participation in the environment programme; these exercises, together with the signing of memoranda of understanding between UNEP and other United Nations organizations, and those between FAO and WHO, constituted positive steps towards the development of a framework for concerted action over the medium-term period. It was also generally agreed that the evolution from bilateral to thematic joint programming, based on a multiagency focus within the framework of the Environment Co-ordination Board, on such key topics as arid lands, water, and environmental education and training, held great promise. A number of speakers commended the intention of the Executive Director to synchronize such exercises with the yearly preparation of in-depth reviews for consideration by the Governing Council. One delegation said in that connexion that the responsibilities and time-tables for each of the participating organizations should be specified. A few delegations also indicated the need to implement more rapidly and more effectively decisions resulting from joint programming exercises; both those exercises and the memoranda of understanding were not ends in themselves, but a prelude to action, and the Environment Co-ordination Board had expressed concern that the follow-up in that respect had been less effective than it might have been. It was stressed that such decisions should be reflected in subsequent concrete actions relating to the programmes and budgets prepared for the consideration of the governing bodies concerned. One delegation, while supporting the formulation of a joint medium-term plan for the

United Nations system as a whole and the increasing emphasis on thematic joint programming, stressed that adequate financial control should exist in regard to both resource utilization and approval of projects. Another delegation recalled that, as a result of the joint programming exercise with ESCAP, the two organizations had agreed to continue to provide technical assistance to Governments in the region, important aspects of which would be the organization of a regional seminar on alternative patterns of development and of training courses on environment and development.

114. There was some discussion of the effect on UNEP of General Assembly resolution 32/197 and, more particularly, of the steps to be taken in response to it towards merging the Environment Co-ordination Board with the Administrative Committee on Co-ordination (ACC). Delegations were generally agreed that, given the importance of the Board in the effective discharge by UNEP of its co-ordination responsibilities, and in view of the fact that General Assembly resolution 2997 (XXVII) had made the Board an integral part of the institutional arrangements for international environmental co-operation, the functions of the Board should be preserved and even strengthened. It was also pointed out in that connexion that the Board was different from the other co-ordinating mechanisms which the General Assembly had decided should be merged with ACC, in that it had a unique constitutional link with the Governing Council, to which it reported directly.

115. It was generally agreed that whatever solution was found to the question should be geared to maintaining and enhancing the essential co-ordinating and catalytic role of UNEP. One delegation pointed out that the solution should not reflect prestige considerations, but the need for practicality, while another emphasized that any new mechanism should continue to focus on those environmental issues dealt with in the Board, and to report to the Governing Council.

116. Several delegations stressed the need for the establishment within ACC of a specific environment co-ordination mechanism to enable it to discharge its environmental co-ordination functions. Another delegation suggested that a mechanism should be established to ensure that ACC received relevant background material and supporting analyses for the environmental matters before it.

117. One delegation had reservations regarding the appropriateness of the Governing Council expressing an opinion on specific restructuring proposals. Others indicated that they were prepared to support a decision by the Governing Council recommending either in specific terms the setting up of an environment sub-committee of ACC, or in general terms the establishment of effective means in ACC for continuing and developing environmental co-ordination between United Nations agencies, and requesting that the Council be kept informed of the views and conclusions of ACC on that question.

118. With respect to the question of evaluation, two delegations stressed that the time had come for an impartial evaluation of the activities of UNEP which would enable the Governing Council to take stock of progress

achieved so far, assess the strengths and weaknesses of the programme and determine the need for possible reorientation of certain activities. Another delegation stated that evaluation procedures could be described much more simply, not only for individual projects and programmes, but also for the programme as a whole.

119. Several delegations noted that UNEP and Habitat, Centre for Human Settlements should, in accordance with General Assembly resolution 32/162 of 19 December 1977, co-operate closely at the level of both the secretariats and the governing bodies. One delegation, however, felt that the respective responsibilities of the two organizations should be more clearly defined; in particular, the responsibility of UNEP for the environmental aspects of human settlements needed to be elaborated.

120. The Executive Director, in responding to the debate, said that he appreciated the support shown by delegations for joint programming and thematic joint programming, and for the recommendation concerning the preparation of a medium-term plan for the entire United Nations system. He intended to consult the executive heads of the co-operating agencies in that respect, and to report on the results to the Council at its seventh session.

121. He noted the insistence of delegations on the need to preserve and strengthen the co-ordination functions now exercised by the Environment Co-ordination Board and the suggestion that an environmental sub-committee of ACC should be established to assume such functions. However, he requested that the Governing Council refrain from expressing views to ACC, since the discussions in ACC were the responsibility of the executive heads alone, and informed the Council that he would bring to its attention before the end of the session the conclusions of ACC on the subject.

122. At the 13th meeting of the session, on 23 May 1978, the Executive Director, reporting on the special session of the Administrative Committee on Co-ordination held for the purpose of examining all relevant aspects of General Assembly resolution 32/197 and working out practical modalities of implementation, read out excerpts from the Committee's report to the Economic and Social Council.

123. With respect to the holding of a single annual United Nations pledging conference for all United Nations operational activities for development, the report indicated that it was uncertain whether arrangements for seeking pledges to the United Nations Habitat and Human Settlements Foundation, as envisaged by the General Assembly in case contributions did not reach the desired level, would become necessary. It was clear, however, that the Foundation engaged in operational activities for development and would therefore be covered by the provisions of paragraph 31 of the annex to resolution 32/197. ACC assumed that the unified pledging conference for 1979 would include the Foundation if contributions did not reach the desired level. According to the report, however, it was also assumed by ACC that UNEP was not covered by the provisions of paragraph 31.

124. The report stated that the merger of the Environment Co-ordination Board, the Interagency Consultative Board and the UNIDO Advisory Committee with ACC, in response to the relevant provisions of paragraph 54 of the annex to resolution 32/197, had been effected. ACC was thus to assume the respective functions of those bodies. The report added that the functions of the Board to be assumed by ACC were set out in General Assembly resolutions 2997 (XXVII) and 32/172; accordingly, ACC intended to discharge the responsibility of ensuring co-operation and co-ordination among all bodies concerned in the implementation of environmental programmes, and would report annually to the Governing Council of UNEP. ACC would also carry out the specific responsibilities in regard to the implementation of the Plan of Action to Combat Desertification referred to in recommendation 27 of the Plan, which also called for annual reports to the Governing Council. An appropriate preparatory process for the discharge by ACC of those functions would be required, for which the Executive Director of UNEP would assume responsibility, in consultation if necessary with other interested executive heads. The report said that the Executive Director would also be free to establish appropriate consultative arrangements with the co-operating agencies, particularly for thematic joint programming.

125. As to the ACC subsidiary machinery, the report indicated that in order to co-ordinate the work of ACC better with that of the Economic and Social Council, new arrangements for drawing up the programme of work of the Interagency machinery would be established. In particular, ACC, following the proposed new practice of the Economic and Social Council, would adopt a biennial programme of work. The report added that ACC was in the process of consolidating and restructuring its machinery around a limited number of consultative mechanisms dealing with programme, operational and administrative questions. The detailed functions and structure of those mechanisms would be studied by a working group which was to present its recommendations for decision by ACC not later than October 1978. The arrangements that the new consultative mechanism would utilize to take care of the functions being carried out by existing interagency bodies, and the division of functions between the consultative mechanisms, had not yet been fully worked out and would be studied by the working group.

126. The Executive Director said that the ACC consultations had been very satisfactory in respect of the preservation of the functions and responsibilities of the Environment Co-ordination Board. ACC had been informed that the Executive Director would shortly contact the focal points of the former Board in connexion with the preparation of a draft on co-ordination issues pertaining to the environment for approval by ACC at its session in October 1978 and submission to the Governing Council at its seventh session.

Action by the Governing Council

127. The action by the Governing Council concerning co-ordination questions is included in decision 6/1 of 24 May 1978. ^{7/} For the adoption of the decision, see paragraphs 107-110 above.

^{7/} Idem.

CHAPTER IV

PROGRAMME MATTERS

128. Agenda Item 7 was assigned to Sessional Committee I. The Committee had before it documents UNEP/GC.6/7 and Corr.1 and Add.1, UNEP/GC.6/8, and relevant sections of document UNEP/GC.6/3.

129. In a general introduction, the Chairman pointed out that Item 7 dealt with the core of the activities of UNEP. The environment programme was a broad subject, both in the sense that it involved many organizations, and in terms of the number of issues it raised.

A. Review of recent developments for subjects other than those selected for in-depth reporting

130. Introducing part I of the programme document (UNEP/GC.6/7 and Corr.1 and Add.1), the Assistant Executive Director, Bureau of the Programme, pointed out that the text was essentially an updating of events since the fifth session of the Council for those subjects which had not been chosen for in-depth reporting to the Council at its sixth session, and drew the attention of the Committee to policy matters requiring its special consideration. Two matters on which the Executive Director felt in particular need of the guidance of the Council were the degree of support which should be given to the secretariat for the Convention on International Trade in Endangered Species of Wild Fauna and Flora, and to meetings of the Parties to that Convention; and the future work of the Working Group of Experts on Environmental Law.

I. Environmental assessment

(a) Earthwatch

131. Many delegations considered Earthwatch to be the cornerstone of UNEP's activities, and felt that it would remain one of the most important parts of the programme for some time to come. They did, however, express concern at the apparent slow rate of progress made in some Earthwatch components, most notably the Global Environmental Monitoring System (GEMS) and the International Register of Potentially Toxic Chemicals (IRPTC). It was noted in that connexion that the International Referral System (IRS), which had made good progress, could function as a self-contained entity, whereas both GEMS and IRPTC could not be pursued without data. Delegations emphasized that Earthwatch had to be an operational integrated system if it was to succeed and enable international development activities to be undertaken in full harmony with the environment.

132. Several delegations welcomed the creation of the Division of Environmental Assessment, ^{8/} which they hoped would help accelerate the integration of assessment activity and the operation of its various components. They stressed, however, the immediate need for a plan of action for assessment, in order to ensure co-ordination between component parts which at present appeared to function independently.

133. The representative of FAO underlined the successful co-operation of his agency with UNEP in a number of important activities, and drew attention to the assessment of natural resources contained in the 1977 Report of the State of Natural Resources and the Environment for Food and Agriculture.

(1) Global Environmental Monitoring System

134. Many delegations expressed their continued support of GEMS, and stressed that it should operate as part of an integrated Earthwatch programme. Several delegations suggested the adoption of a programme development plan which would establish goals for specific areas. In the attainment of each goal, the plan would provide for three sequential phases in order to: determine trends; provide best estimates of the impact of such trends on both human and non-human targets; and outline alternative courses of action to remedy and reverse those trends, should they be recognized as creating a hazard. Such an approach would enhance the effectiveness of GEMS by ensuring greater harmonization between monitoring, research and development. Another delegation considered that reports of some monitoring programmes should be made more readily available to the general public, as well as to Governments.

135. Referring to the work undertaken by the GEMS subgroup of the Environment Co-ordination Board's working group of Earthwatch, it was suggested that an ACC subgroup could play an equally important role in the co-ordinated development of activities and thus contribute to giving greater momentum to the attainment of the Executive Director's goal of achieving a fully operational GEMS by 1982.

136. A number of delegations described national monitoring activities or efforts to establish effective monitoring systems. Some delegations called for assistance to developing countries to enable them to play an effective role in GEMS. A number of delegations indicated their Government's interest in participating in the work of UNEP on ocean pollution, tropical forest and natural resources monitoring. The representative of Kenya stated that there was a proposal to set up in Nairobi the headquarters of the International Centre for Research in Agro-Forestry (ICRAF), which would be a significant development in the implementation of the tropical forest cover monitoring programme; Kenya had also declared Mount Kenya a biosphere reserve in order to facilitate the establishment of the proposed UNEP/WFO/Kenya Government baseline monitoring station. One delegation indicated that the basic problems of comprehensive background monitoring would be discussed at an international symposium to be held at Riga (Soviet Union) in December 1978.

^{8/} UNEP/GC.6/7, para. 16.

(II) International Referral System

137. All delegations welcomed the progress made in expanding and improving IRS, and particularly the promotional efforts to broaden the user base. It was recognized that the System should now be strengthened by Governments making much more use of it. Several delegations welcomed the organization by UNEP of training courses and seminars, and called on it to intensify such activities among developing countries so as to make their national focal points operationally effective; other delegations described the activities of their national focal points. One delegation hoped IRS would participate in the Conference on Technical Co-operation among Developing Countries, to be held in Argentina in August-September 1978. Two delegations also referred to the need for strict observation and full implementation of international agreements, including the quadripartite Agreement of 3 September 1971, to ensure the successful conduct of all IRS activities in the spirit of co-operation and understanding.

(III) Research, evaluation and review

138. Some delegations considered that the Executive Director's report on evaluation techniques for lead (UNEP/GC/INFORMATION/8) had demonstrated the interrelationship between monitoring, assessment, research and evaluation. Evaluation was indeed the culmination of the assessment process, serving to integrate the other functions. One delegation felt that the report was not comprehensive enough, and should have assessed the impact an increase in the level of lead could have on human beings. One delegation expressed the view that it was important to obtain in the very near future results on the basic toxic chemicals, and consolidate them in UNEP documents.

(IV) Assessment of basic human needs in relation to outer limits

139. The action envisaged by the Executive Director in the assessment of basic human needs was supported. One delegation requested that, in selecting the institutions to participate in the network to undertake research, consideration be given to including French-speaking institutions which had done considerable work on the subject.

(V) Assessment of outer limits

Climatic changes

140. The Executive Director's plans to co-operate with WMO and other agencies in the development of the World Climate Programme and in the organization of the Conference of Experts on Climate and Mankind ^{9/} were supported. Particular reference was made to the need to support research into the role of carbon dioxide on climatic changes.

141. The representative of WMO referred to several co-operative activities with UNEP, including those on weather modification, desertification, pollution monitoring, the ozone layer and climate. In reply to questions,

^{9/} ibid., para. 39.

he gave detailed information about the organization of the World Climate Conference (WCC) 9/ scheduled for February 1979; participants would be drawn from decision-makers, planners, climatologists, etc., and conference papers would be sent out by November 1978.

Weather modification

142. Delegations expressed satisfaction with the results of the recent WMO/UNEP Informal meeting of experts on legal aspects of weather modification, 10/ which had agreed on a number of principles of conduct for the guidance of States on weather modification experiments and operations, and made valuable comments on the development of guidelines for national legislation. One delegation expressed the view that the Executive Director should submit the principles to Governments for comment before transmitting them to the Governing Council at its seventh session.

143. The Committee also supported the plans of the Executive Director to continue supporting the WMO Precipitation Enhancement Project, 10/ particularly the part of it which dealt with assessment of the environmental impact of precipitation enhancement.

Risks to the ozone layer

144. Several speakers commended the Executive Director for the work already done by the Co-ordinating Committee on the Ozone Layer, 11/ and welcomed the first issue of the Bulletin on the Ozone Layer. They also supported the Executive Director's plans for the active follow-up of the work of the Co-ordinating Committee.

145. Reference was made to the action envisaged by some countries to limit the use of chlorofluorocarbons. One delegation in particular informed the meeting of its Government's intention to use voluntary means to cut the use of chlorofluorocarbons in aerosols by 25 per cent in 1979 as against the 1975 figures, and informed the Committee of a conference to be held on the subject at Bonn in December 1978.

146. One delegation proposed that UNEP should harmonize the actions taken by various countries to protect the ozone layer, including not only research and continued monitoring activities, but also the development of regulatory policies. It was pointed out, however, that where regulatory policies were concerned, UNEP would not take a position until further scientific evidence of depletion of the ozone layer was available.

Bioproductivity

147. The important role of the biogeochemical cycles of nitrogen, carbon, sulphur and phosphorus in maintaining the biospheric balance was recalled, and the role of UNEP in the study of the subject was commended. One delegation said that full information on the details of UNEP activities in the important area of photosynthesis would be much appreciated.

10/ Ibid., para. 41.

11/ Ibid., para. 42.

148. Noting the fact that man was upsetting the balance of biogeochemical cycles in a variety of ways, with as yet unforeseeable consequences, the representative of the Scientific Committee on Problems of the Environment (SCOPE) of the International Council of Scientific Unions (ICSU) expressed appreciation for the collaboration of UNEP in the SCOPE biogeochemical cycles project, 12/ the aim of which was to help provide additional scientific data as a basis for counteracting man-made disturbances of the cycles and for full exploitation of the earth's productivity.

(b) Environmental data

149. Support was expressed for UNEP's activities on environmental data; 13/ one delegation indicated that environmental data from national institutions in its country would be sent to UNEP for use as appropriate. Another delegation referred to the valuable work being undertaken under the auspices of the Senior Advisers on Environmental Problems of ECE in developing environmental indicators, while another referred to similar work currently under way in its country.

150. At the conclusion of its debate on environmental assessment, the Committee recommended for adoption by the Governing Council a draft decision on the International Referral System submitted by the delegations of Bangladesh, India, Indonesia, Iran, Iraq, Kuwait, Malaysia, Pakistan, Philippines, Sri Lanka, Syrian Arab Republic and Thailand. During the discussion in the Committee, operative paragraph 5 of the draft was amended to reflect the understanding that its implementation was to be strictly within the resources available to the Executive Director.

Action by the Governing Council

151. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 6/3 A). 14/

2. Subject areas

(a) Human settlements

152. Many delegations, while agreeing that UNEP had a key role to play in relation to human settlements, stressed the importance of developing close links with Habitat, Centre for Human Settlements and clearly delineating the respective responsibilities of the two bodies in order that they might undertake complementary programmes of action. One delegation said that if that could not be done during Habitat's transitional period, the Executive Director might wish to defer until 1980 the in-depth reporting on human settlements, whereas many others supported the proposal to have the in-depth

12/ Ibid., para. 44.

13/ Ibid., paras. 47-50.

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

review for 1979. ^{15/} It was suggested that a report be submitted to the Council at its seventh session on the relationship between the two organizations. One delegation said that the in-depth report for the seventh session should include discussion of the problem of refugees and human settlements.

153. Several delegations pointed out that UNEP should be concerned solely with the environmental aspects of human settlements, and the need for a definition of those aspects was indicated. Others suggested that UNEP should also concern itself with such aspects of human settlements as employment, new economic opportunities and the question of rural-urban migration. Several delegations stressed the relevance of the human settlements technology programme, and one expressed support for the regional networks, which should reinforce national and subregional endeavours.

154. Among other points raised were low-income housing, the use of local materials in human settlements technology, and the training of human settlements managers. One delegation spoke of the need to support programmes to help the most deprived sections of the community, and others expressed interest in the conceptual work on human settlements and ecosystems as a means to the integration of natural and man-made components of the environment. Some delegations supported the regional programmes on human settlements.

155. The representative of the United Nations Department of Economic and Social Affairs called for close collaboration between UNEP and the Centre for Housing, Building and Planning regarding the conceptual report on human settlements and ecosystems, ^{16/} as well as the activities under the human settlements technology programme. ^{17/}

(b) Terrestrial ecosystems ^{18/}

156. Concern was expressed by many delegations regarding the rapid depletion of tropical forests and woodlands, with its serious implications for climate, genetic diversity, water, soil and basic human needs such as food and energy. Several delegations expressed the hope that UNEP would expand its activities in the area, particularly, one delegation said, on the maintenance of forests for the protection of watersheds. One delegation said that its Government would like to see tropical deforestation reflected more specifically in the goal relating to the use of natural resources. Another delegation, supported by others, recalled the decision of central and west African States at Kinshasa in 1975 on the creation of a regional documentation and training centre for tropical ecology, and suggested that UNEP should support the centre.

^{15/} UNEP/GC.6/2, para. 35.

^{16/} UNEP/GC.6/7, para. 58.

^{17/} Ibid., para. 52.

^{18/} For an account of the Committee's discussion of the sub-areas of arid and semi-arid lands ecosystems, soil and water, see chap. IV.B, paras. 226-251.

157. Several delegations spoke of their interest in mountain, island, coastal and other ecosystems and welcomed the role of UNEP in the area. Mountain ecosystems were singled out by some speakers, who spoke of their collaboration with UNESCO/MAB and IUCN in relevant projects. One speaker referred to the danger posed by natural and man-made disasters in these vulnerable ecosystems, and another spoke of the interest with which his Government was looking forward to the state of knowledge report of the Joint UNEP/UNESCO project in the Andean region. 19/

158. One delegation noted that studies of island ecosystems had special significance for the South Pacific region, and expressed his Government's support for the preparation of the comprehensive environmental management plan for the region. 20/

159. One speaker said that in his country the destruction of mangrove ecosystems had led to the appearance of the anopheles mosquito. He thus hoped to see an integrated ecological approach which would ensure the complete health of such ecosystems.

160. The representative of UNESCO spoke about the links between the Man and the Biosphere programme (MAB) and rational management of the environment. UNEP support for MAB was appreciated; the programme was developing rapidly in many countries, and it was now felt desirable to concentrate on approximately 30 projects of regional significance on tropical forests, arid and semi-arid rangelands, mountain ecosystems and urban systems, focusing on results of a practical nature. The representative of FAO noted that FAO was implementing, in some cases with the assistance of UNEP, the wider use of integrated pest management techniques, the management of grasslands in arid and semi-arid areas and the management of tropical forests.

161. The programme on genetic resources was generally supported, and it was suggested that the funds allocated to the subject area be increased. The co-operation of FAO, UNESCO and IUCN with UNEP in the framework of the Ecosystems Conservation Group was welcomed. 21/ One speaker, noting the importance many organizations attached to the subject, welcomed the collaboration now under way enabling an institute in his country to conduct courses in the field. Some delegations emphasized the importance of habitat conservation, and one described the importance its Government attached to the preservation of pines and eucalypts as being of considerable economic benefit. The importance of the proposed expert consultations on genetic monitoring was noted and a number of delegations recalled the role of micro-organisms in biogas production and waste recycling and utilization. The representative of FAO spoke of the Organization's work in developing improved genetic materials and the conservation of endangered or promising genetic resources, and in the use of microbial agents for improving nitrogen fixation. The representative of UNESCO stressed the importance of the

19/ UNEP/GC.6/7, para. 68.

20/ ibid., para. 390.

21/ ibid., para. 77.

development of an international network of biosphere reserves and the need for continued support from UNEP in that respect.

162. Regarding wildlife and protected areas, one delegation stressed that wildlife protection should focus on the consumer markets by forbidding the sale and use of skins and trophies. Another delegation, supported by others, said that Governing Council decision 86 C (V), whereby UNEP was to provide secretariat services for the Convention on International Trade in Endangered Species of Wild Fauna and Flora, should be respected, since the protection of wildlife was a specific task of UNEP, and one which it shared with no other organization in the United Nations system. All of the Parties to the Convention were members of that system, and they hoped for universal adherence to the Convention. It was unrealistic to expect the Parties to provide secretariat services; if they were required to do so, some might withdraw from the Convention, and other States might be deterred from ratifying it. Other delegations, however, argued that UNEP, as a catalytic and co-ordinating body, should not enter into an open-ended commitment which created a precedent. One speaker suggested that UNEP might support projects under the Convention, rather than undertake its administration on a continuous basis, and called for an amendment to the Convention, since contracting parties normally were responsible for providing secretariat services.

163. The representative of IUCN said that while it was not for a non-governmental organization to comment on the principle involved, the dilemma would have to be quickly resolved in order to set the Convention fully in motion, since it was a dynamic and versatile tool for regulating the trade in endangered species. He also referred to progress in respect of the World Conservation Strategy, ^{22/} comments on the first draft of which had already been received, and which would be fully discussed during the forthcoming fourteenth General Assembly of IUCN to take place at Ashkabad, USSR.

164. At the conclusion of its debate on terrestrial ecosystems, the Committee recommended for adoption by the Governing Council draft decisions on humid tropical forest ecosystems of the African continent, submitted by the delegations of Belgium, Canada, France, Gabon, Germany, Federal Republic of, Ivory Coast, Kenya, Nigeria, Rwanda, United Republic of Cameroon, Uruguay and Zaïre and on the secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora, submitted by the delegations of Canada, Denmark, Germany, Federal Republic of, Ghana, Kenya, Switzerland, United Kingdom of Great Britain and Northern Ireland, United States of America and Uruguay. The Committee agreed to include its additional recommendations regarding terrestrial ecosystems in the general draft decision on programme matters (see para. 287 below).

Action by the Governing Council

165. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decisions recommended

^{22/} ibid., para. 78.

by Sessional Committee I (decision 6/5 B and D). 23/ For other action by the Council on the Committee's recommendations regarding terrestrial ecosystems, see paragraph 291 below.

(c) Environment and development

166. In the area of the integrated approach to environment and development, including ecodevelopment, 24/ most speakers underscored the importance of environment and development activities, and endorsed the work planned and carried out by the Executive Director. The proposed amendments to the programme, 25/ as well as the proposal that an in-depth report on environment and development should be submitted to the Governing Council at its seventh session, 26/ were supported. Several delegations felt that in view of the critical importance of environment-development for the overall progress of UNEP, the subject required greater financial resources than in the past; concern was therefore expressed at the decrease in funds in the relevant budget line. One delegation felt that Governing Council decision 87 A (V) had not been fully implemented.

167. It was generally felt that, as a result of the catalytic role of UNEP, environmental awareness had permeated the United Nations system. More work remained to be done, and most speakers underlined the crucial importance of the inputs by UNEP into the activities leading to the formulation of the international development strategy for the 1980s and beyond, as well as into the implementation of the new international economic order.

168. Many speakers stressed the need for a greater number of activities leading to practical results, to give substance to the theoretical work accomplished so far. The two UNEP-sponsored ecodevelopment projects 27/ were therefore welcomed, and their catalytic role and potential multiplier effects were noted. Other ecodevelopment projects, not supported by UNEP, were also praised.

169. Several speakers noted the importance of work on the methodologies for incorporating the environmental dimension into planning and decision-making, and supported the activities of UNEP in that area, including the regional seas programme activities. They also stressed that insufficient knowledge of the subject was available and that tools must be developed through practical experience. Two delegations spoke of the growing attention paid to environment in their Governments' bilateral aid programmes.

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

24/ For the definition of "ecodevelopment", see documents UNEP/GC/80 and UNEP/GC/102.

25/ UNEP/GC.6/7, para. 85.

26/ UNEP/GC.6/2, para. 35.

27/ UNEP/GC.6/7, para. 88.

170. A number of delegations expressed strong support for the UNEP-sponsored regional seminars on alternative patterns of development and life styles, and welcomed the intention of the Executive Director to link them with the regional seas programme. ^{28/} Another speaker felt that the seminars also offered an opportunity for exchange of environment-development experience between developing countries on a regional basis, something that should become a regular practice.

171. It was generally felt that high importance should be given to environmentally sound and appropriate technologies, and that UNEP should play a dynamic role in their promotion and in the environmental aspects of technology in general. One delegation said that the concept should be redefined as locally appropriate and accessible technologies which must be scientifically sound, acceptable to the community and realistic regarding resources, and take account of cultural factors. Other speakers emphasized the importance of introducing appropriate local technologies through self-reliance and economic and technical co-operation among developing countries. One delegation inquired as to the nature of the management mechanism of the network on environmentally sound and appropriate technologies. ^{29/} Another expressed the opinion that UNEP should encourage the selection, promotion, dissemination and use of environmentally sound technologies by supporting relevant research, assisting Governments, and even promoting a system to encourage the adoption of promising innovations that could not otherwise be pursued through lack of adequate financial and other support, while another said that UNEP should emphasize more the generation of local technologies, rather than the transfer of technologies. Some speakers indicated that, to permit more practical solutions to problems in developing countries, more dissemination of information, more training courses, and more funds were needed for the sub-area.

172. Regarding industry and environment, one delegation said that future seminars should more adequately reflect the realities of environmental protection in participating countries. A number of speakers supported the efforts of UNEP to encourage the use of low-waste and non-waste technology and recycling. ^{30/} Others indicated the need for more concrete action in areas such as industrial siting, and for improved dissemination of information. It was also suggested that the UNEP secretariat should work in close co-operation with ECE and OECD, which had considerable experience in the field. One representative said that the programme should be adjusted to reflect better the industrial problems of the Asian region, and in particular those of agriculture-based industry, both because of its importance to developing countries and because of the high pollution potential of the effluents it produced.

173. The representative of ECE noted that a compendium of low-waste and non-waste technology in the ECE region would be produced in co-operation

^{28/} Ibid., para. 90.

^{29/} Ibid., para. 99.

^{30/} Ibid., para. 111.

with UNEP and the competitive values of low- and non-waste technologies assessed; he also informed the Committee of a seminar on environmental impact assessment to be convened by ECE in 1979.

174. At the conclusion of its debate on environment and development, the Committee recommended for adoption by the Governing Council draft decisions on environment and development, submitted by the delegations of Argentina, Bangladesh, Brazil, Colombia, India, Indonesia, Iran, Iraq, Jamaica, Libyan Arab Jamahiriya, Malaysia, Mexico, Pakistan, Philippines, Romania, Thailand, Venezuela and Yugoslavia, and Improvement of the working environment, submitted by the members of the Group of 77 represented in the Council. The Committee agreed to include its additional recommendations regarding environment and development in the general draft decision on programme matters (see para. 287 below).

175. During the discussion of the draft decisions on environment and development, the delegations of France, Greece, Iran, Spain and the United States of America urged the Executive Director to exercise his 20 per cent discretionary authority to increase the allocation to the Oceans budget line. While supporting the delegations sponsoring the draft decision, the representative of Kenya stated that his Government attached great importance to energy, which should also receive the attention of the secretariat in considering increased budgetary allocations.

Action by the Governing Council

176. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decisions recommended by Sessional Committee I (decisions 6/6 A - C). ^{31/} The representative of Greece, speaking on behalf of a number of delegations in the group of Western European and other States noted that the first preambular paragraph of part A of the decision reflected the language of General Assembly resolution 32/168, which had been adopted without a vote. The delegations on whose behalf he spoke were happy to join the consensus on the decision. However, their position with regard to the programme of action on the establishment of a new international economic order, referred to in that paragraph, was well known and was in no way affected by the text of the decision. They looked forward to playing a constructive role in the work of the United Nations in incorporating the environmental dimension in the preparatory work for the formulation of the new international development strategy.

177. For other action by the Council on the Committee's recommendations regarding environment and development, see paragraph 291 below.

^{31/} For the text of the decisions, see annex I below.

(d) Oceans 32/

178. Regarding marine pollution, most delegations expressed concern at the increase in oil spills, and it was pointed out that the recent "Amoco Cadiz" disaster was the most serious so far. It was felt that ocean baseline monitoring stations should be set up to permit assessment of damage to the marine environment, and that agreement should speedily be reached on strengthening existing marine pollution conventions. One delegation informed the Committee of its country's broad programme of research into pollution and of the monitoring, on an experimental basis, of the ocean floor. Another speaker said that, although the workshop on marine pollution held at Penang in April 1976 had identified priority research areas, progress since then had been disappointing, and UNEP should therefore assist in the programme. One delegation said that UNEP should help fund developing countries to assist them in coping with oil spills.

179. The representative of IMCO reported that the International Conference on Tanker Safety and Pollution Prevention convened by the Organization in February 1978 had adopted two protocols which supplemented and strengthened the requirements of the 1973 and 1974 conventions on marine pollution and safety. He also informed the Committee of the outcome of discussions and decisions of IMCO related to the "Amoco Cadiz" disaster.

180. The UNEP programme for living marine resources was generally endorsed. One delegation said that its Government was setting up marine parks, while another referred to the first Monk Seal Conference, held in Greece in May 1978. The importance of living marine resources as a source of food for the world's population was noted.

181. The representative of FAO said that the Organization was involved in reducing pressure on marine fish resources, and in developing and promoting aquaculture.

182. At the conclusion of its debate on oceans, the Committee recommended for adoption by the Governing Council a draft decision on marine pollution, submitted by the delegations of Belgium, France, Germany, Federal Republic of, Ivory Coast, Senegal, United Republic of Cameroon, United States of America and Zaire. The Committee agreed to incorporate its additional recommendations regarding oceans in the general draft decision on programme matters (see para. 287 below).

183. The representative of Kuwait expressed doubt at the appropriateness of referring in the draft decision to the "Amoco Cadiz" incident; his delegation had misgivings regarding the legal implications of that reference, as well as regarding the implications of operative paragraph 4, which would require extensive financial and human resources to implement. The representative of France assured delegations that the draft decision was

^{32/} For an account of the Committee's discussion of regional seas programmes, see chap. IV.B, paras. 252-268.

not intended to interfere with the mandates of other United Nations bodies and was not binding in nature. The representative of Uruguay, supported by the representatives of Belgium, France and the Federal Republic of Germany, expressed the view that the problem of ships flying flags of convenience was one that required immediate study and should have been referred to in the draft decision.

Action by the Governing Council

184. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus, as orally amended by the President, the draft decision recommended by Sessional Committee I (decision 6/7 A). ^{33/} For other action by the Council on the Committee's recommendations regarding oceans, see paragraph 291 below.

(e) Energy

185. The UNEP energy programme received general support from many delegations, and some felt that the funding for the programme should be increased. The concept of rural energy centres ^{34/} was endorsed by most delegations, and some called for similar centres to be set up in other countries. Many speakers stressed the importance of alternative or non-conventional energy sources, and it was suggested that UNEP investigate all avenues of non-polluting energy. One delegation called for a conference on solar energy, while another said that its Government was prepared to assist developing nations in making the transition to solar and renewable energy resources. It was suggested that UNEP should expand its activities in the assessment of energy needs in developing countries and the development of non-conventional environmentally sound energy resources.

186. One delegation said that social and economic factors should be taken into account when considering environmental impacts of various energy sources. Others noted the reviews on the environmental impacts of mining and on hydropower, and suggested that similar reviews be undertaken on the consequences of the transport, processing and use of coal and on geothermal sources of energy. Many delegations also emphasized the importance of energy conservation. One speaker said that the results of the UNEP/IIASA project on different energy scenarios ^{35/} should be disseminated widely.

187. One speaker said that since 1958, biogas had been increasingly employed in rural areas of his country, and had been found to be of particular benefit because of its adaptability to rural areas as an energy source and the use of the nutrient-rich residue as a fertilizer. However, much work had still to be done, and his country wished to learn from others.

^{33/} For the text of the decision, see annex I below.

^{34/} UNEP/GC.6/7, para. 129.

^{35/} Report to Governments, No. 3.

(f) Natural disasters

188. The Committee endorsed the actions planned by the Executive Director, in particular the co-operation of UNEP with UNESCO in organizing the international conference on earthquake prediction 36/ and the preparation of an in-depth report on natural disasters for consideration by the Governing Council at its seventh session. It was also suggested that the Executive Director should support a global network of international warning centres for tropical cyclones.

189. One speaker reported on the work initiated in his country, in co-operation with others, in the area of earthquake prediction, which involved assessing seismic risk due to large public works and designing a full-scale experiment for earthquake prediction in selected zones. A meeting of experts on the subject was to be held in Italy in July 1978, and UNEP would be informed of progress in the programme.

190. One delegation suggested that man-made disasters should be included in the subject area.

191. The representative of WMO, referring to the fifteenth of the goals for 1982 37/ approved by the Governing Council at its fifth session, 38/ "Beginnings of an operational, world-wide early-warning system for natural disasters", said that the word "Beginnings" was misleading where disasters caused by meteorological phenomena were concerned, since early-warning systems against such disasters were already in operation.

3. Supporting measures 39/

(a) Environmental training

192. Several delegations supported the UNEP programme on environmental training, and particularly welcomed the separation of objectives and strategies for environmental education and environmental training. While some delegations supported the proposed objectives and strategies for environmental training, others called for clearer formulation, harmonization and ordering of some objectives and strategies in paragraphs 137 (environmental training) and 409 (environmental education) of the programme document. Some other delegations considered that the proposed objectives and strategies for training were directed towards professional and technical levels, whereas they should address themselves to general environmental training for the public, who had an important role to play in improving the environment. One delegation suggested that the objectives were too general, particularly those regarding the

36/ UNEP/GC.6/7, para. 131.

37/ UNEP/GC/L.48.

38/ Decision 82 (V), sect. VI, para. 1.

39/ For an account of the Committee's discussion of environmental education and information, see chap. IV.B, paras. 269-285.

establishment of environmental training centres in developing countries; another considered that one of the proposed strategy elements duplicated a UNESCO objective.

193. Many delegations emphasized the importance of environmental training and fellowships, particularly for personnel from developing countries, and several suggested the provision of special funds, to be administered by the UNEP regional offices, for training such groups as tropical ecologists, economists and engineers. Many speakers welcomed the Executive Director's establishment of a programme activity centre on environmental education and training in Africa, 40/ and hoped that UNEP and UNESCO would co-operate in its operation. The hope was expressed that the establishment of the centre would catalyse and assist in the effective co-ordination of United Nations training schemes. One delegation described the full range of subjects offered in training courses provided by the International Centre for Water Resources Management established in co-operation with the Government of France, some of which were organized in co-operation with WHO and UNESCO. 41/ Another speaker expressed regret at the absence of reference to the International training course in environmental management at Urbino, Italy, established by the Italian Government in collaboration with UNEP, in the training section of the programme document; courses at the Centre would start in September 1978, and experts from all English-speaking countries were invited to take part.

194. Several speakers described environmental training and education programmes in their countries; one indicated that environmental education would be initiated at the primary-school level, while others stated that training programmes had started at the university level.

195. Referring to the problems of environmental training, the representative of UNESCO stressed the value of the courses sponsored by UNESCO and UNEP at Montpellier/Toulouse (France), Enschede (Netherlands), Sheffield (United Kingdom) and Dresden (German Democratic Republic) on training in the integrated study and management of the environment and its natural resources.

196. The Committee agreed to include its recommendations regarding environmental training in the general draft decision on programme matters (see para. 287 below).

Action by the Governing Council

197. For action by the Governing Council on the Committee's recommendations regarding environmental training, see paragraph 291 below.

40/ UNEP/GC.6/7, para. 439.

41/ ibid., para. 320.

(b) Technical assistance

198. Many delegations welcomed the establishment of a Technical Co-operation Unit in UNEP ^{42/} and indicated they would co-operate with the Unit. One speaker emphasized that the Unit should not be operational, but primarily advisory and catalytic in function. It was indicated that the Unit's functions should be spelt out to Governments to enable them to co-operate effectively with it.

199. Many delegations also welcomed the establishment, with UNEP support, of environmental units in the United Nations regional commissions. ^{43/} However, one delegation questioned whether that could be regarded as technical assistance. All speakers noted the role the regional advisory teams were playing in the various regions, and some delegations called for their strengthening to facilitate technical assistance in a wide range of subjects. One speaker stressed the importance of technical assistance in conducting seminars and workshops on topics of particular significance to a given region, such as environmental planning, eco-development, environmental management, etc., and offered his Government's assistance in training courses relating to remotely sensed data. Another delegation stated that, under agreements with UNEP, its Government was organizing courses for specialists from developing countries on such subjects as sand-dune fixation, management of grazing lands, and secondary salinization of soils as a result of irrigation, as well as study tours.

200. Some delegations indicated that they would co-operate with UNEP in providing information which could be passed on to others used in processing requests for technical assistance through the clearing-house facility. ^{42/} One delegation however wondered whether the fact that there were so few responses from Governments was a result of lack of publicity, or of lack of interest or understanding on the part of Governments.

4. Environmental law including environmental management

(a) Environmental law

201. Several speakers said that, since environmental law was a key aspect of the UNEP programme and one of the social means of ensuring the protection of the environment, environmental law activities should be expanded and co-ordinated with the work of the United Nations system; a modest increase in the staff dealing with environmental law would enable the secretariat to do what was expected of it in that field.

^{42/} Ibid., para. 143.

^{43/} Ibid., para. 145.

202. Welcoming the Register of International Conventions and Protocols in the Field of the Environment (UNEP/GC/INFORMATION/5 and SUPPLEMENT), many delegations considered it should be continuously updated and disseminated to Governments. The efforts of UNEP to encourage more States to accept environmental conventions and protocols were commended; the value of the Register in that respect was acknowledged, and it was suggested by one delegation that the Register should include the full texts of conventions. Another delegation thought that developing countries had not accepted some instruments because the texts, and their regulatory annexes, demanded a level of technical expertise they did not always possess; many of the conventions and protocols also imposed heavy burdens on developing countries in terms of finance, personnel and equipment. Accordingly, UNEP should provide assistance to developing countries in regard to the more complex or technical conventions. The same delegation invited UNEP to improvise review procedures, with participation of States on a voluntary basis, in order to assist developing countries in assimilating existing conventions and introducing necessary legislation. Another speaker said the Register should provide a basis for periodic evaluation on implementation, while another asked how UNEP would help States ratify conventions and protocols.

203. Several delegations referred to the useful assistance the Environmental Law Information System of the Environmental Law Centre of IUCN was rendering to administrators and lawyers from both developed and developing countries, and called on UNEP to co-operate fully with the Centre. One delegation expressed doubt as to the usefulness of UNEP extending its role in the teaching of environmental law in universities, which it felt was beyond the scope of the programme. Several other delegations, on the other hand, supported the proposals for introduction of environmental law into university education. Another delegation emphasized the usefulness of government lawyers from developed countries assisting their counterparts from developing countries on an ad hoc basis, a procedure which was more practical, and likely to yield results sooner, than proceeding through universities. Several delegations also urged the formation of national and regional associations of international lawyers to hold seminars on environmental law topics of interest to their regions. One delegation asked UNEP to consider, when promoting the register of sources of environmental law, that two such compilations were already in existence.

204. A number of speakers noted with appreciation the adoption by the Intergovernmental Working Group of Experts of principles for the guidance of States in respect of shared natural resources (UNEP/GC.6/17). One speaker hoped that the General Assembly would support the principles and call on States to respect them, and another hoped that a convention would result from the principles.

205. Many delegations referred to the work of the Working Group of Experts on Environmental Law, and a number expressed regret that the Group's report on its session held in April 1978 was not available to the Committee. It was, however, pointed out that the Executive Director had submitted a

progress report on the work of the Group. ^{44/} Some delegations were of the view that the Group had made good progress at its first and second sessions and supported an amendment to the proposed draft decision calling on the Group to expedite its work in accordance with the work programme agreed at its second session; others, however, expressed disappointment at the Group's work. Several speakers supported a proposal by one delegation that the Group should, before the seventh session of the Governing Council, agree on a long-term work programme covering the topics to be discussed by the Group and the possible establishment of subgroups to deal with them. It was suggested that the Group should meet at a high level in January 1979 and that the Executive Director should report on the meeting to the Governing Council at its seventh session. Another speaker, supported by others, stated that, while the development of international legal principles on liability and compensation for pollution or environmental damage was important, it was more important to avoid such damage, and UNEP might in future convene a panel of experts on the subject. There was considerable scope for international co-operation in the environmental assessment of proposed activities having impacts within the national jurisdiction of two or more States, or outside national jurisdiction altogether; the results of such work might lead to a set of principles or a draft convention on environmental assessment. Some delegations said that the Group of Experts should prepare guidelines on matters contained in the work programme agreed at its second meeting, beginning with part I. Several other delegations emphasized the importance of including in the Group's members technical and scientific experts on the various subjects it dealt with.

206. One delegation stressed that the activities of UNEP should include research and the elaboration of theoretical principles of environmental law, as a necessary basis for further sectoral developments.

207. At the conclusion of its discussion, the Committee recommended for adoption by the Governing Council a draft decision on environmental law, submitted by the delegations of Canada and the Netherlands. During the debate in the Committee on the draft decision, the representative of Australia stated that his delegation attached importance to the development of legal principles relating to liability and compensation as mentioned in the third preambular paragraph, and called on the Group of Experts on Environmental Law to concentrate on a small number of specific areas, for example on developing broad guidelines for national legislation. The Group should not be drawn into scientific and technical aspects, which in the view of Australia were outside its competence. The representative of the Federal Republic of Germany, in reply to a question as to the legal institutes and organizations envisaged in operative paragraph (b), said that the paragraph envisaged the Environmental Law Information System of the Environmental Law Centre of IUCN and similar institutions or organizations.

^{44/} UNEP/GC.6/7/Add.1, paras. 31 and 32.

In reply to another question, the Assistant Executive Director, Bureau of the Programme, stated that the decision entailed no additional financial implications and would be implemented within current financial resources.

Action by the Governing Council

208. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 6/9). 45/

(b) Environmental management

209. In supporting the activities under environmental management, one delegation considered that account should be taken of distinctive regional characteristics, and called on UNEP to support the proposed South Pacific Conference on the Human Environment. 46/ The dependence of environmental management on environmental education and training was pointed out, and UNEP was advised to co-operate fully with Governments and the United Nations system in its promotion of environmental management advice. It was also noted that attempts to integrate environmental standards and criteria in development projects or programmes financed by international and regional bodies had not been entirely successful; UNEP should assume a role in that respect, either by establishing criteria and standards which could be applied to large and important projects, or by preparing relevant guidelines and manuals for use by the United Nations system and regional bodies. It was essential to incorporate the costs of environmental measures in project planning, and in order to ensure that the United Nations system and regional bodies followed the guidelines, it was desirable for the competent legislative organs to endorse them by appropriate resolutions or decisions. It was also suggested that financing institutions should make incorporation of environmental considerations a condition of their assistance. One delegation expressed the view that the proposed handbook on environmental machineries and legislation would serve a useful purpose. 47/

B. Subjects selected for in-depth reporting to the Council at its sixth session

I. International Register of Potentially Toxic Chemicals

210. The importance of IRPTC was underlined by many delegations, who pointed out that chemicals had become a priority issue in a number of international and national environmental programmes aimed at combating the problem of pollution, which was one of the most important of environmental problems

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

46/ UNEP/GC/90, para. 660.

47/ UNEP/GC.6/7, paras. 150 and 158.

and was linked with most, if not all, areas of human activity. In that connexion, it was stressed that unnecessary duplication of work should be avoided since, for example, testing procedures for the multitude of chemicals involved were long and costly. The importance of uniform testing procedures in different countries, and the need to conduct research in order to achieve comparability of data from different sources, were however stressed. It was felt that IRPTC itself should not be involved in the evaluation process proper, but should make full use of established services. One delegation suggested that IRPTC should serve primarily as a central repository of information on sources of data on chemicals and their effects on man and the environment, and as a source of information about national, regional and global policies, regulatory measures and standards for the control of potentially toxic chemicals. The information should be disseminated as appropriate. One delegation suggested that a periodic index of data accessible through IRPTC would be helpful. A step-by-step approach was envisaged in dealing with particular chemicals; one delegation said it was imperative that the limited resources of IRPTC be used wisely, and suggested that as a first step, work be confined to a selection of chemicals from among the priority pollutants identified by UNEP in co-operation with WHO. Some delegations opposed that approach, arguing that, as the Register was so important, the range of chemicals dealt with should be expanded as rapidly as possible. One delegation, supported by another, said that the development of the study of potentially toxic chemicals would be facilitated by the use of flow diagrams describing the various stages from the initial production of a chemical through to its ultimate disposal.

211. The importance of the role of IRPTC in the prompt dissemination of information following early-warning announcements of potential hazards from chemicals was also emphasized. Several delegations stressed that the information on potentially toxic chemicals disseminated to policy-makers and the general public, especially in developing countries, should be clear, readable and concise.

212. Several delegations spoke of the pressing need to widen the network of correspondents with IRPTC mentioned in the proposed activities. ^{48/} The proposals to amend the objectives and strategies ^{49/} were commended by some delegations as being sensible and realistic, although others felt that better definitions were needed for some objectives and considered the proposals were not sufficient. One delegation stressed that the need for close co-operation, especially with WHO and the ILO, should be taken fully into account, when the question of the location of the IRPTC unit was considered. Another delegation expressed concern that non-governmental environmental interests were not represented on the IRPTC advisory committee.

^{48/} UNEP/GC.6/7, para. 195 (d).

^{49/} Ibid., para. 193.

213. The publication of the IRPTC Bulletin was commended by all speakers, and one delegation suggested that It be published more often.

214. The close links between IRPTC, human health and the industry and environment programme were noted. It was suggested that it was essential for IRPTC to maintain its close relationship with WHO, and several delegations expressed concern over the apparently decreasing financial commitments of WHO as shown in the planned expenditure of organizations within the United Nations system in the field of potentially toxic chemicals.

215. Several delegations pointed out that full information should be made available on potentially toxic chemical products destined for export markets, whether tested or not, which were not regarded as acceptable for use in the exporting country. Others called for action on the social and economic factors to be taken into consideration when evaluating chemicals, and one delegation said that consideration should be given to including in the Register information on toxic wastes and recycling. Reference was also made to Governing Council decision 53 (IV) of 13 April 1976 on "Chemical substances and physical agents whose effects on the environment are unknown", as indicating important elements which should be taken into account in the work of IRPTC.

216. Several delegations both from industrialized and developing countries announced their countries' willingness to participate in particular facets of the potentially toxic chemicals work programme.

217. The representative of WHO, referring to the concern expressed by several delegations regarding the apparent decrease in WHO budget support for IRPTC-related activities, said that preliminary plans likely to increase funding in that and other areas were before the current session of the World Health Assembly.

218. At the conclusion of its debate on IRPTC, the Committee recommended for adoption by the Governing Council a draft decision on the Register, submitted by the delegations of Belgium, Canada, Iran, Kenya, Union of Soviet Socialist Republics and United Republic of Cameroon.

Action by the Governing Council

219. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus, as orally amended by the President, the draft decision recommended by Sessional Committee I (decision 6/3 B). 50/

2. Health of people and of the environment

220. It was widely recognized that human health and a sound environment were inseparable concepts. The progress and plans of UNEP in the area were generally endorsed, although one delegation observed that the

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

segregation of the components of the work plan according to the various participating agencies and UNEP did not contribute to a sense of an integrated co-operative effort. Several speakers emphasized that UNEP must be constantly aware of the need to avoid duplication of the work of other international organizations; the effort at co-ordination which was evident from the programme document should continue. One delegation said that some elements of the proposed work plan were optimistic. Others emphasized that the close link between health and socio-economic conditions must be made evident in the programme. One speaker, after informing the Committee about the World Conference on Primary Health Care to be held in his country in 1978, announced that his Government was prepared to host a seminar or symposium related to the subject. The prevention of food contamination was felt by some delegations to merit higher priority in the programme, in view of its importance to both developing and developed countries. Several other delegations referred to the importance of training programmes, especially on the carcinogenic and mutagenic effects of chemicals, and stressed the need for more regional seminars and workshops for training toxicologists and pathologists. It was proposed that, in response to paragraph 3 of Governing Council decision 85 (V) of 25 May 1977, the strategies dealing with the environmental hazards from drugs, cosmetics and other chemicals should be revised.

221. In the area of pest management, some delegations suggested that UNEP should give more priority to vector-borne or pest-related diseases other than malaria and schistosomiasis. One delegation, supported by several others, said that UNEP should focus more on the promotion of environmentally sound approaches to pest control, and added that while emphasis on cotton pests was understandable, such approaches must also be applied to other pests of crops of importance to the rural poor, thus establishing a link with other ecodevelopment efforts. Another speaker referred to her Government's policy, which was economical, safe, effective and non-polluting, of making prevention the first step in pest control management, followed by integrated methods of control.

222. The representative of WHO said that the Organization welcomed the selection by the Governing Council of health as one of the subjects for in-depth review in 1978. Sound control of the environment was in the view of WHO the most effective and lasting technology for protection of human health; the Organization was active in that field, particularly in the areas of water supply and sanitation, and he hoped that the co-operation between WHO and UNEP would continue.

223. The representative of UNESCO, noting the views expressed by several delegations about the need for training toxicologists, and also for improving chemical testing methods, indicated the willingness of the Organization to develop a programme of action in that field, with the support of UNEP and in co-operation with WHO.

224. At the conclusion of its discussion, the Committee recommended for adoption by the Governing Council a draft decision on health of people

and the environment, submitted by the delegations of Belgium, Canada, Iran, Kenya, Union of Soviet Socialist Republics and United Republic of Cameroon.

Action by the Governing Council

225. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 6/4). 51/

3. Arid and semi-arid lands ecosystems

226. In view of the close link between arid lands, soil, water and the follow-up to the United Nations Water Conference and the United Nations Conference on Desertification, delegations welcomed the fact that the action plans adopted by the two conferences had been taken fully into account in the preparation of the chapter on arid and semi-arid lands ecosystems, and of the chapters on soils and water, in the programme document.

227. Many delegations commended the programme on arid and semi-arid lands ecosystems, and endorsed the proposed objectives and strategies. 52/ Several singled out individual activities as excellent examples of what the role of UNEP should be. However, some delegations were of the view that some of the objectives and strategies were still too general. While supporting the proposed UNEP activities, particularly those on integrated approaches to arid lands planning and management, a number of delegations indicated that they still reserved their position on the transnational projects to combat desertification, which some found ambitious and sweeping in scope. It was pointed out that the trees programme lacked detail, and was unclear. One delegation referred to its country's efforts to plant 1 million trees, and requested UNEP co-operation and assistance in that respect. Several others gave examples of how their Governments integrated tree planting and protection in their own desertification control programmes.

228. Many delegations noted that the co-ordination role of UNEP was apparent in the arid lands programme, and stressed its importance. Some delegations said that a merger of the Desertification Unit with the Task Force on Ecosystems, which was responsible for arid and semi-arid ecosystems, should be seriously considered as a means of ensuring their efficient and effective work; such a merger was not necessarily in conflict with General Assembly resolution 32/172, and the Governing Council could make a recommendation concerning it to the General Assembly.

229. Another delegation stated that technology was an important tool in combating desertification, and invited interested countries to send to the secretariat an account of their indigenous technologies, for analysis.

51/ Idem.

52/ UNEP/GC.6/7, para. 270.

and evaluation by a group of experts and subsequent reporting to the Governing Council at its seventh session; the report, with the comments of the Governing Council, would constitute a UNEP input to the Conference on Science and Technology for Development.

230. A number of delegations referred to the Integrated Protection of Arid Lands (IPAL) and the Ecological Management of Arid and Semi-Arid Rangelands (EMASAR) programmes, which they felt were complementary and fairly successful. Some delegations urged extension of IPAL, with UNEP support, to North and Sudano-Sahelian Africa. One delegation expressed regret that the IPAL report was not available for the information of delegations. Several delegations hoped UNEP could support the Ecothèque méditerranéenne and the Regional Centre on Pastoralism, but another cautioned that documentation centres were expensive and UNEP support would require careful consideration. One delegation called on the Executive Director to take the necessary steps for immediate implementation of the UNEP/FAO project on rangeland monitoring in West and Central Africa, since the countries concerned had already given their support to the project. It was indicated that the green belt project was an interdisciplinary effort, and was not just concerned with reforestation.

231. Many delegations agreed on the importance of training in relation to arid and semi-arid lands, and a number offered training facilities in institutions in their countries to personnel from developing countries. One delegation said that consultants were available to assist interested countries; their expenses could be met by its Government's contribution to the UNEP Fund.

232. The representative of UNESCO thanked delegations for the interest shown in the development of IPAL projects in different regions, which would use the experience to be acquired in Kenya, and expressed appreciation of the establishment by the Kenyan Government of a biosphere reserve in the project area. The IPAL network of integrated pilot projects constituted a valuable conceptual basis for concrete action on the problem of desertification and rational management of arid lands ecosystems by the populations concerned. With reference to semi-arid lands in the Mediterranean climatic zone, he expressed the hope that the extension of the services of the Ecothèque méditerranéenne to all countries concerned would receive UNEP support in the near future.

233. The representative of FAO said that the absence of figures for FAO in the budgetary tables was a result of the difficulty of identifying with an acceptable degree of precision the figures for environmental activities in differently structured programmes and budgets; it did indicate lack of action and interest on the part of FAO. Everything possible would be done, in co-operation with UNEP, to improve the level of budgetary information. FAO hoped that the soil degradation map would be completed soon, and also hoped to intensify activities on biological fertilizers in the biennium 1978-1979.

234. The representative of ESCAP stated that the Commission had initiated action on regional follow-up to the Desertification Conference; several countries had been consulted on, and were agreeable to, the transnational project on monitoring in south-west Asia, and arrangements were under way for a workshop on desertification monitoring and the technology for combating desertification.

235. At the conclusion of its discussion, the Committee recommended for adoption by the Governing Council a draft decision on the Ecothèque méditerranéenne, submitted by the delegations of France and Tunisia. The Committee agreed to include its additional recommendations on arid and semi-arid lands ecosystems in the general draft decision on programme matters (see para. 287 below).

Action by the Governing Council

236. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 6/5 A). ^{53/} For other action by the Council on the Committee's recommendations regarding arid and semi-arid lands ecosystems, see paragraph 291 below.

4. Soils

237. The programme on soils was generally commended as an improvement on earlier initiatives; many delegations considered the programme to be clear and concise. One delegation, however, felt that the chapter on soils, which had been severely criticized at the Council's fifth session, was still incomplete, and in particular did not adequately reflect the specific proposals for activities made by scientists from a number of countries in December 1977; more work was required on such areas as world soil mapping and assessment, preparation of manuals to combat various forms of soil degradation and preparation of a map on biogeochemical provinces. Many other speakers also expressed the hope that maps of soil degradation would be completed in the near future. A few other delegations felt that there was no justification for restricting soil reclamation to mined areas: other degraded soil, such as saline and alkaline soils, should be given attention as well. The concept of integrated soil management was viewed as basic to the future activities of the soils programme. Several delegations approved the objectives and strategies; others, however, considered them too broad, and called for some modification to make them more specific.

238. Several delegations said that United Nations activities in relation to soils seemed fragmented, and emphasized the need for co-ordination; one delegation suggested that thematic joint programming was necessary, and stressed that emphasis should be given to soil loss and to research to minimize it. The need to apply research findings particularly for the benefit of small-scale farmers was urged.

^{53/} For the text of the decision, see annex I below.

239. Training, particularly of personnel from developing countries, received general support, and the importance of public participation in efforts to control soil loss was widely emphasized.

240. A number of delegations referred to the Plan of Action to Combat Desertification, and particularly stressed preventive and corrective measures to control soil loss. It was proposed that UNEP give top priority to the formulation of guidelines on soil degradation which would assist Governments in the formulation of much-needed soil policies for incorporation in their development plans, and modifications were suggested to the Fund-supported activities for the biennium in order to give that aspect prominence. One delegation, in referring to the seventh of the Executive Director's goals for 1982, 54/ stressed the importance of training and extension work to encourage the application of sounder soil management policies in the field.

241. At the conclusion of its discussion, the Committee recommended for adoption by the Governing Council a draft decision on soils policy, submitted by the delegations of Argentina, Colombia, Mexico and Uruguay. The Committee agreed to include its other recommendations regarding soils in the general draft decision on programme matters (see para. 287 below).

Action by the Governing Council

242. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 6/5 C). 55/ For other action by the Council on the Committee's recommendations regarding soils, see paragraph 291 below.

5. Water

243. All speakers supported the water programme in general, and welcomed the emphasis being placed on co-operation and co-ordination, both within and outside the United Nations system, in order to avoid duplication and ensure the best possible utilization of available resources. In that respect one delegation called attention to the work of the Committee on Natural Resources, in particular its discussions of the follow-up to the Water Conference. Many delegations endorsed the proposed amendments to the objectives and strategies; 56/ some, however, considered the objectives and strategies were so broad that they failed to convey the relevance, importance and degree of urgency of the problems, and one delegation made a number of specific suggestions concerning a possible reformulation of objectives. Other delegations felt that the work plans should relate directly to the gaps addressed; some felt that some inadequacies were sufficiently urgent as to merit immediate attention. One delegation, supported by others, expressed the hope that the water programme,

54/ UNEP/GC/L.48; approved by decision 82 (V), sect. VI.

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

56/ UNEP/GC.6/7, para. 324.

particularly for arid zones, would be strengthened, while others called for a better balance among the UNEP regional activities in relation to water. Many delegations expressed the view that priority attention should be given to an integrated approach to the problem of water resources.

244. Some delegations supported the emphasis placed by UNEP on rural water supply and sanitation and on environmental considerations in integrated activities, while one considered that rural water supply should be dealt with as part of the health programme. A number of delegations suggested that demonstration projects on water should be integrated into ongoing projects, rather than initiated independently, as a means of ensuring that environmental measures were incorporated in those projects. Some delegations advocated concentration on water quality, rather than water resources development per se. Other delegations, however, emphasized the need for quantity as well as quality, and in that respect river basins were considered by many to offer excellent opportunities for demonstrating the integrated approach to water resources management, including the quality of underground water.

245. The importance of environmental education and training in the field of water resources management was generally stressed, and the need to strengthen the capabilities of developing countries in that field was indicated. One delegation emphasized the need to concentrate on activities which would benefit the rural poor in developing countries: training of technicians was very urgent, and UNEP and the United Nations system should give attention to self-help projects in such areas as water supply and waste disposal, promotion of standards and manuals for use by developing countries, and a training programme for those countries. A number of speakers indicated their Governments' readiness to provide training in their institutions for developing country personnel, and one delegation stated that its Government was prepared to sponsor a three-week course in 1979 as a follow-up to the UNEP symposium on eutrophication and rehabilitation of surface waters. Another delegation indicated that a seminar was to be held at Rome in 1979 as a follow-up to the Water Conference, and invited participants from all interested countries to attend.

246. The role of governmental and non-governmental organizations in the field of water resources was considered very important, and reference was made in that connexion to the work of CMEA and OECD. It was also considered important for UNEP to draw on national experience.

247. The representative of the United Nations Department of Economic and Social Affairs summarized the water-related activities of the Centre for Natural Resources, Energy and Transport, particularly studies and seminars concerning water management and administration and operational projects concerning ground-water exploration and development, particularly in the Sahel, surface waters and institutional aspects of water management and administration. Where co-ordination was concerned, the United Nations system was currently engaged, through the ACC Sub-Committee on Water Resources Development, in implementing the recommendations contained in Water Conference document E/CONF.70/CBP/4, and the efforts of the

Committee on Programme and Co-ordination to harmonize medium-term plans should effectively minimize duplication. A special session of the Committee on Natural Resources was to be held in January 1979 to review the follow-up of the recommendations contained in the Action Plan.

248. The representative of UNESCO said that the International Hydrological Programme was taking a problem-solving approach to rational water resources management. While underlining the importance of related training activities, he stressed the need for proper co-ordination. He also underlined the importance of proper integrated management of irrigated ecosystems and the need for pilot demonstration projects in this respect.

249. The representative of ESCAP said that, as part of the follow-up to the United Nations Water Conference, the Commission had formed an interagency task force to work on aspects of the Action Plan in liaison with the ACC Sub-Committee on Water.

250. The Committee agreed to include its recommendations regarding water in the general draft decision on programme matters (see para. 287 below).

Action by the Governing Council

251. For the action by the Governing Council on the Committee's recommendations regarding water, see paragraph 291 below.

6. Regional seas

252. Speakers were unanimous in offering their congratulations to the Executive Director and the secretariat on the direction and progress of the regional seas programme, which was felt to be an excellent example of the co-ordinating and catalytic role of UNEP. The proposals of the Executive Director for updating the strategies and objectives ^{57/} were generally endorsed. It was also pointed out that the programme had evolved into an exercise in integrated environmental management with very positive results.

253. It was agreed that the Mediterranean action plan was progressing well, and many speakers urged continued UNEP involvement until such time as participating Governments were in a position to assume full responsibility for implementation of the action plan. Similar arrangements should apply for other regional seas activities. It was considered that the catalytic role of UNEP in the region had enlisted the co-operation and assistance of all Mediterranean States, despite the political and economic issues affecting the region, and, at the same time, had ensured the active involvement of the many United Nations organizations concerned. One delegation, recalling that an expert meeting on marine parks and wetlands held at Tunis from 12 to 14 January 1977 in the framework of the action plan for the Mediterranean had led to the preparation of a series of recommendations for the attention

^{57/} Ibid., para. 397.

of the Executive Director, expressed concern at the follow-up the recommendations had received. 58/ The same delegation reiterated yet again its offer to host the activity centre of the association of marine parks and wetlands of the Mediterranean region.

254. The representative of Kuwait informed the session that the Plan of Action adopted by the Regional Conference of Plenipotentiaries (of Bahrain, Iran, Iraq, Kuwait, Oman, Qatar, Saudi Arabia and the United Arab Emirates) in Kuwait (15-24 April 1978) called for a number of measures, including environmental assessment, environmental management and legal components. Institutional and financial arrangements provided inter alia for the setting up of a trust fund totalling \$5.6 million, a Marine Emergency Mutual Aid Centre and a secretariat which would be provided by UNEP on an interim basis.

255. The hope was expressed that UNEP would give its full support to that and other similar plans which were being prepared, particularly in the Gulf of Guinea, the Caribbean, the East Asian Seas and the south-west and south-east Pacific. One delegation mentioned the need for a greater involvement of the Economic Commission for Latin America (ECLA) in projects falling within its area of responsibility, and several urged that the Gulf of Mexico should not be excluded from the environmental management activities involving the Caribbean. One delegation recommended the inclusion of IOCARIBE in the agreement between UNEP and ECLA on the development of an action plan for the Caribbean region, as well as transmittal of the draft plan to the IOCARIBE member countries for comments and proposals. The lack of progress in the East Asian region was noted with concern. Two delegations raised the possibility of other geographical areas being designated in the future for regional seas projects.

256. The concept and establishment of a regional seas programme activity centre 59/ through which the co-ordinating role of UNEP could be exercised received general support. One delegation spoke in favour of locating the centre at Geneva, at least for the time being. Another suggested that secretariat services for the implementation of action plans should be centralized, at least in the initial stages.

257. Several delegations, while recognizing the need for regional data storage facilities for the regional seas programme, recommended that maximum advantage be taken of existing facilities. The proprietary nature of certain data was also recognized, but it was suggested that they, too, be made available for dissemination, as required, within a period not exceeding two years after collection.

58/ ibid., para. 354.

59/ ibid., paras. 336 and 394.

258. One delegation drew attention to the situation existing in the island areas of the south-west Pacific, and supported the planned environmental management programme to be developed in co-operation with ESCAP and relevant subregional organizations; ^{60/} the sensitive human and natural ecosystems in the region were ideal for study by UNEP, and could be used as a model of more complex situations. The same delegation suggested that the almost pristine conditions in the Antarctic were very suitable for baseline studies, and urged that UNEP consider a role in that region.

259. The need for suitable training programmes in marine-related disciplines was emphasized by a number of delegations, and several drew attention to the facilities available in their countries for overseas students.

260. One delegation, speaking with particular reference to the Gulf of Guinea programme, ^{61/} said that not all Governments were aware of the various meetings convened as part of the regional seas programme. UNEP should keep Member States and its focal points fully informed on such matters, so that Governments could keep abreast of developments and, if necessary, participate in meetings.

261. A number of delegations expressed regret at the reduction in the Oceans budget line for 1979 as against 1978, as approved by Governing Council decision 98 B (V) of 24 May 1977, though it was recognized that, at that time, it had not been envisaged that the programmes and activities in regional seas other than the Mediterranean would develop as quickly as they had done. It was thought that the reduction would affect the Mediterranean action plan adversely, and the Executive Director's intention to limit the level of Fund support for further implementation of that plan to 10 per cent of the Oceans budget line, and to 25 per cent of the total requirements for the region, was noted with concern.

262. Several delegations felt that the Mediterranean programme was a pilot project from which lessons were being learned which could be applied, with suitable adaptation, to other regions. One delegation, supported by others, said that to ensure the plan's success, UNEP should continue its financial support at the previous level. It was also suggested that the developing countries in the region might be unable to shoulder the burden of the extra costs involved. Another delegation thought it would be undesirable if, as a result of reduction of the level of UNEP support, the costs of implementing the plan were to be very largely covered by two Mediterranean States members of EEC. Some speakers, however, said that if UNEP were to fulfil its catalytic role in other regions, and to avoid open-ended support for administrative services, such financial assistance to the Mediterranean project should be withdrawn gradually; they envisaged that a five-year period from 1978 would be appropriate for a shift of financial responsibility from UNEP to the countries

^{60/} ibid., para. 389.

^{61/} ibid., paras. 376-379.

Involved. It was recognized that the continuing presence of UNEP in the Mediterranean programme was important, particularly in providing a setting for collaborative programme planning, but it was felt that that could be accomplished while still complying with the shift of responsibility. In addition, UNEP should continue to be associated with regional seas activities through catalytic support over a limited period of time for launching of such programmes and through support for research and other activities designed to implement the programmes. One delegation recalled that at the Monaco Conference the coastal States had rejected the joint cruise programme (MED CRUISE), which consequently should not appear in the section of the programme document on the work plan.

263. One delegation suggested that, in view of its great importance, the UNEP oceans programme as a whole should be expanded and financially reinforced. A proposal to transfer funds from the Human settlements budget line to that for oceans was supported by some delegations and opposed by others. Another delegation suggested an across-the-board reduction on all other budget lines in order to maintain the level of funding for oceans. Several speakers suggested that any deficiency in the Oceans budget could be met through the Executive Director exercising his authority to transfer funds from one budget line to another up to a maximum of 20 per cent; however, the Assistant Executive Director (Bureau of the Programme) pointed out that although that was possible, it entailed a corresponding reduction in the funds for other programme areas; moreover, the Executive Director had already used a good deal of the flexibility available to him, and some budget lines, for example for Supporting measures, were already fully committed.

264. The representative of IMCO confirmed his Organization's considerable interest in the regional seas programme and said that IMCO would be ready to continue to provide assistance to other regional seas projects, as it had to the Mediterranean programme and the recent Kuwait Conference. He described the various international conferences, particularly in the field of marine pollution, convened over the past few years under IMCO auspices, as well as numerous training activities carried out with Member States and other international organizations. IMCO looked forward to continued excellent relationships with UNEP.

265. The representative of UNESCO, expressing his general satisfaction at UNESCO's co-operation with UNEP in the regional seas programme, noted that, while IOC activities were well reflected in the programme document, the complementary activities of the Marine Science Division of UNESCO, which concerned particularly the training of marine science specialists and such matters as the study of coastal areas problems or the modelling of marine ecosystems which were important for environmental protection, had been somewhat overlooked.

266. The representative of ALECSO spoke about the regional programme in the Red Sea, initiated by ALECSO in 1974. A Red Sea action plan dealing with both legal and scientific aspects was being implemented, and ALECSO had accepted the responsibility for interim secretariat services for the

development of the action plan until such time as formal arrangements had been agreed by the Governments concerned. He also described other related ALECSO activities, UNEP assistance in respect of which was appreciated.

267. At the conclusion of its discussion on the regional seas programmes, the Committee recommended for adoption by the Governing Council a draft decision on the Mediterranean programme, submitted by the delegations of Canada, Colombia, France, Greece, Ivory Coast, Kuwait, Senegal, Tunisia, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay and Yugoslavia. The Committee agreed to include its other recommendations regarding the regional seas programme in the general draft decision on programme matters (see para. 287 below).

Action by the Governing Council

268. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus, as orally amended by the President, the draft decision recommended by Sessional Committee I (decision 6/7 B). 62/ For other action by the Council on the Committee's recommendations regarding regional seas, see paragraph 291 below.

7. Education

269. Many delegations commended the UNEP programme in education, and supported the objectives, strategies and work plan. One delegation, however, considered that the objectives and strategies were not specific enough, and that the inadequacies revealed by in-depth analysis were not sufficiently addressed in the planned activities. Another was of the view that the separation of objectives and strategies for environmental education and environmental training, which were closely linked, was unfortunate. A number of delegations stressed that the two subjects were linked both with each other and with information. Emphasis was placed on UNEP co-operation with other members of the United Nations system, particularly with UNESCO, FAO and the ILO. A number of delegations suggested that consideration be given to joint co-ordination of environmental education activities by UNEP and UNESCO. Many delegations welcomed the thematic joint programming on the follow-up to the Tbilisi Intergovernmental Conference on Environmental Education, 63/ and expressed their hope that the exercise would lead to a United Nations environmental education programme, and thus lay a firm basis for co-ordination in the system.

270. There was general agreement that the programme was consistent with the Tbilisi recommendations, and many delegations commended the co-operation of UNEP and UNESCO in the organization of the Conference, as well as the

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

63/ UNEP/GC.6/7, para. 419 and UNEP/GC.6/7/Add.1, para. 48.

preparatory work of the Soviet Union, as host to the Conference. Many delegations noted that, as a result of the international, regional and national impact of the Conference, many countries and regional bodies were re-orienting their programmes to incorporate relevant recommendations in their national education programmes. In that connexion, many emphasized the need to implement the recommendations at the national and regional, as well as global, levels. Many delegations described steps taken in that direction at the national level; several indicated that they had initiated the incorporation of necessary aspects of environment in curricula at the primary, secondary and university levels, and a number drew attention to the urgency of establishing scholarships and fellowships, particularly for higher education. One delegation proposed the establishment of special fellowships or scholarships which could be available for outstanding scholars in the environmental field for a period of up to six months. Several delegations referred to higher environmental educational institutions in their countries which were open to personnel from developing countries. A number of delegations suggested that thought should be given to the provision of resources and facilities for the environmental education of engineers, architects, businessmen, industrialists, etc., and particularly of economists.

271. One delegation indicated that its Government was preparing a national conference as a follow-up to the Tbilisi Conference, while another, referring to the coming UNESCO General Conference, drew attention to the need to brief national delegations on the Tbilisi Conference so that the resultant UNESCO programme would take full account of its recommendations. A number of delegations stated that they were already rendering assistance in environmental education to a number of developing countries.

272. The establishment of the programme activity centre on environmental education and training in Africa ^{64/} was welcomed. It was noted that the centre would play a catalytic and co-ordinating role, and several delegations expressed the hope that UNEP and UNESCO would work together on it while a number stated that institutions in their countries would co-operate with the centre.

273. One delegation urged UNEP to ensure the incorporation of environmental education in projects supported by the Fund, and to evaluate such projects upon termination. Others pointed to the existing gap between conceptualization of environmental problems and the translation of such problems into action-oriented programmes. It was therefore suggested that one of the tasks of UNEP, and of the programme activity centre for environmental education, was to provide suitable guidelines to assist planners and policy-makers in working out environmental programmes.

^{64/} UNEP/GC.6/7, para. 439.

274. Considerable emphasis was placed on the need for and importance of general environmental education at all levels. Some delegations emphasized that the main problem in that connexion was to reach the decision-making level in an appropriate way. Many delegations stressed the importance of non-formal education, which they felt could form a special province for catalytic action by UNEP. Some delegations suggested that UNEP might in future consider the possibility of sponsoring a conference on non-formal environmental education.

275. The representative of UNESCO thanked delegations for their unanimous expression of satisfaction at the Tbilisi Conference, and underlined the importance from an operational point of view of distinguishing between general education of all citizens and other aspects of education and training. Both formal and non-formal general environmental education was the responsibility of educational authorities in all countries, and UNESCO was the normal channel of communication with those authorities in the United Nations system. The magnitude of the task of inserting environmental considerations in general education was considerable, and UNESCO was looking forward to the continued and substantial support of UNEP in the coming five years to ensure the success of that process. For its part, UNESCO was making a very important effort, exemplified by the budgetary increase of 65 per cent in that field proposed to its General Conference. At the regional level, the UNESCO regional offices for education provided the best channel for co-operation and co-ordination in general environmental education, and the UNEP programme activity centres should therefore avoid operational work in that area. Regarding environmental education of professional and social groups, UNESCO was particularly interested in the continuation of the programme concerning engineers in co-operation with UNEP, and was also ready to develop with UNEP programmes for decision-makers, planners and economists.

276. The representative of the ILO stated that there existed two basic strategies for environmental education and training: the long-term approach through the formal education system, and the short-term approach through non-formal education of managers, planners and decision-makers. The ILO had long experience and a world-wide institutional network to educate and train practising managers, government planners, vocational trainers and trade union leaders. That potential could be used for environmental education, provided UNEP was prepared to lend its support to non-formal education, as it had so generously done for formal education; such an approach was likely to produce immediate results in support of the over-all objectives of the environment programme.

277. One delegation said that UNEP should continue to support the International Centre for Training and Education in Environmental Sciences (CIFCA), located at Madrid, as an institution capable of meeting the requirements of Latin America in the general field of education. One delegation submitted proposals for increasing the efficiency of education in international training courses and said that its Government was ready to carry out a 10-month postgraduate training course in ecosystem management.

278. At the conclusion of its discussion of environmental education, the Committee recommended for adoption by the Governing Council a draft decision on CIFCA, submitted by the delegations of Argentina, Colombia, Mexico and Uruguay. The Committee agreed to include its additional recommendations regarding environmental education in the general draft decision on programme matters (see para. 287 below).

Action by the Governing Council

279. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 6/8).^{65/} The representative of Spain, welcoming the consensus, said that in line with the decision, the Spanish authorities proposed to maintain their financial support for CIFCA, and recalled that Spain's contribution for the period 1978-1980 amounted to \$3,448,300.

280. For other action by the Governing Council on the Committee's recommendations regarding environmental education, see paragraph 291 below.

8. Information

281. The progress made by UNEP in its efforts to improve the information flow to Governments and the general public was commended. Some delegations pointed out that reports of UNEP-sponsored projects, meetings and other activities should be published and distributed quickly in a free or inexpensive form in order to help disseminate environmental information quickly and avoid duplication of efforts in obtaining information already available. A number of delegations were of the opinion that nothing significant would happen in the long run to reduce local and international threats to the environment unless widespread public awareness and participation were aroused concerning the essential linkages between environmental quality and the satisfaction of basic human needs. They also commended UNEP publications such as UNITERRA, Mazingira, World Environment Day information material and feature articles and press releases. Some delegations regretted the very slow appearance of UNITERRA, which appeared two to six months late in different languages, and expressed the hope that the Executive Director would take the necessary steps to correct that situation. Other delegations stated that the information material was widely used by the media in their countries, and should be made available much more promptly. The effective work of non-governmental organizations in co-operation with UNEP was stressed by several delegations. A number of delegations said that they would use the new friends of the environment network to disseminate information.

^{65/} For the text of the decision, see annex I below.

282. Several delegations referred to the environmental information work of Earthscan, Worldwatch Institute and the NGO Environment Liaison Centre. However, a number of speakers stressed that at least half the amount of the information budget should be used to catalyse media organizations based in the developing countries, and that UNEP must break away from the conventional patterns of information flow from the industrialized nations.

283. Many delegations supported UNEP plans to create a regional information network operating closely with selected media agencies in the developing countries. Some were of the opinion that UNEP should play a major part in stimulating a "new international information order", using its catalytic role to ensure the multidirectional flow of environmental news in the world. Some delegations emphasized the use of radio as the best medium for informing the general public. A number of countries emphasized the need for technical assistance to developing countries in relation to audio-visual aids, which, one delegation pointed out, should be simple and inexpensive. Some delegations felt that UNEP should also concentrate on creating awareness of simple and technologically appropriate solutions to environmental problems.

284. Delegations pointed out that in its regional activities, UNEP should provide information tailored to serve the needs of the region concerned, and welcomed the appointment of UNEP information officers in the regions. A number of delegations indicated their willingness to co-operate with UNEP in publishing information in various languages, and to exchange films with UNEP.

285. The representative of UNESCO said that the Organization could do more in relation to information; the time had come for publicizing solutions rather than problems, and the MAB programme could provide most valuable material for both education and information.

C. Evolution of the form and content of the programme document

286. All delegations which spoke on the subject commended the Executive Director on his efforts to improve the form and content of the programme document. One observed, however, that it was difficult to understand the content without referring to the previous programme document. After considering the principles regarding form and content proposed by the Executive Director, the Committee agreed on the following:

Form

(a) The programme document should be prepared as a single account, the chapters generally following the sequence of topics contained in part I of document UNEP/GC.5/7;

(b) The sections within each chapter would be broadly similar to those contained in the chapters of part II of document UNEP/GC.6/7;

(c) The text should be as concise as possible, making use of diagrams, tables, etc., as necessary;

(d) Though the treatment given to each topic should be broadly similar, regardless as to where it fits in the in-depth cycle, items which are, or have been, covered by in-depth reporting should reflect the more comprehensive analysis and planning;

(e) The text of the document which describes those topics which are the subject of in-depth reporting at a particular session of the Governing Council should be supported by an information document or documents, and/or background papers;

Content

(f) That part of the programme document which reports on recent and current developments should focus on substantive results and accomplishments rather than events;

(g) The document should be so organized as to enable the Council to see what is planned to respond to the objectives and strategy, including a detailed work plan with dates and associated budgetary information;

(h) The document should precisely invite the Council's attention to the continuing validity of the objectives and strategies previously approved, and enable it to see the relationship of the proposed work plan and budget to them;

(i) The report should endeavour to place the activities of the Fund of UNEP (i.e. Level Three) within the context of world-wide activities in the field of the environment (i.e. Level Two), both in the substantive and financial terms.

D. General action regarding programme activities and adoption of the Committee's report

287. At the conclusion of its work, Sessional Committee I recommended for adoption by the Governing Council a draft decision, suggested by the Chairman, on programme matters, and, on the understanding that no additional financial implications were involved, a draft decision on regional programmes and programming: Asia, submitted by the delegations of Bangladesh, China, Cyprus, Indonesia, Iran, Iraq, Japan, Kuwait, Malaysia, Pakistan, Philippines, Syrian Arab Republic and Thailand.

288. The Committee also informed Sessional Committee II of its recommendations regarding the apportionment of Fund allocations to the various budget lines for 1979. The recommended figures are incorporated in Governing Council decision 6/13 D, paragraph 4. 66/

289. Commenting on the draft report of the Committee, one delegation, while ready to approve the draft, found the expression "non-polluting" forms of energy too vague; in its view no form of energy was non-polluting.

66/ Idem.

290. Following the adoption of the report one delegation, supported by another, expressed concern at the very detailed nature of some remarks concerning the conduct and financial management of activities. It feared that such an attitude might lead to paralysis, and hoped greater trust could be placed in the Executive Director's ability to make the necessary changes. The Executive Director should be left with the necessary freedom of action, within specified limits, and at the Council's next session, certain practices should be changed accordingly.

Action by the Governing Council

291. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decisions recommended by Sessional Committee I (decisions 6/2 and 6/10 respectively), 66/ and took note of the report of the Committee.

292. The Executive Director expressed concern that Sessional Committee I had not succeeded in cutting down on the number of draft decisions recommended for adoption by the Council. It might be possible, and would certainly be desirable, to combine those decisions into a smaller number, or even into a single decision covering all aspects of the programme to which Governments wished to direct the secretariat's attention. There was now a marked tendency towards lengthy preambles, and the Council might with profit return to the shorter format followed at its earliest sessions. More sharply focused decisions conveying precise instructions would make for better comprehension and easier implementation, as well as helping to keep the workload during sessions to manageable proportions. In the decisions just adopted, some of the operative paragraphs were almost word-for-word repetitions of paragraphs in the policy guidance decision arising out of the general debate in plenary. One decision contained apparently contradictory directives; some directives were not entirely consistent with directives issued by the Council on previous occasions; some decisions were phrased in such a way that it was unclear what action was to be taken and how the decision could properly be implemented. In some decisions, certain key elements had been omitted: It would have been appropriate for the Council, in the decision on CIFCA, also to urge all the Governments concerned to give their full support to the Centre.

293. He therefore hoped that at the seventh session a concerted effort would be made to reduce the number of decisions, and that drafting groups would be established in the Committees, at an early stage in the session, to work towards co-ordination and harmonization of decisions, both within each Committee and between them and the plenary, in order to ensure that the instructions given to the Executive Director were clear, precise and concise.

294. The representative of Uruguay said that he welcomed the Executive Director's frankness. He was well aware of the difficulties facing the Executive Director and the secretariat in dealing with sometimes complex

positions reflecting many different interests; as had been stated in Sessional Committee I, the Executive Director should be allowed to discharge his functions with a certain degree of flexibility and freedom. He shared the views of the Executive Director regarding the presentation of draft decisions. They should be in the hands of the secretariat before the end of the first week of the session. A drafting group should be established to harmonize and consolidate draft decisions, in collaboration with the secretariat, as well as a group that would deal specifically with the style of translated texts. To some extent he accepted the Executive Director's criticism of the decision on CIFCA. However, in the mind of his delegation, as one of the sponsors, the idea that Governments also should support CIFCA was implicit in the text, and particularly in the reference to a future restructuring of the Centre.

295. The representative of Belgium reiterated that the Executive Director should be allowed a certain measure of flexibility and freedom, and shared the Executive Director's views on the format of decisions. He stressed the need for greater reflection on what the Council wanted and precisely how it wished to co-operate with the Executive Director.

CHAPTER V

MATTERS ARISING OUT OF THE UNITED NATIONS CONFERENCE ON DESERTIFICATION

296. In considering agenda item 8 at the 10th, 11th and 12th meetings of the session on 18 and 19 May 1978, the Governing Council had before it the report of the Executive Director on review and follow-up activities (UNEP/GC.6/9 and Annex); a note by the Executive Director on additional measures and means of financing for the implementation of the Plan of Action to Combat Desertification (UNEP/GC.6/9/Add.1); the report of the Executive Director on the United Nations Conference on Desertification: Plan of Action to Combat Desertification - Measures to be taken for the benefit of the Sudano-Saharan region (UNEP/GC.6/9/Add.2); a note by the Executive Director on financial implications of the three alternatives for measures to improve institutional arrangements in the Sudano-Saharan region; a report of the Executive Director on Consultative Group for Desertification Control (UNEP/GC.6/9/Add.3); and a note by the Executive Director containing the report of the Secretary-General on the establishment and operation of a special account for financing the implementation of the Plan of Action to Combat Desertification (UNEP/GC.6/9/Add.4).

A. Review and follow-up activities

297. Introducing his report, the Executive Director pointed out that the report on the special session of the Environment Co-ordination Board held in April 1978 to discuss ways and means of carrying out the role entrusted to it by the General Assembly in respect of desertification was available to the Council in document UNEP/GC.6/5/Add.1. He reported on the results of his consultations with the Under-Secretary-General for the Department of Administration and Management to determine the best ways of initiating the implementation during 1978 of the provisions contained in paragraph 6 of resolution 32/172, and drew attention to the specific responsibilities of the Governing Council, the Executive Director and the Environment Co-ordination Board, as spelt out in recommendation 27 of the Plan of Action contained in the report of the Conference (A/CONF.74/36).

298. Delegations were generally satisfied with the outcome of the United Nations Conference on Desertification and with the steps already taken by UNEP to discharge the responsibilities entrusted to it by the Conference and endorsed by the General Assembly in paragraph 8 of resolution 32/172. Most delegations who spoke on the subject expressed support for the recommendation of the Conference according to which the Executive Director of UNEP and the Environment Co-ordination Board should be serviced by a very small number of highly qualified staff who would be clearly identifiable within the UNEP secretariat and drawn from the various United Nations agencies concerned.

299. The importance of international co-operation to combat desertification was generally recognized; one delegation pointed out that it was important to strengthen international peace and détente throughout the world and to

promote effective disarmament measures, thus releasing much-needed resources to promote the objectives of such co-operation. Several delegations stressed the relevance of developing national projects and programmes, and others emphasized the global dimensions of the problem, which required effective action at all levels; they therefore supported and stressed the importance of the over-all co-ordinating mandate given to UNEP for the implementation of the Plan of Action adopted by the Conference.

300. It was generally recognized that the momentum generated by the Conference would encourage Governments to translate into action the recommendations contained in the Plan of Action. Many delegations described in that connexion the specific desertification problems they faced and the legislative, administrative, socio-economic, educational and informational as well as technical measures which they had taken against desertification, in general or in the specific context of the Plan of Action. Some representatives, underlining the primary importance of those national measures, stated that it was for Governments themselves to decide what particular programme was best suited to their needs and what their priorities should be.

301. The importance of bilateral and multilateral co-operation and assistance for the development and strengthening of national, subregional and regional programmes and projects was also generally recognized. One representative stated that co-ordination of bilateral activities against desertification would not only permit appropriate adaptation of that assistance to the practical requirements of the countries concerned, but would also make it possible to transfer the experience gained to other regions and countries. It was also felt that every effort should be made to support and extend national projects in such a way that, where practical, a pattern could be promoted which would then develop into a subregional or regional activity. One representative added that, because of their demonstration and experimental value, national and regional measures to combat desertification should be regarded as serving the international community as a whole.

302. It was pointed out that international co-operation to combat desertification should in particular promote exchanges of experience and information, so as to close the gaps in relevant scientific knowledge. Some representatives underlined in that connexion the need to extend the training, educational and technological facilities which some countries already had to others which might benefit from such facilities. Several delegations, referring to the possibility of their Governments providing assistance in that respect, also stressed the important part which the United Nations system could play in promoting and co-ordinating that type of co-operation. One delegation suggested that a report on indigenous technologies should be submitted to the Governing Council at its seventh session, and would provide a UNEP input to the Conference on Science and Technology. Another delegation suggested that UNEP might provide some financial support for the technical workshops and seminars referred to in paragraph 6 of resolution 32/172.

303. One delegation said that operational measures should be taken within the framework of bilateral and multilateral co-operation: UNDP should have the central planning, co-ordinating and financing responsibility in that regard for the United Nations system as a whole. Another delegation expressed the view that the importance of environmental considerations was now sufficiently recognized by the various agencies of the United Nations system for the required action to be taken by them, including in the area of desertification, under the over-all co-ordinating and catalytic guidance of UNEP; institutional proliferation was not only unnecessary, but perhaps even counter-productive, and its Government would therefore continue to channel its multilateral aid contributions through existing institutions where they could be utilized in accordance with the priorities of recipient countries. Reference was also made to the relevance of the responsibilities of the UNEP staff concerned with work on arid and semi-arid lands in the subject area of terrestrial ecosystems to the implementation of the Plan of Action to Combat Desertification, for which a unit also existed.

304. Some delegations stated that, given the important role entrusted to the Environment Co-ordination Board in the follow-up action to the Conference, it was crucial that the new institutional mechanisms for co-ordination which would replace the Board take account of those responsibilities so as not to lose the momentum gained in the implementation of the Plan of Action. Mention was also made of the thematic joint programming exercise on arid and semi-arid lands, involving among others WMO, FAO and WHO, and several delegations also stressed the important role of the regional commissions in the effective implementation of the Plan.

305. Responding to points raised during the debate, the Executive Director confirmed that, as suggested by one delegation, the technological and scientific information on desertification control made available to UNEP by Member States would indeed serve as an input to the forthcoming Conference on Science and Technology. He also pointed out that the responsibilities entrusted to UNEP as the co-ordinator for implementation of the Plan of Action to Combat Desertification were distinct from those, of a more general nature, which formed part of its regular programme on arid and semi-arid ecosystems management and control. While he considered it indispensable to harmonize and integrate those two sets of activities, he wished to underline that the responsibilities of the Governing Council in those respects were also distinct. The required harmonization would be reflected in the location of the unit dealing with desertification in the Bureau of the Programme, where it would remain clearly identifiable, as required by the Conference recommendation. Paragraphs 96-100 of the Plan of Action contained in the report of the Desertification Conference spelt out the steps which were immediately required for the implementation of the Plan at the national, regional and international levels.

B. Additional measures for financing the Plan of Action

306. Introducing document UNEP/GC.6/9/Add.1, the Executive Director explained that the group of high-level specialists convened in accordance with paragraph 13 of General Assembly resolution 32/172 to prepare the study had been guided by paragraph 104 (e) of the Plan of Action, which suggested that specific ways of financing the implementation of the Plan of Action be reviewed, including funds-in-trust, fiscal measures entailing automaticity and an international fund.

307. A number of delegations noted that the study contained valuable information and innovative suggestions. One representative stated that some of the funding measures mentioned in the study were already being used in his country on a national basis. Some support was expressed for the idea of assured and predictable means of financing, and for the use of new sources of finance such as income from the exploitation of the international commons. One delegation noted that while some of the measures suggested were novel and controversial, they would be considered practical and sound in the not too distant future; the study as a whole could be regarded as a contribution to the consideration of the means of financing not only for anti-desertification programmes, but also for development purposes in general.

308. A number of delegations, on the other hand, indicated that the study contained highly complex suggestions that required further study before they could adopt a position, while another considered the proposals in the study to be general and exploratory in nature. One delegation expressed its opposition to the concept of automaticity, and indicated that funds should be generated from existing sources and savings from disarmament.

309. Some delegations suggested that the study be considered by the Council at its seventh session, and it was proposed that the study needed to be circulated to members for in-depth review and comment before a report could be submitted from the Council to the General Assembly. One delegation suggested the convening of a group functioning on an ad hoc basis, with balanced representation from the various regions, to review the study, said that some States members of the Governing Council might have different views from those expressed in the study, and suggested that the Governing Council submit an interim report to the General Assembly explaining that because of time constraints and the complexity of the matter, it had not been able to have the final study prepared in time for submission to the General Assembly at its thirty-third session.

310. Many other delegations argued that, in view of the urgency of anti-desertification measures, the Governing Council should not postpone a decision on the study. One delegation noted that although some of the measures suggested might be impractical at the present stage, others merited immediate study, and the report as a whole be sent to the General Assembly for consideration.

311. Replying to comments made during the debate, the Executive Director stated that in convening the group of specialists, he had made careful provision for a balanced composition; the group had consisted of members from all the regions, with the exception of Eastern Europe, from which he had not been able to have a member because of time constraints. It had been suggested that the Governing Council submit an Interim report to the General Assembly; however, the Assembly had specifically requested that a final report be submitted to it at its thirty-third session. Moreover, it was not clear what modalities would be followed for the proposed establishment of a new ad hoc group of high-level experts and what guidelines the Governing Council should give such a group for its work.

C. Measures to be taken for the benefit of the Sudano-Sahelian region

312. Introducing document UNEP/GC.6/9/Add.2, the Executive Director said that, in response to General Assembly resolution 32/170 of 19 December 1977, it contained a brief account of the roles and activities of the main competent existing organs in the Sudano-Sahelian region, and proposed measures and modes of action for implementing projects and programmes to combat desertification in the region, as well as measures, and three specific choices, for the improvement of institutional arrangements in the region. In particular, he wished to draw attention to the administrative and financial implications of those proposals, as indicated in paragraphs 37, 38, 41 and 42 of the report and in a conference room paper circulated to the Council.

313. Delegations generally agreed that the Executive Director's report presented adequately and explicitly the existing situation in the Sudano-Sahelian region. The need for improvement of that situation, particularly for co-ordination among the numerous bodies active in the region, was also recognized. Support was expressed for the proposed measures and modes of action for implementing projects and programmes to combat desertification in the region. One delegation expressed a reservation with regard to the objective of providing "general policy guidance for the direction and co-ordination of anti-desertification programmes within the region" as outlined in paragraph 31 (c) of the report; "guidelines" would in its view be preferable to "policy guidance", and the subparagraph in question should head the list of objectives for whatever institutional mechanism was set up.

314. Delegations generally agreed that the report was objective in its treatment of the three alternative mechanisms proposed. Representatives of countries outside the Sudano-Sahelian region stated that the choice of mechanism should be made by the countries of the region themselves. The representatives of those countries of the Sudano-Sahelian region participating in the debate supported the proposal for expanding the United Nations Sahelian Office (UNSO) at Ouagadougou as a joint UNDP/UNEP venture. Several delegations emphasized that the expanded UNSO should cover all 15 countries of the region, as specified in paragraph 3 of the Executive Director's report. One delegation stressed that, in exercising its new functions, UNSO should continue its activities in accordance with its mandate as outlined in

the relevant resolutions of the General Assembly and the Economic and Social Council concerning assistance to the drought-stricken countries of the Sudano-Sahelian region, particularly in co-operation with the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS). One delegation said that while the expansion of UNSO, whose headquarters should be in the region, was the easiest alternative to implement, the joint UNDP/UNEP authority over the expanded office should be studied very carefully, as the existing mechanisms, such as the UNEP Regional Office for Africa, could provide the liaison required. Another delegation, while recognizing that the decision was one for countries of the region themselves, expressed the view that the task under consideration could be carried out by the Consultative Group for Desertification Control and the Desertification Unit of UNEP, in co-ordination with existing institutions.

D. Report on the first session of the Consultative Group for Desertification Control

315. Introducing document UNEP/GC.6/9/Add.3, the Executive Director said that the first session of the Consultative Group for Desertification Control had taken place just before the sixth session of the Council. Considering the short time available for its preparation, the meeting had been highly successful. It had adopted a policy statement regarding the future work of the Group and considered six transnational projects presented by the secretariat. The report brought to the attention of the Governing Council the policy statement as well as the recommendations of the Group regarding future presentation of projects.

316. Several delegations expressed their views on the mobilization of financial and other resources by the Group for the implementation of transnational projects to combat desertification, and the work accomplished by the Group at its first session was generally commended. Some delegations indicated a preference for continuing to provide assistance in response to requests, through existing bilateral and multilateral channels, and the possibility of reallocation of existing resources within the United Nations system was also mentioned. One delegation expressed the view that the Consultative Group should not review projects, since that task could be entrusted to the Desertification Unit of UNEP, but rather should concentrate on the mobilization of the resources needed for project implementation. Another delegation stressed that the drought-stricken countries of the Sudano-Sahelian region, which were severely affected by desertification, should have priority with regard to membership. The representative of Tunisia indicated that his country would like to become a permanent core member of the Group, and supported the policy statement of the Group, as well as the views of the Executive Director contained in his report. Other delegations indicated that their Governments were still considering the question of permanent membership of the Group. Another delegation suggested that a subitem on afforestation should be included in the list of subjects requiring special attention on the part of the Group (para. 8 (b) of the policy statement). The Executive Director said he would bring the proposal to the attention of the Group at its next meeting.

E. Report of the Secretary-General on the establishment and operation of a special account to combat desertification

317. Introducing document UNEP/GC.6/9/Add.4, the Executive Director noted that the Secretary-General's report, which the Council was required simply to review, had been prepared pursuant to General Assembly resolution 32/172, which had endorsed in principle the creation of a special account as one of a series of measures for financing the implementation of the Plan of Action.

318. Some delegations expressed the view that the establishment of a special account was not an appropriate means of financing the effort to combat desertification, while several other delegations expressed their support for the Secretary-General's report. Several representatives particularly endorsed the recommendation that the purpose of the special account should be to facilitate the receipt and disbursement of funds for financing projects, programmes and other activities to help implement the Plan of Action to Combat Desertification. Several delegations recalled the views they had expressed at the United Nations Conference on Desertification and at the thirty-second session of the General Assembly, which had not changed.

Action by the Governing Council

319. At the 12th plenary meeting of the session, on 19 May 1978, the Governing Council adopted by consensus, as orally revised, the draft decision suggested by the Executive Director in paragraph 9 of his report on the report of the Consultative Group for Desertification Control, (decision 6/11 A, sect. III). 67/

320. At the 15th plenary meeting of the session, on 24 May 1978, the Governing Council considered a draft decision, submitted by the President and incorporating the above decision, on measures to combat desertification.

321. The representative of the Soviet Union said that while he would not stand in the way of a consensus, he wished to reiterate his delegation's position on the study of the group of specialists referred to in section II of the draft decision. The study was unacceptable, since the proposals by the group regarding automaticity of financing were contrary to the basic provisions of the Charter of the United Nations concerning non-interference in the internal affairs of States, and involved assigning supra-national functions to an international organization. Such proposals were unrealistic and could not contribute to the solution of the problem of financing the implementation of the Plan of Action to Combat Desertification.

322. The representative of Hungary, speaking on behalf of the delegations of Bulgaria, Czechoslovakia, the German Democratic Republic and Poland, expressed support for the views expressed by the Soviet delegation.

323. The draft decision was adopted as amended orally by the Executive Director and the representative of Senegal (decision 6/11). 68/

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

68/ Idem.

CHAPTER VI

UNITED NATIONS HABITAT AND HUMAN SETTLEMENTS FOUNDATION

A. Progress report on the implementation of the plan and programme of operations of the Foundation

324. The Governing Council considered agenda item 9 (a) at the 8th meeting of the session, on 12 May 1978. 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.6/10).

325. The Executive Director, in a brief introductory statement, announced that, in its debate on financial and budgetary matters and administrative arrangements of the Foundation, Sessional Committee II would consider recommending an extension of the Executive Director's authority to spend from the existing resources of the Foundation for a certain period of time. The most important element of the report before the Council related to the establishment by General Assembly resolution 32/162 of the Commission on Human Settlements and Habitat, Centre for Human Settlements. He drew particular attention to the General Assembly's decision that there should be close links between the Centre and UNEP and that accordingly the Centre would be located at Nairobi.

326. The Chairman of the Commission on Human Settlements said that, while he was not speaking formally on behalf of the Commission, he felt it was essential to give the Governing Council a brief account of its first session. The establishment of the Commission was an appropriate United Nations response to the challenges of Habitat: United Nations Conference on Human Settlements and the momentum generated by it. The Commission would become one of the major instruments for international co-operation in the field of human settlements among countries at different states of development and with different socio-economic systems.

327. The Commission faced four main difficulties: (a) according to General Assembly resolution 32/162, the Habitat Centre was to be composed of staff and other resources from various secretariat units at present scattered in three different places (Nairobi, New York and Vancouver); (b) the work programmes on which the different secretariat units were currently engaged had not yet been co-ordinated and harmonized; (c) according to resolution 32/162, the entire United Nations programme in the field of human settlements should be, as far as possible, decentralized to the regional commissions, together with related manpower and other resources; (d) all that should be done without any increase in the regular budget allocations for United Nations activities in the field of human settlements. Consequently, a major effort was required to raise extrabudgetary funds, and it was difficult to do so until Governments knew exactly for what purpose the funds were to be used and how the various programmes were to be integrated and co-ordinated.

328. The Commission had noted with regret that the Executive Director of the Habitat Centre had not yet been appointed, but welcomed the assurances of the Secretary-General that the appointment would be announced shortly. The Commission had requested the Executive Director, once appointed, to conduct a survey of existing resources for United Nations activities in the field of human settlements and to draw up a fully integrated and costed programme based on the principle of gradual regionalization. To that end, it had recommended that the Executive Director of the Centre should meet the executive secretaries of the regional commissions to discuss their work programmes and priorities in the field of human settlements and to agree on mutually acceptable criteria and arrangements for the deployment of resources to the regional secretariat units.

329. The deliberations of the Commission at its first session had taken place in a constructive and co-operative spirit. The task before the Commission and the Centre would require the mobilization of resources on a gigantic scale. Measures were needed to ensure the proper deployment and distribution of available resources, and the release and encouragement of the needed human capacity. If Governments and people could mobilize the political will and commitment to forceful action, the task could be successfully undertaken.

330. Moreover, the Commission would be able to live up to the great expectations placed on it only with the co-operative support of other United Nations organizations. The role of UNEP in that context was of extraordinary importance. He was therefore deeply grateful to the Executive Director of UNEP for his goodwill and co-operative attitude, which augured well for the symbiotic relationship that must be developed between the two secretariats at Nairobi.

331. Delegations which spoke on the item generally welcomed the end of the long period of uncertainty regarding institutional arrangements, and hoped that the substantial increase in the capacity of the United Nations system to tackle the global problems of human settlements would infuse new life into the Foundation. The fact, however, that the Executive Director of the Habitat Centre had not yet been appointed gave reason for concern. One representative pointed out that over four weeks had passed since the Secretary-General's assurances that the Executive Director of the Centre would be appointed shortly. His delegation had had no indication of any action by the Secretary-General in that respect, and found that situation less than satisfactory. Another delegation added that what the Centre did would largely depend on the personal qualities of its first Executive Director and the ideas he brought to his post. No more valuable time could or should be lost on the matter, and it was hoped that a firm decision would be taken promptly.

332. One delegation pointed out that the sooner the Centre became operational, the better would be the Foundation's chances of achieving its initial objectives. The Foundation needed to be given greater visibility and appeal by establishing as soon as possible an imaginative demonstration project which would clearly proclaim its message, especially to the developing countries.

333. Another delegation noted the special importance, inter alia as a means of attracting financial support, of basing the Foundation's operations to a high degree on the recommendations of the Habitat Conference regarding the social conditions of human settlements. In any event, a second contribution from the UNEP Fund to the Foundation would be necessary; such a contribution should be limited to the cost of one year's operation. The Executive Director's proposal that the Governing Council decide to cover the programme support costs for the Foundation for the whole of 1978 was welcome. The Fund should, in a context of close co-operation between UNEP and the Habitat Centre, continue to allocate a substantial share of its resources to catalytic support in the field of human settlements, as long as those programmes could not be funded from other sources. Another delegation, also endorsing the decision to guarantee financial support for the Foundation until the end of 1978, stressed that the Foundation should be enabled to maintain the flow of its operations. One delegation said that the extension of support for the Foundation should run until June 1979. Another delegation, while recognizing that ongoing activities could not be cut short, said that from 1 January 1979 the funds allocated to the subject area of Human Settlements should be redistributed and new programme priorities established.

334. One representative remarked that the close links envisaged between the Commission on Human Settlements and the Governing Council would inevitably impose additional responsibilities on UNEP, its Executive Director and its Governing Council. It could well be that many individuals would represent their Governments on both governing bodies. It might therefore be necessary to look again at the question of the frequency of Governing Council sessions in relation to sessions of the Commission. After five years of operation, UNEP had established a sufficiently stable policy basis and developed sufficient momentum to be able to proceed without the need for annual reviews of its work and policies. His delegation would therefore favour biennial sessions of the Governing Council. However, in view of the huge backlog of work it had to perform, the Commission would initially need to meet annually.

335. Another representative also addressed the implications of resolution 32/162 for the work of UNEP. While agreeing with the Executive Director that UNEP could now concentrate on the environmental aspects of human settlements, he wondered how that was going to be done. The Executive Director had indicated that a revision of objectives and strategies in the subject area of Human settlements would be submitted to the Council at its seventh session. His delegation would have welcomed at the current session a clearer picture of the Executive Director's intentions. Regarding the administrative impact of the resolution on UNEP, his delegation considered that the proposal for an eventual common administrative service for UNEP and the Habitat Centre should not be pursued.

336. One representative, referring to paragraph 8 (e) of document UNEP/GC.6/10 regarding regional secretariat units, said that his delegation and those of the EEC countries would be opposed to the establishment of regional offices of the Habitat Centre in all parts of the world. Existing United Nations machinery could be used for regional activities, and the component organs should bear that option in mind. Another representative stated that resolution 32/162 implied that available resources should be redistributed and new priorities defined.

337. The representative of the Centre for Housing, Building and Planning reported that the Commission, at its first session, had expressed the view that at the global and interregional levels the Centre's programme should include research and methodology activities, the promotion and dissemination of information, as well as assistance required for field activities. At the regional level, the programmes would be formulated by the regional commissions taking into account national, regional and subregional priorities. The Commission had considered the factors which should be taken into account in the selection, approval and evaluation of the programmes. It had provided useful guidance and direction for the future activities of the Centre and requested a number of substantive reports to be prepared for its second session to be held at Nairobi for two weeks in 1979.

338. Responding to points raised during the debate, the Executive Director emphasized that responsibility for the Foundation was being transferred at a time when the Foundation was in a good position to discharge its commitments and responsibilities, both administrative and substantive. As to the absence of a set of revised objectives and strategies in the subject area of human settlements, he had not so far been in a position to recommend the necessary changes. However, the proposed joint meeting of the bureaux of the Governing Council of UNEP and the Commission on Human Settlements would facilitate that matter.

Action by the Governing Council

339. At the 8th plenary meeting of the session, on 12 May 1978, the Governing Council took note of the Executive Director's progress report on the implementation of the plan and programme of operations of the Foundation (decision 6/12 A), 69/

B. Financial and budgetary matters and administrative arrangements

340. Agenda item 9 (b) was assigned to Sessional Committee II. In discussing the item, which was introduced by the Administrator of the Foundation, the Committee had before it documents UNEP/GC.6/11, UNEP/GC.6/12 and Add.1, UNEP/GC.6/L.2 and UNEP/GC.6/L.7.

69/ Idem.

341. Some delegations questioned whether, in view of General Assembly resolution 32/162, which established the Commission on Human Settlements as the competent Intergovernmental body to consider human settlements matters, the Governing Council of UNEP was in a position to rule on matters pertaining to the Foundation.

342. The Administrator explained that the first session of the Commission, being of an organizational nature, had not considered budgetary matters. It was also pointed out that the budget was not presented to the Commission because the Secretary-General felt that it should consider a combined budget for Habitat, Centre for Human Settlements together with the views of ACABQ thereon. It was however noted by some delegations that since an Executive Director for the Habitat Centre had not been appointed, a budget for the Centre could not have been prepared.

343. The Administrator drew attention to the fact that, in the absence of a decision on the appointment, the Secretary-General had suggested that the Governing Council of UNEP might consider extending the authority given in its decision 94 (V) to cover the period to 31 December 1978.

344. Several delegations expressed disappointment that an Executive Director had not been appointed, and urged that the appointment should be made in the near future.

345. One delegation expressed satisfaction with the way in which the Administrator of the Foundation had carried out decision 94 (V), particularly the latter part of paragraph 3, and expressed the hope that the Administrator would continue to carry out in a similar manner any extension of the authorization. Another delegation expressed the view that the financial accountability for the programme support costs should henceforth be formally vested with the Administrator of the Foundation until such time as the Executive Director was appointed.

346. One delegation stressed that UNEP should continue to give administrative support to the Foundation, although that did not imply that additional funds from the programme support budget of the Fund of UNEP should be used for programme support of the Foundation. It was further stated that the human settlements programmes of UNEP should be developed in close co-operation and consultation with the Executive Director of the Habitat Centre and that the Executive Director of UNEP should report on that co-operative effort to the Council at its seventh session.

347. The delegation of the Philippines announced that since the uncertainties regarding institutional arrangements for human settlements within the United Nations system were now resolved, its Government had decided to make a payment of \$250,000 as a first instalment against its previous pledge of \$1 million. The representative of Iraq announced his Government's pledge of \$10,000 and the representative of Zaïre announced his Government's pledge of \$32,000.

348. At the conclusion of the debate on Item 9 (b), the Committee recommended for adoption by the Governing Council a draft decision on budgetary matters and administrative arrangements for the Foundation.

Action by the Governing Council

349. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 6/12 B), 70/

70/ Idem.

CHAPTER VII

THE ENVIRONMENT FUND

350. Agenda item 10 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 1977

1. Fund programme implementation

351. In considering agenda item 10 (a), the Committee had before it the Executive Director's report on the implementation of the Fund programme for 1977 (UNEP/GC.6/13), with an addendum on Fund programme activities and status of voluntary contributions as at 31 March 1978 (UNEP/GC.6/13/Add.1).

352. Introducing the agenda item, the Assistant Executive Director, Bureau of the Environment Fund and Management, recalled that three problems had occupied the attention of the Governing Council at its fifth session: Slippage, i.e., the difference between commitments and expenditure; the gap between appropriations and commitments; and the utilization of non-convertible currencies. Two of those problems, slippage and the shortfall in commitments as opposed to appropriations, were now under operational control. With the visit of the Executive Director to Moscow and the subsequent approval of projects utilizing roubles, progress had also been made regarding the future use of non-convertible currencies. However, another problem had arisen: the Fund was approaching a position of financial restraint, in that pledges made thus far were insufficient to meet the target figure of \$150 million for the period of the medium-term plan 1978-1981.

353. Commitments for 1977, amounting to \$28.1 million, or 78.7 per cent of the appropriation, had been kept below the \$30 million figure established as the "cruising speed" for Fund operations; the purpose had been to ensure a smooth transition from regular annual increases to a high stationary level of commitments. Expenditure for 1977 was \$22.3 million, the highest level for any year so far, representing an implementation rate of 78 per cent. Although commitments and expenditures had not kept the same pace in all subject areas, the Executive Director was not requesting any changes in the appropriations; any new decision of the Governing Council, however, might require corresponding changes in budget line allocations.

354. Many delegations expressed concern that the Fund programme was constrained by the current lack of resources. One problem noted was the paucity of contributing countries: less than half of the States Members of the United Nations had announced pledges for the period 1978-1981. Another was that some countries were not contributing in amounts commensurate with their potential. Some delegations suggested that other sources of funding should be investigated. One delegation expressed the view that the target figure for 1978-1981 represented a modest increase in real terms over the target for 1973-1977; its Government's contribution had been raised in a

corresponding percentage with the new target, and it hoped other Governments would do likewise. Another delegation said that, unless more pledges were forthcoming, the level of activities would have to be reduced accordingly: several delegations hoped that that eventuality could be avoided. The following pledges to the Fund were announced by delegations: \$2,000 by the Government of Bangladesh for 1978; \$3,000,000 by the Government of Japan for 1978; Zl 1.5 million per annum by the Government of Poland for 1979-1983; and \$25,000 by the Government of Zaire for 1978.

355. Questions were raised concerning the geographical distribution of Fund-supported projects. Several delegations noted that the Asia and Pacific region did not receive a sufficient share of regional projects; in that connexion, two delegations emphasized the importance of the proposed Comprehensive Environmental Management Plan for the South Pacific. One delegation suggested that UNEP should examine the possibility of co-operative ventures with the United Nations University. A number of delegations expressed deep concern over the phasing-out period for Mediterranean activities, suggesting that the phasing out should be gradual and noting that the Mediterranean region's share of projects was lower in 1977 than in previous years. One delegation mentioned that the geographical distribution of projects might not appear so disproportionate if the regional elements of global projects were taken into account.

356. Some delegations supported the Executive Director's proposal to increase the uncommitted balance of the Revolving Fund (Information) to \$200,000 at 1 January 1979. Others expressed concern at the proposal, several inquiring whether the Revolving Fund was to be replenished annually to that level. Some cautioned that due attention should be paid to the commercial viability of projects sponsored. One delegation requested details of planned activities, in order that the necessary level of the Revolving Fund could be determined. Some delegations pointed out that changes would be required in the rules of the Revolving Fund if the Executive Director's proposal was accepted. Several delegations queried the appropriateness of financing the Revolving Fund from Fund programme reserve activities, rather than the Information budget sub-line. Two delegations expressed reservations regarding the proposed increase in the level of the Revolving Fund (Information).

357. The improvements in Report to Governments, in line with the annex to Governing Council decision 96 (V), were generally welcomed. It was suggested that the breakdown of project budgets should be treated in greater detail, and that the specific objectives of projects be made more precise. One delegation asked whether it would be possible for Governments to comment on projects described in Report to Governments. Another delegation stressed the value of short-term projects, as developing countries in particular had immediate needs to which such projects responded.

358. The Assistant Executive Director welcomed the support expressed by delegations for his call for increased contributions on a broader basis. He particularly commended the suggestion that pledges should be increased in line with the new target. New activities were envisaged to redress the current regional imbalance in Fund programme activities; however, programme priorities would be discussed in plenary meetings and in Sessional Committee I.

359. The Deputy Director of the Fund pointed out that only those activities which took place in a given region and exclusively for its benefit were listed as regional activities, and that global activities were not broken down into their regional components.

360. The Deputy Assistant Executive Director explained that the gestation period of activities financed by the Revolving Fund (Information) had proved longer than expected, and that lack of available resources had prevented the approval of new activities which were felt to be commercially viable. Certain proposals for the production and distribution of audio-visual materials were particularly promising in that respect. Originally the Revolving Fund, as an unforeseen expenditure, had properly been financed from Fund programme reserve activities; it was now for the Governing Council to decide the source from which further financing was to take place. He gave details from the rules of the Revolving Fund (Information) on the disposition of income accrued from activities financed under it. Ultimately, the Revolving Fund was intended to become self-supporting; should further replenishments be required, the Governing Council would be requested to authorize the necessary allocations as and when the need arose.

361. The Assistant Executive Director assured the Committee that commercial viability had been and would continue to be a chief concern in the selection of projects to be financed by the Revolving Fund.

362. At the conclusion of the debate on the implementation of the Fund programme in 1977, the Committee recommended for adoption by the Governing Council a draft decision on the implementation of the Fund programme. One delegation reiterated its reservations regarding the proposed increase in the level of the Revolving Fund (Information) contained in paragraph 6 of the draft decision.

Action by the Governing Council

363. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 6/13 A). 71/

2. Project evaluation

364. Introducing the Executive Director's report on the evaluation of Fund projects (UNEP/GC.6/14), the Assistant Executive Director emphasized the importance of clear project objectives to permit meaningful evaluation of results. Progress had been made in the development of methodologies for evaluation of UNEP-supported projects, and evaluation had begun of projects in some sectors which would be the subject of in-depth review by the Governing Council at its seventh session.

365. Delegations generally welcomed the progress made in the project evaluation programme since the fifth session of the Governing Council. Several speakers recognized the inherent difficulties of evaluating projects which aimed at

71/ Idem.

catalysing and co-ordinating the activities of a large number of actors. In particular, the need for clear project objectives was appreciated, and project design and appraisal were recognized to be important elements of project evaluation. Many delegations pointed out the need to keep the responsibility for project design, appraisal and implementation separate from evaluation, although several also recognized the importance of feedback from evaluation to project design. One delegation said that if evaluation could produce a positive impact on the programme, it might favourably affect levels of contributions.

366. Most delegations supported the principle that in-depth evaluations should be performed by outside consultants in order to ensure greater objectivity. One delegation, however, expressed the view that use of such outside consultants should be minimized, since UNEP staff would be sufficiently objective. Many delegations thought that whenever possible, outside consultants should be recruited from the region in which a project was being implemented, although one delegation stated that that practice need not be strictly adhered to, since the best expertise on the subject concerned might not necessarily be available in the region. One delegation suggested that UNEP staff in the various regions could serve as a link between project personnel and UNEP headquarters. Another said that a greater number of critical comments might be forthcoming if outside consultants were used on evaluations, and that in their reports to management for internal use, the evaluators should comment candidly on all aspects of projects, including Government participation; UNEP should be expected to submit the highlights of such reports to Governments.

367. Many delegations welcomed the guidelines for project evaluations as a clear indication of the Executive Director's thoughts on the subject. Some delegations suggested that the Executive Director should prepare a paper on methodology for UNEP project evaluations. Others felt that the UNEP methodology might usefully be applied by developing countries to their own project evaluation.

368. A number of delegations offered assistance to UNEP in the development of the evaluation programme. Some suggested that the United Nations Joint Inspection Unit could assist in the process. The use of a group of experts was also suggested. Some delegations advocated that the evaluation function in the secretariat should be strengthened and given the necessary independence from programme design and project implementation, and that adequate resources be allocated to it from existing resources. One delegation made a number of suggestions for more detailed information on project evaluations to be included in Report to Governments.

369. The Assistant Executive Director again emphasized the important relationship between project appraisal and evaluation and the requirement for clear project objectives. He stressed three key elements of UNEP's project evaluation methodology: project contribution to programme strategy, the co-ordinating and catalytic role of a project, and a review of the project within its own framework. The first two elements might not be relevant for countries' development programmes, but were vital for UNEP. Independence

of appraisal and evaluation units was an integral part of UNEP policy. Regarding the advantages of using outside consultants, as opposed to UNEP staff, in the evaluation programme, the secretariat believed that there should be no rigid application of either alternative; rather, an optimal mix had to be found for each in-depth evaluation. The degree of regional involvement would be reviewed for those projects having regional components. The linking of certain project evaluations to in-depth reviews would assist Governments in assessing the impact of the UNEP programme. Report to Governments was now disseminating information on the results of evaluations, so that Governments would be kept informed of progress made.

370. At the conclusion of the debate on project evaluation, the Committee recommended for adoption by the Governing Council a draft decision on project and programme evaluation.

Action by the Governing Council

371. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 6/13 B). 72/

B. Unaudited financial report and accounts for the biennium 1976-1977

372. In considering agenda item 10 (b), the Committee had before it the financial report and accounts of the Fund of the United Nations Environment Programme for the biennium 1976-1977 ended 31 December 1977 (UNEP/GC.6/L.3).

373. Introducing the agenda item, the Assistant Executive Director said that the unaudited financial report and accounts before the Committee were the first to be prepared on a biennial basis, following the new Financial Regulations of the United Nations and the adoption by the Organization of a biennial cycle for budgeting as well as accounting purposes. The financial report and accounts had been approved and certified correct by the Executive Director and submitted to the Chairman of the United Nations Board of Auditors and the Chairman of the Advisory Committee on Administrative and Budgetary Questions. They would be submitted, together with the comments of those bodies, for approval by the General Assembly at its thirty-third session and subsequent transmittal to the Governing Council at its seventh session.

374. The second part of the document, prepared in response to Governing Council decision 97 A (V), showed, item by item, the actions taken by the Executive Director to complete implementation of the recommendations of the Board of Auditors and the Advisory Committee regarding the financial report and accounts for 1975.

72/ Idem.

375. One delegation felt that the terminology used in the financial report was inconsistent with that used in other documents before the Committee, and mentioned that there were apparent discrepancies between different sets of figures. The secretariat replied that the apparent discrepancies were due to a change of accounting procedures which had been introduced in compliance with a recommendation of the Board of Auditors. The delegation felt that in any event, the reason for such discrepancies should be expressly indicated.

376. One delegation asked whether it was United Nations standard practice that investments be made in New York. The secretariat explained that in accordance with financial rule 206.1, the Secretary-General, as the custodian of UNEP funds, was responsible for the placement of UNEP investments; however, the investments themselves were not necessarily made in New York.

377. Another delegation pointed out that the total investments of \$20,121,438 as at 31 December 1977 seemed high, and asked whether it would be possible for UNEP to retrieve money at short notice in case of liquidity problems. The secretariat replied that while there would not normally be a need to withdraw money, as cash flow requirements were projected prior to the placement of investments, the investments were phased so as to allow for withdrawal on call or at 24 hours notice if the need arose.

378. At the conclusion of its discussion of item 10 (b), the Committee agreed to recommend to the Governing Council that it take note of the unaudited financial report and accounts of the Fund of the United Nations Environment Programme for the biennium ended 31 December 1977, as well as of the action taken by the Executive Director to complete the implementation of the recommendations of the Board of Auditors and the Advisory Committee on Administrative and Budgetary Questions regarding the financial report and accounts for 1975.

Action by the Governing Council

379. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council accepted by consensus the recommendation by Sessional Committee II, the substance of which is reflected in decision 6/13 C. 73/

C. Management of the Environment Fund

380. In considering agenda item 10 (c), the Committee had before it the Executive Director's notes on the management of the Environment Fund in 1977 (UNEP/GC.6/15) and on supplementary estimates for the programme and programme support costs budget 1978-1979 (UNEP/GC.6/16), together with the report of the Advisory Committee on Administrative and Budgetary Questions (UNEP/GC.6/L.4).

73/ Idem.

I. Programme activities

381. The Assistant Executive Director said that the Executive Director's note described several key developments in terms of allocations, level of commitment and state of implementation of different budget lines, and referred to the efforts being made to increase the utilization of non-convertible currencies. In that connexion, he wished to draw attention to recent developments such as the utilization of roubles equivalent to \$3.62 million for eight projects, current consideration of seven additional project proposals, and the use of the convertible portion of the Soviet contribution, inter alia, for the costs of Soviet specialists, consultants or staff members paid from the Fund since 1975.

382. The secretariat would welcome constructive comments on how to remedy the bottle-necks in the management of the Fund described in section II of the Executive Director's note. The reason for the Executive Director's request for authorization to increase the total appropriation for 1978 by the amount of unliquidated obligations reported by co-operating agencies (\$1.5 million) and by an amount rescheduled from 1977 of \$3.4 million was that the transition from 1977 to the 1978-1979 biennium was an exceptional one, both because of the decrease in appropriations from 1977 to 1978, and because 1978 was the beginning of the biennium. The current appropriation authority was simply not adequate to meet the commitment for such major activities as, for example, the follow-up to the United Nations Conference on Desertification and the Intergovernmental Conference on Environmental Education, and the Executive Director's note therefore suggested a mechanism for overcoming the problems involved.

383. General satisfaction was expressed at the Executive Director's note on the management of the Fund (UNEP/GC.6/15). Many delegations felt that it would be useful to standardize the reporting procedure on financial and budgetary matters and on the management of the Fund, for ease of year-to-year comparisons, and suggested the preparation of a glossary of terms used by the Fund of UNEP which would assist Governments in reading the relevant documents. A clear and precise format for the Fund management report, making extensive use of tables such as the annex on the estimated Fund position in 1978 and graphs, was recommended. Several delegations requested the addition of a tabular breakdown of the non-convertible and convertible currency cash carry-over for 1978-1979 and 1979-1980. Several delegations, noting the Executive Director's intention to retain the current level of UNEP activity and the disparity between programme needs and current funds, concluded that a broader funding base was needed if programme activities were not to be decreased. Although in the documentation prepared for the Governing Council, the Executive Director had proposed that unliquidated obligations or delayed activities in 1977 be charged against the commitment authority for that year, the Assistant Executive Director subsequently indicated that the wording had been changed to request an increase in the 1978 appropriations.

384. A number of representatives expressed their reservations about the suggested action by the Governing Council regarding the unliquidated obligations and rescheduled activities of 1977 (UNEP/GC.6/15, para. 24.7).

as the proposed procedure was thought somewhat unorthodox under the provisions of the general procedures governing the operations of the Fund of UNEP.

385. In the light of such views and the difficulties on the part of delegations in supporting the Executive Director's proposal on the matter, and in order to incorporate the Executive Director's proposal submitted to the Governing Council in his Introductory statement (UNEP/GC.6/L.1), the Assistant Executive Director suggested certain modifications to the requested authorization to the Executive Director in respect of the increase in the 1978 appropriation by the amount of unliquidated obligations and rescheduled activities from 1977 and of the 1978 component of the non-convertible currency projects. The modifications are reflected in paragraphs 7 and 8 of decision 6/13 D. 74/

386. Many delegations requested clarification regarding the Executive Director's agreement with Soviet authorities on the use of non-convertible currency, in particular on the use of roubles to pay the costs of Soviet staff and on the exclusive use of non-convertible currency to finance the projects concerned. One delegation asked for a description of the eight projects to be financed from the rouble contribution; another asked whether they were in line with the 21 goals for 1982, and many delegations cautioned that use of non-convertible currency should not distort UNEP priorities as approved by the Governing Council.

387. Several delegations expressed approval of the Executive Director's efforts to use non-convertible currencies, and one suggested their possible further use on projects that could be implemented in countries contributing such currencies. Another delegation cautioned that care should be exercised in approving the guidelines for the use of non-convertible currency, since they might increase non-convertible contributions which in turn could only be used in projects implemented in non-convertible currency regions. One delegation asked if the bilateral nature of the agreement concerning the use of non-convertible roubles on projects would duplicate current multilateral efforts; multilateral co-operation, while avoiding such duplication, would involve the use of convertible as well as non-convertible currency. Several delegations requested the Executive Director's assurance that only non-convertible currency would be used for the projects.

388. The Assistant Executive Director named the eight projects involving rouble financing and indicated the dollar equivalent cost of each project:

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| 1. Training courses and teaching aids on sand-dune fixation and on reclamation of saline irrigated soils and preparation of guidelines on sand-dune fixation | 1,082,000 |
| 2. Publication programme in the USSR | 500,000 |
| 3. Support to the 14th International Congress of Genetics (Moscow, 21-30 August 1978) and the convening of an expert consultation on genetic monitoring (Moscow, September 1978) | 90,000 |

74/ Idem.

4.	Study tour of national parks and nature reserves in the USSR	75,000
5.	Study tour on general development of human settlements in areas with agro-industrial complexes in the USSR	75,000
6.	Co-ordination of an international programme on the global biochemical sulphur cycles and the influence of human activities	88,000
7.	Assistance to the Mongolian People's Republic in the establishment of the Great Gobi National Park	1,600,000
8.	Training course for post-graduates from developing countries on ecology and productivity of pastures	300,000
	TOTAL	3,810,000

Further details would be contained in Report to Governments. The rouble contribution had a 25 per cent convertibility clause which covered most of the convertible costs involved. Expenditure of other non-convertible currencies, of which there were smaller amounts required accompanying expenditures in convertible currency. He also described the seven programme areas to be considered for project development, as detailed in the Moscow agreement. The payment in roubles of costs incurred by Soviet staff members and experts paid out of the Fund was to be retroactive, covering the period from 1 January 1975; the amount involved was approximately \$1 million.

389. Many delegations expressed concern about the level of the cash carry-over from 1978 to 1979 and from 1979 to 1980, pointing out that if the increase in commitment authority in convertible currencies by the amount of \$4.9 million was approved, and if the current commitment level was retained, a cash liquidity problem might arise.

390. Several delegations expressed the opinion that the real contributions received would not match the expected \$36 million contribution level for the medium-term plan, and requested assurance that an adequate cash carry-over would be maintained from year to year. The Assistant Executive Director stated that it was the firm policy of UNEP to maintain sufficient cash carry-over, even if that necessitated a reduction in Fund-supported activities. In view of the expressed concern about high-level forward commitment authority as suggested in Item 3 of paragraph 24 of document UNEP/GC.6/15, he suggested lower levels of forward commitment authority of \$10 million for 1980 and \$4 million for 1981; the suggestion was generally welcomed by the Committee.

391. Several delegations expressed concern over the appropriateness of continued UNEP support for the secretariats of the Convention for the Protection of the Mediterranean Sea against Pollution and the Convention on

International Trade in Endangered Species of Wild Fauna and Flora. Several delegations were of the opinion that once the secretariats were successfully established, the financial responsibility involved should be borne by the Parties to the Conventions. However, several other delegations stated that since the Mediterranean programme was a model project of a catalytic nature, the secretariat of the Mediterranean Convention and related activities should be substantially supported by UNEP through its follow-up stages. The view was also expressed that, while UNEP had a statutory responsibility to support the Endangered Species Convention secretariat, such support should not be standard procedure.

392. Regarding the Executive Director's proposals to establish trust funds for the Kuwait Convention, the regional action plan and the five-year state of the environment report, it was felt that contributions to the trust funds should not detract from contributions to the Environment Fund. One delegation asked whether funds were currently available for the proposed trust fund for the quinquennial state of the environment report. The Assistant Executive Director replied that funds had not yet been received, but that several offers had been made.

393. Several delegations suggested that in view of General Assembly resolution 32/162 of 19 December 1977, establishing Habitat, Centre for Human Settlements, the budget-line allocation for Human settlements and human health might be reduced and the funds reallocated. One delegation stated that regardless of Habitat's activities, UNEP programmes in human settlements and human health must continue; resources should therefore not be reallocated from that budget line. Several delegations expressed the opinion that reallocation of the funds from Human settlements and human health to other budget lines would be premature at the present stage. The Assistant Executive Director confirmed that UNEP would in any event continue its human settlements and human health programmes.

394. Some delegations expressed strong concern regarding the relative under-emphasis of the subject areas Energy, Environment and development, Terrestrial ecosystems and Oceans, as reflected by the very small allocations to the relevant budget lines, and suggested that, in order to reflect the importance UNEP should attach to those areas, more funds should be allocated to them. It was suggested that that and other questions on the allocation of budget lines should be raised in Sessional Committee I, which dealt with the matter of establishing priorities within the Programme.

395. Many delegations endorsed the Executive Director's intention to switch to biennial budgeting, in line with existing United Nations practice. It was pointed out that the new procedure would allow for more long-term planning, and one delegation suggested that pledges be made on a long-term basis in line with the targets of the medium-term plan, since apart from facilitating achievement of the objectives of the plan, that might also reduce slippage.

396. One delegation emphasized that the criteria for judging the success of UNEP's programmes should not be based solely on the number of completed projects or the rate of expenditure; the most important criterion was their

permanent influence. Another delegation recalled the essential functions of UNEP, as laid down by General Assembly resolution 2997 (XXVII), and pointed out that UNEP's catalytic role required great flexibility of resources.

397. At the conclusion of its discussion on the management of the Fund, the Committee recommended for adoption by the Governing Council a draft decision on Fund programme activities. One delegation recalled its observation that paragraph 6 of the draft decision was an unnecessary repetition of Governing Council decision 98 B (V), paragraph 3, of 24 May 1977.

398. The Chairman of the Committee communicated the text of the draft decision to the President of the Governing Council, together with the recommendation that Sessional Committee I might wish to arrive at a decision on the apportionment of the allocation for Fund programme activities to each of the budget lines.

399. After the adoption of the draft decision by the Committee, one delegation expressed its deep concern about the situation which might arise as a result of the decision, as the Executive Director's decisions on the approval of UNEP projects were governed by the level of cash in the Fund rather than by the Governing Council's instructions regarding the allocation of financial resources to respective areas of the programme.

Action by the Governing Council

400. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 6/13 D). 75/

2. Programme and programme support costs

401. The Assistant Executive Director introduced the proposals outlined in document UNEP/GC.6/16, and proceeded to present in detail the proposals related to the regional and liaison offices and the desertification unit. The Executive Director had conducted a review, as requested by Governing Council decision 97 (V), and had determined that the regional and liaison offices needed strengthening.

402. The proposed new posts for the desertification unit arose out of the adoption of General Assembly resolution 32/172, which had entrusted the Governing Council, the Environment Co-ordination Board and the Executive Director with the responsibility for follow-up and co-ordination of the Plan of Action to Combat Desertification; the new unit had been designed to undertake that complex, long-range and difficult task. The proposed expenditure on the new unit was minimal relative to the large programme costs envisaged. The recommendations of the Advisory Committee put the Executive Director in an impossible position, as he would be required to undertake programme responsibilities without the necessary resources. The situation virtually required the Executive Director to resort to the use of internal project funding. Accordingly, the Executive Director looked to the Committee to find an acceptable solution.

75/ idem.

403. The Executive Director informed the Committee that the request relating to the regional offices was based on Governing Council decision 97 (V), which had been designed to increase the level of representation in the FCA and ECWA regions to that of other regions. Several Governments were grade-conscious, and in some cases that affected the access which UNEP representatives could have to high-level government officials. Appointment of staff to the post of regional representative at a grade lower than that established for the post was sometimes necessary until they obtained the necessary United Nations experience for promotion to the full level of the established post. The second concern was that the level of some deputy regional representatives required reclassification so as to ensure that they would at all times be in a position to represent the regional representative. The proposal for administrative assistant posts was being made so as to free the representatives and their deputies from the heavy administrative routine and allow them to concentrate upon their substantive functions.

404. The Executive Director also informed the Committee of the tasks which had been entrusted to UNEP by General Assembly resolution 32/172 in regard to the follow-up and implementation of the Plan of Action to Combat Desertification. To carry out the large number of responsibilities involved, he had proposed only a small group of some 10 to 12 staff. Four posts had been made available, temporarily, on an internal project basis to cope with the requests made by the General Assembly at its thirty-second session for the reports to be submitted to it at its thirty-third session by or through the Governing Council. He could see no way to serve the Governing Council without the necessary tools. With regard to the level of the requested posts, he indicated that the smallness of the unit proposed required that it be top-heavy, as only staff of the highest calibre would be able to provide the high level of output required for servicing the Consultative Group and for carrying out all the other important functions assigned to that staff by the Plan of Action to Combat Desertification.

405. The Executive Director noted that some delegations had expressed some concern regarding programme support costs and gave some comparisons with other United Nations bodies. There were real technical problems in making such comparisons, but the over-all level of programme support costs for UNEP operations was approximately 13 per cent. He solicited the assistance of Governments in supporting him with any concrete studies they made in that respect.

406. The Committee discussed at length the proposed reclassifications and strengthening of the regional and liaison offices. While some delegations agreed that uniformity in grading between the different offices was needed, and supported all the requested reclassifications, others expressed doubt as to the need for them. Some delegations believed that uniformity could perhaps be achieved by down-grading, rather than up-grading. Another delegation indicated that the proposed D-2 grade for UNEP regional representatives appeared too high relative to the grading structure of the regional commissions. One speaker also noted that one of the regional offices was currently operating satisfactorily under a D-1 level representative. Some

other delegations indicated their support for the proposed reclassification of the two regional representative D-1 posts, but not the deputy regional representative P-4 posts. The representative of the Soviet Union reserved his delegation's position on the matter of regional office up-grading. One delegation urged the secretariat to be mindful of the number of temporary posts being created through Internal projects, and added that the ACABQ report had also drawn attention to that point. A list of such posts was requested and provided.

407. With regard to the proposed desertification unit, several delegations indicated their agreement with the Executive Director's proposal. Many delegations, while expressing appreciation for the informative presentation of the Executive Director, indicated that they wished to abide by the recommendations of ACABQ. Some delegations did not agree with the Executive Director that the staffing structure needed to be top-heavy. A number also proposed that the new unit should be integrated with the existing arid lands staff within UNEP. Several delegations suggested that ACABQ recommendations should be accepted by the Governing Council at the sixth session but that the matter should again be reviewed at the seventh session, after the thirty-third session of the General Assembly, when the pattern of staffing needs and of other staffing contributions would become clearer. Some delegations cited Governing Council decision 95 (V) and paragraph 103 of the Plan of Action contained in the report of the Conference on Desertification (A/CONF.74/36) in support of their contention that the proposed new unit should be provided for from within existing resources.

408. One delegation noted with satisfaction that some progress had been achieved on the issue of the transfer of posts from the programme and programme support costs budget to the regular budget, but another voiced the objections of its Government to the proposed second stage of such transfers.

409. At the conclusion of its discussion, the Committee recommended for adoption by the Governing Council a draft decision on the programme and programme support costs of the Fund.

410. The delegation of France recalled its constant reservations regarding the principle of transfers from the budget of the Environment Fund to the regular budget of the United Nations; while unwilling to break the consensus on a decision which otherwise seemed acceptable, it would have abstained on paragraph 1 of the draft decision had it been put to the vote.

Action by the Governing Council

411. At the 14th plenary meeting of the session, on 24 May 1979, the Governing Council considered the draft decision recommended by Sessional Committee II on programme and programme support costs for 1978-1979.

412. The representative of France recalled his delegation's reservations regarding paragraph 1 of the decision. France was opposed in principle to UNEP expenditure being brought under the regular budget, since that involved indirectly an increase in contributions.

413. The representative of the Soviet Union associated his delegation with the views of the French delegation.

414. The Executive Director said that it was pursuant to a request made by the French delegation at the fourth session that the Governing Council had requested the Executive Director to consult with the Secretary-General on the rationale for the allocation of posts between the regular budget and the Fund. In the light of that request, discussions had been held with the Advisory Committee on Administrative and Budgetary Questions. In resolution 31/208, the General Assembly endorsed the Committee's conclusion that the policy whereby no posts were to be added to the regular budget establishment of UNEP did not need to be extended automatically beyond 1977, but that any proposals by the Secretary-General to increase the regular budget establishment in the biennium 1978-1979, or subsequently, should be accompanied by full justification in terms of functions and grading. Proposals, accompanied by full justification, were made for the transfer of posts from the Fund to the regular budget. The conclusion was that there was a need for a transfer of a large number of posts, but that the transfer should be made in steps. The General Assembly had agreed at its thirty-second session to the transfer of five Professional posts and had made no objection to continuation of the process.

415. The draft decision was then adopted by consensus (decision 6/13 E). 76/

76/ Idem.

CHAPTER VIII

CO-OPERATION IN THE FIELD OF THE ENVIRONMENT CONCERNING NATURAL RESOURCES SHARED BY TWO OR MORE STATES

416. In considering agenda Item 11 at the 8th and 9th plenary meetings of the session, on 12 and 15 May 1978, the Governing Council had before it a note by the Executive Director transmitting the final report of the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States (UNEP/GC.6/17).

417. The Executive Director, in a brief introductory statement, recounted the history of the Intergovernmental Working Group and pointed out that UNEP had discharged the mandate entrusted to it by the General Assembly in resolution 3129 (XXVIII) of 13 December 1973. It was now for the Council, if it so wished, to approve the report of the Group, invite the General Assembly to adopt the principles and call upon Governments to respect them, and authorize him to transmit the report, on behalf of the Council, to the General Assembly at its thirty-third session as the final report of the Working Group.

418. Delegations generally agreed that the Working Group had achieved constructive work which would enhance international co-operation between States in the field of the environment in general, and for the harmonious conservation and exploitation of shared natural resources in particular. Several delegations were prepared to go along with the recommendations of the Executive Director contained in paragraph 10 of UNEP/GC.6/17; several others advocated that the Council should recommend to the General Assembly that it adopt the principles and urge Member States to respect them, while a few stressed that such a proposal went too far and that they could not endorse it. A number of delegations recalled in that connexion that their views on the whole question of shared natural resources had been fully detailed in previous sessions of the Governing Council and at the meetings of the Working Group.

419. One delegation stated that the work accomplished by the Group was in accordance with the implementation of General Assembly resolution 3129 (XXVIII) and of articles 3 and 30 of the Charter of Economic Rights and Duties of States, as well as the principles laid out in the Stockholm documents. Another delegation said that the principles of conduct already existed, to a large extent, in international customary law, and were already widely reflected in its national legislation.

420. Several delegations stressed that the principle of permanent, absolute and exclusive sovereignty of States over their natural resources was clearly recognized in international law; the work of the Group must therefore be seen as in no way prejudging that sovereignty. In their view, the principles elaborated by the Group only had the nature of recommendations, and could not of themselves impose legally binding obligations on States. Such obligations could be created only through bilateral or multilateral

agreements that States concerned might freely enter into to deal with problems of conservation and utilization of natural resources, taking into account the specific circumstances of such resources. One delegation also said that the words "for the guidance of States" should be deleted from the report of the Group, since they might be construed as a limitation on the sovereignty of States over their natural resources.

421. One delegation stressed that the solution of problems of shared natural resources should be sought through friendly consultations on an equal footing between the countries concerned. Another reiterated its Government's view that international disputes regarding shared natural resources could best be solved bilaterally. One speaker stated that, while the specific legal scope and binding nature of the principles would, in the future, derive from their incorporation in international agreements, they nevertheless already had an intrinsic value which would permit their being used as a basis for the development of uniform or at least parallel legislations in various States.

422. A number of delegations said that work should be continued towards an acceptable definition of the concept of "shared natural resources", which was needed for a proper interpretation and implementation of the principles. One delegation expressed the view that a definition was not necessary in order to make the principles operable. Another delegation pointed out that, while lack of time had not permitted the Group to arrive at such a definition, it was clear from paragraph 16 of its report that it did have in mind, and did discuss, the question of definition. If it could not be tackled by the Group in the future, that question would have to be discussed in some other forum before the work as a whole could be considered complete, since it was an integral part of that work. The same delegation also said that the various reservations and declarations mentioned in paragraph 15 of the report of the Group would have to be taken into account in future work on the subject. It would have also been desirable, in its view, that an approach paper indicating elements for a definition, prepared by UNEP consultants, be made available to Member States for their comments to permit in-depth consideration of such elements by the Working Group.

Action by the Governing Council

423. At the 12th plenary meeting of the session on 19 May 1978, 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 the President.

424. The representative of Brazil said that his delegation would be unable to join the consensus on the draft decision because of reservations already expressed at previous sessions of the Governing Council and reiterated in the report of the Working Group.

425. The representative of Mexico said that his delegation could not endorse the two operative paragraphs of the draft decision and could not join the consensus for reasons already stated.

426. Referring to his delegation's position as stated during the general debate, the representative of China said that if the draft decision was put to the vote his delegation would abstain.

427. The representative of Colombia commended the work of the Working Group and the efforts of UNEP to provide an internationally accepted legal basis for co-operation in the field of the environment concerning shared natural resources. Nevertheless, his delegation could not join the consensus, since that might imply over-all approval of the draft principles. It reserved its position regarding the substance of those draft principles until their consideration by the General Assembly.

428. The draft decision was then adopted by consensus (decision 6/14). 77/

429. The representative of Japan said that his delegation reserved its position regarding the draft principles because of possible legal implications in the future.

430. The representative of Ghana expressed gratification at the Working Group's success in formulating the draft principles with a wide measure of agreement. The report represented a worthwhile effort and could properly be submitted to the General Assembly. He hoped the Assembly would be able to commend the principles to States as guidelines worthy of observance in the interests of international peace and harmony.

431. The representative of Argentina said that her delegation welcomed the adoption of the decision, but would have liked the General Assembly to be invited to urge States to respect the draft principles of conduct.

432. The representative of Spain said the fact that his delegation had joined the consensus on the decision should not be taken to imply a change in its position regarding shared natural resources. Spain reserved its position on the content of the report of the Working Group until such time as the General Assembly took up the item.

433. The representative of the Netherlands said that his delegation was satisfied with the consensus reached, although it recognized that some of the principles needed to be improved upon and although it would have preferred the Governing Council to invite the General Assembly to request States to respect the principles.

434. The representative of France said he would have preferred the Governing Council to invite the General Assembly to adopt the report of the Group, rather than to adopt the draft principles, as stated in paragraph 2 of the decision.

435. The representatives of Romania and Turkey said that their delegations shared the views expressed by the representative of France.

436. The representative of Iraq said his delegation welcomed the consensus adoption of the decision, and strongly endorsed the invitation to the General Assembly to adopt the draft principles.

77/ Idem.

CHAPTER IX

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

437. The Governing Council considered agenda item 12 at the 9th plenary meeting of the session, on 15 May 1978. The Council had before it the report of the Executive Director on the feasibility and desirability of convening an intergovernmental meeting to deal with the environmental problems of the material remnants of wars (UNEP/GC.6/18 and Add.1).

438. The Executive Director, in a brief introductory statement, referred to the small number of replies to his letter requesting the views of Governments on the feasibility and desirability of convening an intergovernmental meeting. Seventeen Governments, as against 15, did not consider it feasible and desirable. In the light of that inconclusive result, he would suggest that the recommendations contained in paragraph 8 of the report be adopted.

439. A number of representatives recalled the views expressed by their delegations at previous sessions, and some of them reiterated that the matter was not within the competence of UNEP, and should be dealt with on a bilateral basis. One of them recalled that his Government was prevented by the Agreement on German External Debts, signed in London on 27 February 1953, from entering into any obligations in respect of claims related to the material remnants of wars. His Government would provide information on means of dealing with environmental problems created by the material remnants of wars, in accordance with paragraph 8 of the report.

440. Other delegations considered the matter to be well within the competence of UNEP. One such delegation felt that in view of the inconclusive result of the Executive Director's consultations, it would not be feasible to convene an intergovernmental meeting, although the question needed to be dealt with in such a forum. The problem was a serious one which could not be settled on a bilateral basis.

441. One representative argued that the preventive aspect of the problem (i.e., the restriction or prohibition of certain uses of military explosives, particularly mines and booby traps, in order to eliminate or at least reduce the risk posed to civilians, and the establishment of mine field maps in order to facilitate removal of the mines on the cessation of hostilities) would best be left to the conference to be convened in 1979 with a view to reaching agreements on prohibitions or restrictions on the use of specific conventional weapons. ^{78/} UNEP, however, had an important role to play in assisting in the actual removal of remnants from past wars; while it could hardly be expected to become involved in the actual conduct of removal

^{78/} General Assembly resolution 32/152 of 19 December 1977, para. 2.

operations, it should maintain a roster of available national and international expertise in the area. It should also study the need for and possibility of training of nationals from developing countries in the techniques of mine removal and related activities. UNEP action in that respect should be dealt with under the subject area "Health of people and of the environment".

442. Delegations generally supported the recommendations contained in paragraph 8 of the Executive Director's report. One delegation, however, felt the recommendations were not adequate: UNEP should also urge the countries affected by the material remnants of wars, and those responsible for those remnants, to meet in order to solve the problems under UNEP guidance. A report by the Executive Director should be submitted to the Council at every session. UNEP should also study the feasibility of setting up special funds for each clearing operation, after proper assessment of the cost, and those funds should be provided, in appropriate proportions, by the countries which had caused the environmental damage. Two delegations took the view that an expert group should be established to deal with the question of the environmental aspects of the material remnants of wars under the auspices of UNEP in collaboration with other competent United Nations organs.

Action by the Governing Council

443. At the 9th plenary meeting of the session on 15 May 1978, the Governing Council noted the report of the Executive Director on his consultations with Governments regarding the feasibility and desirability of convening an Intergovernmental meeting to deal with the environmental problems of the material remnants of wars, and requested the Executive Director to follow the course of action proposed in paragraph 8 of his report (decision 6/15). 79/

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

CHAPTER X

RELATIONSHIPS WITH NON-GOVERNMENTAL ORGANIZATIONS

444. The Governing Council considered agenda item 14 at the 9th plenary meeting of the session, on 15 May 1978. The Council had before it a report by the Executive Director on relationships with non-governmental organizations (UNEP/GC.6/6).

445. In an introductory statement, the Executive Director said that the criteria for the selection of individuals who could constitute an international network of friends of the environment had not yet been developed. At the January 1978 informal consultations, Governments had called for a slow and cautious approach to the constitution of the network, and no network had yet been firmly established. The matter would be further discussed at the next informal consultations and a report submitted to the Council at its seventh session.

446. Several delegations welcomed the efforts made to identify individuals who could constitute an international network of friends of the environment, and one requested assistance from UNEP in the development of such a network at the national level. Two delegations stressed the importance of circulating to Governments precise information on selection guidelines and on the network's purposes and role, and one asked whether the Executive Director intended to use the NGO communications channel as the preferred way of developing the network.

447. Delegations which took part in the debate generally welcomed the ways in which the Executive Director had pursued the development of working relationships with non-governmental organizations (NGOs), including the efforts to promote NGO participation in IRS, the continuing co-operation of UNEP with the Environment Liaison Centre, the production of the NGO profile survey and the involvement of NGOs in World Environment Day. Since NGOs had considerable expertise and were one of the main channels of communication between policy-makers and the general public, co-operation with them was useful and necessary for international organizations as well as for Governments. Indeed, they had a crucial role to play in disseminating environmental information. In many parts of the world, the assistance of NGOs had been enlisted in the planning process, where they had made positive contributions in adding new dimensions to the consideration of many problems. With government support, they were often involved in numerous projects whose major objective was to improve the standard of living of the people. They were playing important roles in wildlife conservation, soil conservation, afforestation, and water and housing programmes.

448. One speaker suggested that Report to Governments should be distributed upon request to NGOs and added that one way to draw more fully on NGO expertise would be for UNEP to enlist non-governmental experts to serve on expert panels. Another speaker felt that a day might be set aside during sessions of the Council to allow NGOs an opportunity to voice criticism and comments, and suggested that the University of Nairobi should, with NGO

support, establish a school of environmental studies, a suggestion which was backed by another representative.

449. One delegation recommended that in establishing relationships with non-governmental organizations, UNEP should first ascertain how representative they were and how authentic was their interest in the environment; it should concentrate primarily on NGOs in consultative status with the Economic and Social Council, and should avoid establishing contact with NGOs which were not acceptable to national Governments.

450. One representative said that it would have been helpful if the foot-notes in the report of the Executive Director had indicated Fund-supported activities, so that Governments could refer to the Fund project in question and see more clearly the nature of the collaborative effort involved. Another wondered whether it might not be too restrictive for the Governing Council to call on the Executive Director and Member States to encourage the creation and growth of NGOs and their activities in the field of the environment, especially in developing countries, as suggested in paragraph 40 (b) of the report.

451. The representative of the Environment Liaison Centre noted that the World Environment Day project allowed NGOs to focus their activities in an internationally co-ordinated way on common themes and concerns. He urged UNEP to maintain its open policy towards NGOs and to continue with its projects for public information and education. The Centre's close involvement in those two key activities was essential to create the public awareness and knowledge without which environmental improvements would be difficult to achieve. He emphasized the important impact which UNEP assistance had on NGO activities and urged Governments and UNEP to do everything possible to expand assistance, thus enabling the Centre and other NGOs to play their full part.

452. The representative of the Council on Human Ecology, speaking also on behalf of non-governmental organizations concerned with the human environment, said it was in the endeavour to improve the quality of life that NGOs could and did make a most valuable contribution to their respective Governments' work. NGOs could often reach people who were inaccessible to their Governments, while also reaching Heads of State, international figures and international organizations. While the amount provided to assist NGOs in their work represented only a fraction of the UNEP budget, it had had a multiplier effect in enabling NGOs to make use of the services of institutions and individuals in countries around the world, and had helped NGOs promote awareness and public action on environment and development issues everywhere. NGOs were, however, alarmed at the possibility of smaller projects, which provided the foundation for a broad world-wide attack on ecological problems, being rejected or neglected by UNEP in favour of larger projects. The support of Governments for efforts to promote a closer practical working relationship between UNEP and NGOs, and for the work of NGOs themselves, would be welcome.

453. The Secretary-General of the International Chamber of Commerce said that world business strongly supported environmental improvement measures which took into account the regenerative capacity of the environment, relevant

socio-economic factors and local requirements, and were based on a sound assessment of technological possibilities. However, business opposed both the setting of environmental standards without adequate scientific basis and environmental policies or regulations which were arbitrary or unduly costly. It believed that any regulatory approach should be based upon environmental standards which permitted technological flexibility, was opposed to an approach based upon the specification of technologies and the composition of materials to be used. International business stood ready to establish, through UNEP, more effective lines of communication with Governments. The common concern must be to develop approaches and solutions which would permit the achievement of both general and more specific environmental goals. In that connexion, UNEP was to be commended on the establishment of its Industry programme, which undoubtedly supplied a firm foundation for consultations and mutually reinforcing action by the public and private sectors. However, there was ample scope for further co-operation.

454. Responding to the comments made, the Executive Director pointed out that the phrase "especially in developing countries" in paragraph 40 (b) of his report was simply a reiteration of the terms of paragraph 2 of decision 103 (V). He assured delegations that UNEP would press ahead with the selection criteria for friends of the environment and with the definition of the role and purposes of the network. Many of the NGOs with which UNEP was in contact already had consultative status with the Economic and Social Council, but there were other NGOs active in the field of the environment with which UNEP could usefully co-operate. While he did not know whether all Governments would welcome the distribution of Report to Governments to NGOs which so requested, he had no objection to that procedure. As to the inclusion of non-governmental experts in expert panels, he noted that experts were selected in their personal capacity without UNEP necessarily consulting Governments. In conclusion, he assured the representative of the Council on Human Ecology that there had never been a directive from the Governing Council that small projects should be neglected in favour of larger projects.

Action by the Governing Council

455. At the 9th plenary meeting of the session, on 15 May 1978, the Governing Council adopted by consensus a draft decision suggested by the President on relations with non-governmental organizations (decision 6/16). 80/

80/ Idem.

CHAPTER XI

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

A. Date and place of the seventh session

456. At the 13th plenary meeting of the session, on 23 May 1978, the Governing Council considered the date and place of its seventh session and the question of informal consultations with Governments.

Action by the Governing Council

457. At the same meeting, the Council adopted by consensus a recommendation by the President that its seventh session should be held at Nairobi from 18 April to 4 May 1979, with informal consultations during the morning of 18 April, 81/ and a draft decision suggested by the President concerning informal consultations. 81/

B. Draft provisional agenda for the seventh session

458. At the 14th plenary meeting of the session, on 24 May 1978, the Governing Council considered the draft provisional agenda for the seventh session. The Executive Director suggested certain amendments, and pointed out that the incorporation of environmental considerations in the establishment of the new international economic order and the new international development strategy would be discussed under item 7, "Programme matters".

Action by the Governing Council

459. At the 15th plenary meeting of the session, on 24 May 1978, the Council approved the draft provisional agenda as amended. 82/

81/ Idem., "Other decisions".

82/ For the text of the provisional agenda as approved, see annex I below, "Other decisions".

CHAPTER XII

ADOPTION OF THE REPORT OF THE SIXTH SESSION

460. The Governing Council considered the draft report on the work of its sixth session at the 13th, 14th, 15th and 16th plenary meetings of the session, on 22, 24 and 25 May 1978.

461. During the consideration of the report of Sessional Committee II, at the 14th meeting, the representative of the Soviet Union announced that his Government, together with those of the Byelorussian and Ukrainian Soviet Socialist Republics, had decided to contribute 8 million roubles to the Environment Fund for the period 1978-1980; up to 25 per cent of that amount would be convertible. The representative of France recalled that his Government had paid its pledge for 1978 of the equivalent of \$1,290,323. The representative of Bangladesh informed the Council that his Government's pledge of \$2,000 for 1978 (see para. 354 above) had been paid during the session. The representative of Senegal recalled that during the general debate his delegation had announced its Government's pledge of \$10,000 for the biennium 1978-1979.

462. The Council adopted the present report at the 15th meeting, on 24 May 1978, subject to the incorporation of amendments approved during the consideration of the draft report.

CHAPTER XIII

CLOSURE OF THE SESSION

463. At the 16th plenary meeting of the session, the representatives of Kenya, the Philippines, the Union of Soviet Socialist Republics, Colombia and Greece, speaking on behalf of the States in their respective regional groups, and the representative of Jamaica, speaking on behalf of the Group of 77, paid tribute to the Executive Director and the secretariat for their untiring efforts to make the session a success, to the President and the other officers of the bureau for their diligence and skill and to the people and Government of Kenya for their warm hospitality. The Executive Director and the President made closing statements.

464. The President then declared the sixth session closed.

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

6/1. Programme policy and Implementation

The Governing Council,

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

Taking fully into account General Assembly resolutions 32/168 of 19 December 1977 on the report of the Governing Council of the United Nations Environment Programme on the work of its fifth session, 32/162 of 19 December 1977 on institutional arrangements for international co-operation in the field of human settlements, 32/172 of 19 December 1977 on the United Nations Conference on Desertification, 32/174 of 19 December 1977 on the assessment of progress in the establishment of the new international economic order, 32/197 of 20 December 1977 on the restructuring of the economic and social sectors of the United Nations system, 32/206 of 21 December 1977 on the recommendations of the Committee for Programme and Co-ordination and 32/88 of 12 December 1977 on the special session of the General Assembly devoted to disarmament, as well as other relevant resolutions and decisions of the Assembly at its thirty-second session and the Economic and Social Council at its sixty-third session, 2/

Having considered:

- (a) The Introductory statement of the Executive Director, 3/
- (b) The Introductory report of the Executive Director, 4/
- (c) The report of the Executive Director on the state of the environment 1978, 5/
- (d) The reports of the Environment Co-ordination Board on its seventh and eighth sessions, 6/ and the agreed memoranda of understanding between the United Nations Environment Programme and co-operating agencies of the environment programme, 7/

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- 1/ Decisions I (I), 5 (II), 20 (III), 47 (IV) and 82 (V).
 - 2/ UNEP/GC.6/3.
 - 3/ UNEP/GC.6/L.1
 - 4/ UNEP/GC.6/2.
 - 5/ UNEP/GC.6/4.
 - 6/ UNEP/GC.6/5 and Add.1.
 - 7/ UNEP/GC/INFORMATION/6 and Add.1.

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

Having special regard to its decisions on programme and fund programme activities and on the management of the Environment Fund, 8/

I

Environmental considerations in the establishment of the new international economic order and in a new international development strategy

1. Notes that the General Assembly decided 9/ to convene a special session in 1980, at a high level, in order to assess the progress made in the various forums of the United Nations system in the establishment of the new international economic order and, on the basis of that assessment, to take appropriate action for the promotion of the development of developing countries and international economic co-operation, including the adoption of the new international development strategy for the 1980s;

2. Notes also that the General Assembly established a committee of the whole, which is meeting, as and when required, during the inter-sessional periods until the special session in 1980;

3. Notes further that the General Assembly stressed the need for ensuring that environmental considerations are taken into account in development programmes in differing socio-economic settings, in the establishment of the new international economic order and in the formulation of the new international development strategy;

4. Welcomes these decisions of the General Assembly as providing an opportunity for tackling the problems of development within a framework which takes full account of environmental considerations;

5. Reaffirms that environmental considerations are not in conflict with the development process, but rather ensure the sustainability of development, and considers that sustainability should be a criterion of any new development strategy, which should take account of the inter-related nature of population, resources, environment and development, and set out harmonized objectives which meet the aspirations of man for the fulfilment of his basic needs on the one hand and foster his opportunities for a better quality of life on the other;

8/ Decision 6/13, D and E of 24 May 1978.

9/ Resolution 32/174 of 19 December 1977.

6. Urges Governments, in their participation in the process of preparation for the 1980 special session of the General Assembly, to stress the need to take environmental considerations fully into account;

7. Considers that the results of the regional seminars on alternative lifestyles and patterns of development being held by the United Nations Environment Programme in co-operation with the regional commissions, 10/ and the continued work on ecodevelopment, 11/ should be taken into account in the Programme's preparation for the special session of the General Assembly;

8. Requests the Executive Director to participate effectively in the process of preparation for the special session of the General Assembly in 1980, taking the requisite steps to this end, including as necessary the strengthening of work at the regional level, to collaborate with other organizations concerned within the United Nations system and with the Director-General for Development and International Economic Co-operation, and to keep the Governing Council informed at each session of the results of his endeavours;

II

Co-ordination

Medium-term environment programme

1. Endorses the Executive Director's proposals 12/ regarding the development of a systemwide medium-term environment programme;

2. Considers that these proposals are in line with the decisions of the General Assembly contained in section VI - Planning, programming, budgeting and evaluation - of the annex to its resolution 32/197 of 20 December 1977 on the restructuring of the economic and social sectors of the United Nations system;

3. Notes with satisfaction the intention of the Executive Director 13/ to consult with the executive heads of the co-operating agencies on the steps to be taken in regard to the establishment of the medium-term environment programme, and to report on the results of his consultations to the Governing Council at its seventh session;

10/ UNEP/GC.6/7, para. 90.

11/ Ibid., paras. 88 and 89.

12/ UNEP/GC.6/2, paras. 6-13.

13/ See para. 120 of the present report.

4. Requests the Executive Director to continue to stress thematic joint programming exercises with the co-operating agencies, which it considers of great importance to the preparation of the medium-term programme, and to ensure that the co-operative activities developed with the members of the United Nations system in the context of the programme of the Environment Fund are based on the results of joint programming and thematic joint programming;

Environment Co-ordination Board

5. Expresses appreciation of the way in which the Environment Co-ordination Board has discharged its co-ordinating responsibilities, particularly with respect to the implementation of Earthwatch, joint programming, thematic joint programming, and the study of the major impacts on the environment resulting from operational field projects supported by Board members;

6. Notes with satisfaction the statement by the Executive Director ^{14/} that the Administrative Committee on Co-ordination, at its special session at Geneva on 20 May 1978, decided to report to the Economic and Social Council at its sixty-fifth session that the merger of the Board with the Administrative Committee has been effected, and that the Administrative Committee is thus to assume the functions of the Board set out in General Assembly resolutions 2997 (XXVII) of 15 December 1972 and 32/172 of 19 December 1977, including, inter alia, that of annual reporting to the Governing Council of the United Nations Environment Programme in accordance with the two resolutions;

7. Further notes that the Executive Director of the Programme will assume responsibility for the preparatory process for the discharge by the Administrative Committee of these functions, in consultation as necessary with other interested executive heads;

8. Welcomes the assumption by the Administrative Committee of responsibility for the functions of the Board;

9. Urges the Executive Director to ensure that the preparatory process meets the requirements articulated by the Governing Council in its discussions at this and previous sessions, and involves appropriate consultations with designated officials of the members of the United Nations system;

^{14/} See para. 124 of the present report.

Progress report to the Economic and Social Council and to the General Assembly pursuant to paragraph 7 of General Assembly resolution 32/197

10. Requests the Executive Director to communicate to the Economic and Social Council and the General Assembly, as the progress report required of the Governing Council under paragraph 7 of General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system, any relevant sections of the present decision, including in particular those on interagency co-ordination, together with relevant parts of the report of the Governing Council on the work of its sixth session and of the Executive Director's reports to the Council at that session;

III

Disarmament

1. Notes that the General Assembly has decided 15/ to meet between 23 May and 28 June 1978 in a special session devoted to disarmament;

2. Considers that the environmental consequences of the arms race, including weapons with harmful impacts for present and future generations and irreversible deterioration of the environment, should be brought to the attention of the General Assembly, and acknowledges the intention of the Executive Director 16/ to address the General Assembly at its special session;

IV

United Nations Centre for Human Settlements (Habitat)

1. Notes the decision by the General Assembly 17/ that there should be close links between the United Nations Centre for Human Settlements (Habitat) and the United Nations Environment Programme;

2. Welcomes the support and co-operation pledged by the Executive Director 18/ to the new Centre;

3. Urges the Executive Director to establish the closest possible links with the Centre;

15/ Resolution 32/88 of 12 December 1977.

16/ See para. 102 of the present report.

17/ Resolution 32/162 of 19 December 1977.

18/ UNEP/GC.6/L.1.

V

Cycle of In-depth presentations to the Governing Council and subjects for the state of the environment report for 1979

1. Approves the cycle of In-depth presentations suggested by the Executive Director in his Introductory report; 19/
2. Approves also the subjects suggested by the Executive Director therein for the state of the environment report for presentation to the Governing Council at its seventh session; 20/
3. Welcomes the efforts of the Executive Director to secure more resources from external sources for the quinquennial state of the environment report "Ten years after Stockholm";

VI

Approval of projects

1. Recalls that at its fifth session 21/ it requested the Executive Director to conduct consultations with Governments on the procedures for the approval of projects, and notes the report thereon 22/ submitted by the Executive Director to the Governing Council at its sixth session;
2. Holds the view that the existing procedures for the approval of projects, with the Executive Director submitting to the Council projects which require its consideration because of their magnitude or their policy implications, should be maintained;

VII

Goals for 1982

1. Recalls the approval by the Governing Council at its fifth session 23/ of the twenty-one goals for 1982;
2. Recommends that the progress towards the achievement of the goals be examined by the Governing Council at its seventh session;

19/ UNEP/GC.6/2, para. 35.

20/ Ibid., para. 37.

21/ Decision 82 (V), sect. II, para. 3.

22/ UNEP/GC.6/2/Add.1 and SUPPLEMENT.

23/ Decision 82 (V), sect. VI, para. 1.

Periodicity and duration of Governing
Council sessions

Requests the Executive Director to study the question of the periodicity and duration of sessions of the Governing Council with a view to outlining the implications of the various alternatives, taking into consideration the discussions of the matter at the sixth session and additional views obtained from Governments, and to present the results of this study to the Informal consultations with Governments in January 1979 in order that relevant recommendations may be prepared for submission to the Governing Council at its seventh session.

15th meeting
24 May 1978

6/2. Programme matters

The Governing Council,

Having considered the Executive Director's report on the environment programme, 24/

I

1. Notes with approval the efforts of the Executive Director to improve the presentation of the programme, and in particular the response to the Governing Council's request for a report in detail on selected programme topics; 25/
2. Notes with satisfaction the contributions made by organizations within and outside the United Nations system to improving the content of the programme document;
3. Urges the Executive Director further to improve the quality of future programme documents in line with the agreed principles; 26/
4. Calls upon organizations of the United Nations system, Governments and intergovernmental and non-governmental organizations to continue to assist the Executive Director in preparing the programme document, and in particular calls upon United Nations organizations to contribute concrete budgetary data regarding their plans;

24/ UNEP/GC.6/7 and Corr.1 and Add.1.

25/ Decision 82 (V), sect. II, para. 1.

26/ See para. 286 of the present report.

II

1. Approves the Executive Director's proposals to amend the objectives and strategies for:

- (a) The International Register of Potentially Toxic Chemicals; 27/
- (b) Soils; 28/
- (c) The regional seas programme; 29/

and to amend the strategies for:

- (d) Health of people and of the environment; 30/
- (e) Water; 31/
- (f) Integrated approach to environment and development; 32/

2. Approves also the Executive Director's proposals to amend the objectives and strategies for arid and semi-arid lands ecosystems, 33/ subject to the following additional amendments being made to the approved objectives and strategy: 34/

(a) Objective (III) to read: To improve water availability and quality and animal production in these ecological systems;

(b) Strategy element (I) to read: Collaboration with various agencies in the improvement of water quantity and quality, and its ecological management in arid and semi-arid lands;

3. Decides to adopt the revised objectives for water and objectives and strategies for environmental training and for environmental education contained in the annex to the present decision;

27/ UNEP/GC.6/7, para. 193.

28/ ibid., para. 296.

29/ ibid., para. 396.

30/ ibid., para. 237.

31/ ibid., para. 324.

32/ ibid., para. 85.

33/ ibid., para. 270.

34/ ibid., para. 244.

4. Approves the additional activities recommended for support from the Environment Fund;

5. Endorses the activities and associated actions which have been taken or are proposed in the Executive Director's report on the environment programme, subject to any modifications or amendments implied in other decisions taken by the Council on parts of the programme;

6. 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.

14th meeting
24 May 1978

ANNEX

Revised objectives for Water

(a) To develop and promote the application of integrated and environmentally sound management techniques for the conservation and utilization of water resources in harmony with other natural resources;

(b) To promote the development of co-operative and co-ordinated management techniques for water resources;

(c) To promote the development and application of integrated and environmentally sound water supply and sanitation techniques for rural and urban poor populations;

(d) To support efforts to ensure the provision of safe water supplies to all peoples by 1990;

(e) To promote the development and application of methods for assessing water quality and for arresting and correcting unsatisfactory conditions;

(f) To promote the development of training, education and public information programmes in the field of water resources management.

Revised objectives and strategy for Environmental education

(a) Objectives:

(i) To effect a rapid and systematic development of environmental education on a global basis;

- (ii) To develop and support programmes in education to create environmental awareness at policy and decision-making levels, in the public and private sectors, in all aspects of development;
- (iii) To provide opportunities, through the necessary education, for all countries to participate in appropriate parts of the environment programme in an informed manner as equal partners;
- (iv) To assist in the establishment of education systems which will help Governments to include the environmental dimension in policies, programmes and projects;
- (v) To stimulate the rapid development of non-formal education for urban and rural populations;

(b) Summary of strategy:

- (i) On the basis of an interagency thematic joint programming meeting on the follow-up to Tbilisi, convened under the auspices of the Environment Co-ordination Board, the joint development of a comprehensive programme for environmental education within the United Nations system, and agreement on the mechanisms for continuing interagency co-ordination in this area;
- (ii) Identification of suitable environmental materials in the State of Environment reports, and other sources of scientific information, for incorporation into appropriate educational programmes through curriculum/instructional materials;
- (iii) Orientation for officials, planners, decision-makers, specialists and other groups;
- (iv) Stimulation of education and research through institutions of excellence, regional programmes (seminars, symposia), etc.;
- (v) Activities relating to the development of new curricula, teaching materials, information systems, etc.;
- (vi) Development of instruments such as fellowships, institutional linkages, funding and, on an experimental basis, a programme activity centre for environmental education and training;
- (vii) Development of mass non-formal education programmes for urban and rural populations.

Revised objectives and strategy for
Environmental training

(a) Objectives:

- (I) To ensure that decision-makers involved in areas which affect the environment, directly or indirectly, are provided with an appropriate level of understanding of the environmental dimension;
- (II) To provide the specialized training necessary for technicians and specialists involved in various tasks associated with environmental assessment and environmental management;
- (III) To work towards more environmental awareness among rural and urban populations;
- (IV) To create and maintain appropriate mechanisms for the effective co-ordination of environmental training programmes;

(b) Summary of strategy:

- (I) Training in specific areas of policy, programming and implementation of national and regional development plans for officials, planners, decision-makers, specialists, and other groups;
- (II) Identification of environmental elements in various professional actions for incorporation into appropriate training programmes through curriculum/instructional materials;
- (III) Development of and support for programmes incorporating the environmental dimension in the technical training of professional groups whose work affects the environment directly or indirectly;
- (IV) Development and support for environmentally-oriented professional training programmes for teachers at all levels, educational administrators, inspectors of schools, and others engaged in education, from the primary level, and public information;
- (V) Stimulation of specialized training through institutions of excellence and regional and international programmes (workshops, seminars, etc.);

- (vi) Development of Instruments such as fellowships, Institutional linkages, funding and, on an experimental basis, a programme activity centre for environmental education and training;
- (vii) Encouragement to, and support for, the development of vocational training programmes and their implementation at appropriate levels among rural and urban populations;
- (viii) Continuing contact and interaction with the various agents and institutions of environmental training to facilitate effective co-ordination;
- (ix) Provision of regular refresher courses for specialists and technicians to keep them abreast of advances in knowledge.

Note: Implementing the above strategy, special consideration will be given to the needs of developing countries and the provision of appropriate technical assistance.

6/3. Environmental assessment: Earthwatch

A

International Referral System

The Governing Council,

Having considered the progress report of the Executive Director on the International Referral System for sources of environmental information, 35/

Reaffirming its previous decisions regarding the development of the System, 36/

Recognizing that the System is now fully operational and capable of rendering valuable service in the area of exchange of environmental information,

35/ UNEP/GC/INFORMATION/7.

36/ Decisions I (I) of 22 June 1973, sect. VII (2); 8 A (II) of 22 March 1974, sect. II.1 (b); 29 (III) of 2 May 1975, para. 9 (1); 47 (IV) of 14 April 1976, sect. I, para. 11; and 83 (V) of 25 May 1977, sect. III, para. 1.

Bearing in mind the ever greater demands for environmental information at present and in the years to come, and the importance of information for environmentally sound development,

Further recognizing the potential built into the System for catalysing and co-ordinating environmental information transfer at the national and international levels,

Appreciating the continuing efforts of Governments, United Nations organizations, other intergovernmental bodies and non-governmental organizations which have taken part in the System,

1. Notes with satisfaction the endeavours and the progress made in the development of the International Referral System for sources of environmental information,
2. Endorses the activities and associated actions which have been proposed in the Executive Director's progress report, particularly for assisting Governments and focal points in building the user community of the System;
3. Further endorses:
 - (a) The existing concept of the System as a co-operative and decentralized network with the United Nations Environment Programme playing a co-ordinating role;
 - (b) The catalytic role played by the System in the development of national information systems in general, and environmental information systems in particular, especially developing countries;
4. Reiterates its invitation to all Governments, United Nations organizations, other intergovernmental bodies and non-governmental organizations to undertake activities aimed at further developing and strengthening their capabilities for participating fully in the development, operation and evaluation of the International Referral System network;
5. Requests the Executive Director to provide, on the basis of close consultation with Governments and other partners in the System, adequate technical assistance and training within the resources available to the Executive Director in order to ensure full participation of developing countries in the System;
6. Requests the Executive Director to undertake studies of the information needs of users in each region, and to involve the regional offices of the Programme fully in this effort;
7. Further requests the Executive Director to investigate means of strengthening the capabilities of the System to facilitate the delivery of information specially relevant to the needs of developing countries, and to report on this issue to the Governing Council at its seventh session;

8. Urges Governments and all focal points to promote awareness of the role and importance of information in environmental decision-making, and in particular of the services provided by the System, with a view to promoting its use;

9. Stresses the importance of strengthening those features of the System most relevant to its role in the development process, and to improving linkages with development-oriented information systems and services such as those dealing with technical co-operation among developing countries and science and technology;

10. Requests Governments to assist the Executive Director in preparing the evaluation of the International Referral System for presentation to the Governing Council in 1981.

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24 May 1978

B

International Register of Potentially
Toxic Chemicals

The Governing Council.

Recalling the recommendation of the United Nations Conference on the Human Environment 37/ that plans be developed for an International Registry of Data on Chemicals in the Environment,

Recalling further its decisions 8 A (II) of 22 March 1974, section I, paragraph 1 (K), 29 (III) of 2 May 1975, paragraph 8, 50 (IV) of 13 April 1976, 52 (IV) of 13 April 1976 and 82 (V) of 25 May 1977 on the development of the International Register of Potentially Toxic Chemicals,

Having considered the Executive Director's report on chemicals in the environment 38/ and his in-depth review of the Register, 39/

Recognizing the constraints on the efforts to make the Register fully operational through its programme activity centre, as reflected in the in-depth review, 40/

37/ Report of the United Nations Conference on the Human Environment (United Nations publication, Sales No. E.73.II.A.14 and corrigendum), chap. I, recommendation 74 (a).

38/ UNEP/GC.6/4.

39/ UNEP/GC.6/7, paras. 161-198.

40/ UNEP/GC.6/7, para. 192.

Appreciating the continuing efforts of the Executive Director to improve the current situation by amending the previously approved objectives and strategies for the Register, 41/

Appreciating further the proposed activities of the United Nations Environment Programme for the realization in stages of its strategies to attain the 1982 goal for the Register,

Recognizing the considerable difficulties most of the developing countries have to cope with in their efforts to contribute to the success of the Register,

1. Notes the importance of wide dissemination of information on potentially toxic chemicals;

2. Calls upon the Executive Director to ensure that the International Register of Potentially Toxic Chemicals will, upon request and as appropriate, facilitate access to available information by national institutions and intergovernmental and non-governmental organizations of standing;

3. Invites Member States to improve their national mechanisms, in terms of personnel, facilities and organization, so as to enhance the capability of the Register to fulfil its task efficiently and effectively;

4. Urges the Executive Director to intensify his efforts to increase the number of national correspondents of the Register, and urges Governments to respond positively in this respect;

5. Further urges the Executive Director to provide, within available resources, assistance to developing countries by organizing workshops to familiarize them with the use of the Register;

6. Requests the Executive Director to give priority to providing countries with information on legal and administrative limitations, bans and regulations placed on potentially toxic chemicals in the producing countries;

7. Further requests the Executive Director to intensify the dissemination of information covered by the Register.

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41/ Ibid., para. 193.

6/4. Health of people and of the environment

The Governing Council,

Strongly reaffirming the provisions of its decisions 53 (IV) of 13 April 1976 and 85 (V) of 25 May 1977, and in particular those contained in its paragraph 2 of the latter,

Noting the repeated occurrence of effects harmful to the health of people and of the environment caused by lack of awareness of the risks associated with potentially harmful chemicals,

Noting further the need for strong and effective measures in all countries to ensure protection against such risks,

1. Appeals to the countries exporting potentially harmful chemicals, in whatever form or commodity, to prevent the export of items which are restricted, or not registered for use, in the countries of origin until the exporting countries have ascertained that the results of tests and evaluations on the effects of these chemicals on the health of people and the environment (as well as detailed instructions in mutually agreed languages for the safe use of these products) have been provided to the designated authorities in the recipient countries, so as to make it possible for these authorities to make fully informed decisions on the import and utilization of the products;

2. Further appeals to the Governments of recipient countries to take appropriate measures to strengthen the capabilities of the authorities designated to make the decisions referred to in paragraph 1 above;

3. Calls upon the Governments of both exporting and recipient countries to institute adequate monitoring, evaluative and protective measures in this regard;

4. Requests the Executive Director to explore ways and means of assisting recipient countries in instituting the measures referred to in paragraph 3 above, and in finding solutions to problems involving potentially harmful chemicals including the provision of information on alternatives for their use.

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24 May 1978

6/5. Terrestrial ecosystems

A

Ecothèque méditerranéenne

The Governing Council,

Considering the particular pressure to which the fragile ecosystems of regions with a Mediterranean climate are subject, and the need to halt their degradation,

Recognizing the importance of systematic exchange of information on knowledge and experience gained in this respect,

Considering also the efforts already undertaken within the framework of the Ecothèque méditerranéenne at Montpellier to compile, process and disseminate ecological phytosociological and cartographic data on the rational management of Mediterranean ecosystems,

Bearing in mind the recommendations of the United Nations Conference on Desertification, as well as the recommendations of the International Co-ordinating Council of the Programme on Man and the Biosphere concerning the dissemination and more effective utilization of this documentation,

Requests the Executive Director to discuss with the Director General of the United Nations Educational, Scientific and Cultural Organization ways and means of:

(a) Contributing to the strengthening of the compilation and processing of data by the Ecothèque méditerranéenne;

(b) Promoting the regionalization of its operation for the benefit of all countries concerned;

(c) Ensuring the conduct of training activities for specialists from these countries with a view to the effective utilization of this information;

(d) Considering support for the establishment by the countries concerned of national ecological documentation units linked with the Ecothèque méditerranéenne.

14th meeting
24 May 1978

B

Humid tropical forest ecosystems of
the African continent

The Governing Council,

Considering that forest resources are of great value to the environment and the economy of the African countries located in the humid tropical regions,

Noting that tropical woodlands and forests are subject to degradation resulting essentially from an irrational management of their ecosystems which leads to their intensive and excessive exploitation,

Recalling that such irrational exploitation has already largely contributed to an impoverishment of the natural resource potential of the humid tropical ecosystems, with detrimental effects on the economies of the countries concerned, which remain largely dependent on this natural wealth,

Considering that the rational management of forest resources constitutes a priority concern of the environment programme,

Expressing its appreciation of the efforts already made to this end by the Government of the United Republic of Cameroon and by the United Nations Educational, Scientific and Cultural Organization,

Requests the Executive Director:

(a) To continue to attach great importance to questions of information and documentation in the field of the ecology of the humid tropical regions;

(b) In line with the efforts already made by the United Nations Environment Programme and by the Programme on Man and the Biosphere of the United Nations Educational, Scientific and Cultural Organization in organizing a regional meeting of the countries of the humid tropics on this subject at Kinshasa in 1975, to consider, in consultation with the other United Nations agencies concerned, contributing to the establishment of the regional centre for documentation and information on humid tropical ecology, as recommended by that meeting;

(c) To support and encourage the efforts of non-governmental and private organizations which could contribute to furthering this initiative, designed to ensure the rational management of the resources of humid tropical forest ecosystems.

14th meeting
24 May 1978

C

Soils policy

The Governing Council,

Considering that the United Nations Conference on Desertification recommended to Member States the adoption of a soils policy,

Bearing in mind that the Conference decided that world action against desertification and soil degradation should be directed not only towards combating these processes, but also to preventing and controlling the factors which cause them,

Decides that:

(a) The United Nations Environment Programme, in close co-operation with other United Nations agencies and organizations engaged in soil conservation activities, shall advise the countries affected by soil erosion and degradation in the planning and adoption of a soils policy forming part of economic and social development plans, and that to this end guidelines shall be prepared covering the general aspects of the management of soils in the light of their nature;

(b) Such guidelines shall be used by States that so desire to conduct studies and plans designed to modernize the legislation and administrative and socio-economic structures relating to soil conservation and rehabilitation.

14th meeting
24 May 1978

D.

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

The Governing Council,

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

Recalling its decision 86 C (V) of 25 May 1977 to the effect that adequate means are essential for the proper implementation of the Convention,

Noting with satisfaction that 45 States are now Parties to the Convention, and that more will soon ratify or accede to it,

Considering that the second meeting of the Conference of the Parties will be held next year in Costa Rica,

Recognizing that open-ended commitments of monies from the Environment Fund for administrative responsibilities are inconsistent with the catalytic role of the Programme,

1. Requests that a contribution of \$700,000 from the Environment Fund be made to the budget of the secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora for the biennium 1978-1979;

2. Further requests that the costs of the second meeting, and of no subsequent meetings, of the Conference of the Parties to the Convention should be met by contributions from the Environment Fund;

3. Calls upon the Conference of the Parties, in co-operation with the Executive Director of the United Nations Environment Programme, to establish at its second meeting an arrangement for sharing the administrative costs of the secretariat and for the gradual reduction and cessation at the earliest possible date, and no later than the end of 1983, of Fund contributions to such costs;

4. Invites the Parties to the Convention to submit to the United Nations Environment Programme from time to time proposals for research and other projects which would assist in the effective implementation of the Convention.

14th meeting
24 May 1978

6/6. Environment and development

A

Programme and policy considerations

The Governing Council,

Noting with satisfaction General Assembly resolution 32/168 of 19 December 1977, which stresses the need to take account of environmental considerations in implementing the Programme of Action on the Establishment of a New International Economic Order, contained in Assembly resolution 3202 (S-VI) of 1 May 1974, and in the formulation of the new international development strategy, and noting further that this is a reflection of the seriousness with which the States Members of the United Nations accept the need to incorporate environmentally sound approaches effectively into national and international strategies for development,

Noting with approval the work undertaken and being planned by the Executive Director in promoting the understanding of environment-development relationships, in helping to develop tools and methodologies aimed at assisting environmentally sound planning and decision-making, and in encouraging practical experiments and pilot projects,

Reiterating its long-held view that solutions and approaches to environmental problems will vary between countries, depending on their levels of development, socio-economic structures and environmental characteristics,

1. Calls upon the United Nations system and Governments to intensify efforts towards defining ways and means, and concrete action programmes, for effectively incorporating the environmental dimension into development strategies, plans and actions, as well as towards taking full account of development priorities and objectives in their environmental activities;

2. Invites the General Assembly to request its Committee Established under General Assembly resolution 32/174, and other United Nations organizations and bodies involved in the preparation of the new international development strategy, to take full account in their work of environment-development concerns, and decides to consider at its seventh session, during the in-depth discussion of environment and development, the inputs of the United Nations Environment Programme into the preparations of the new international development strategy and into the 1980 special session of the General Assembly on the new international economic order;

3. Invites Governments and international organizations to participate in the preparation, proceedings and follow-up of the regional seminars on alternative patterns of development and life styles, sponsored by the United Nations Environment Programme and the regional commissions of the United Nations, and recommends that the results of these seminars serve inter alia as an input into the formulation of the international development strategy for the 1980s and beyond;

4. Notes the importance of technical and economic co-operation among developing countries for finding appropriate solutions to environmental problems, and urges Governments and international organizations, in participating in future activities in this area, including the forthcoming United Nations Conference on Technical Co-operation among Developing Countries, to come forward with concrete recommendations for joint programmes and for the exchange of experience and know-how among developing countries on environment-development matters;

5. Calls upon the Executive Director to continue to participate with relevant international organizations, in particular the United Nations Conference on Trade and Development, the United Nations Industrial Development Organization and the International Labour Organisation, in contributing to the incorporation of the environmental dimension in ongoing work directed towards global redeployment of industry, in response to one of the strategies contained in the Declaration adopted by the Second General Conference of the United Nations Industrial Development Organization; 42/

42/ See A/10112, chap. IV.

6. Requests the Executive Director to accord high priority to the implementation of Governing Council decision 87 A (V) of 25 May 1977, regarding industry and the environment, and to report to the Governing Council at its seventh session on the steps taken and planned in this respect, indicating in particular the relationship of these steps to the environment and development subject areas as a whole;

7. Welcomes the existing and proposed studies of the extent to which environmental factors are taken into account in bilateral and multilateral development assistance, undertaken with the support of the United Nations Environment Programme and others, 43/ and calls upon all Governments, as well as the bilateral and multilateral aid institutions concerned, to participate fully in, and bring the necessary resources to bear on, devising effective means for assessing the environmental impact of development activities, so as to ensure that these activities are environmentally sound;

8. Notes also the study being undertaken under the auspices of the Environment Co-ordination Board 44/ on the environmental impact of the activities of Board members, and requests the Executive Director to inform the Governing Council at its seventh session on progress in this respect;

9. Invites the Executive Director to consider convening, during 1979, an expert meeting to review the outcome of the studies referred to in paragraphs 7 and 8 above, with the purpose of encouraging bilateral, multilateral and international development assistance agencies to make wider and more systematic use of methodologies to introduce environmental considerations into their development policies, programmes and projects at the earliest possible stage and to the fullest possible extent;

10. Requests the Executive Director, within the network of appropriate technology institutions, 45/ to initiate and assign high priority to stimulating practical activities for the development and promotion of appropriate and environmentally sound technologies;

11. Urges the Executive Director to use the proposed network on environmentally sound and appropriate technologies, including human settlements technologies, the International Referral System, and other activities within the programme, in order to participate in the search for and dissemination of information about environmentally sound and appropriate technologies, and to increase the opportunities available to inventors and innovative technicians to develop and disseminate their inventions;

43/ UNEP/GC.6/7, para. 91.

44/ ibid., para. 92.

45/ ibid., para. 99.

12. Underlines the importance of practical experiments, particularly ecodevelopment pilot projects, and recommends that such projects be carried out at the national level, in both developed and developing countries, to help evolve concrete approaches to environmentally and socially sound development and taking into account the importance of public participation;

13. Commends the Executive Director for having performed a catalytic role in the launching of two pilot ecodevelopment projects, and requests him to continue his work in promoting and supporting more such projects, with clear demonstration effects and on a balanced geographical basis, in assisting the exchange of information and experience among them, and in disseminating the information obtained with the aim of developing an integrated programme in ecodevelopment.

14th meeting
24 May 1978

B

Funding of environment and development
activities

The Governing Council,

Noting that the activities of the United Nations Environment Programme in relation to environment-development can have a significant catalytic and policy impact,

Noting further the reduced allocation for the environment and development budget line approved by the Governing Council at its fifth session 46/ for the biennium 1978-1979 as against that previously approved by the Council at its third session 47/ for the biennium 1976-1977, and the reduction in the approved allocation for 1979 as against that for 1978,

Considering that, in order to make possible the implementation of planned environment-development activities, it will be necessary by 1980 to re-establish the allocations for this budget line at levels at least commensurate with those prior to the fifth session of the Governing Council,

1. Calls upon Governments and bilateral and multilateral development assistance institutions to support pilot projects and practical activities in environment and development;

46/ Decision 98 B (V) of 24 May 1977.

47/ Decision 36 (III) of 23 April 1975.

2. Recommends that, since small projects can play a very useful role in this area, the Executive Director should make wider and more effective use of such projects;

3. Decides that for the year 1979 the environment-development budget line should be increased by \$450,000 (from reappropriation) to \$1,650,000 and that the order of priority for allocations should be as follows:

(a) Integrated approach to environment and development, including ecodevelopment;

(b) Environmentally sound and appropriate technologies;

(c) Industry and environment;

(d) Use of natural resources;

4. Calls upon the Executive Director, in preparing proposed allocations for the biennium 1980-1981 for submission to the Governing Council at its seventh session, to propose the continued increases required in the allocation for the environment and development budget line which are expected to arise from increased activities in this important area, including preparations for and follow-up to the special session of the General Assembly in 1980 to assess the progress in the establishment of the new international economic order;

5. Requests the Executive Director, invites international organizations and appeals to all countries to formulate and implement appropriate programmes and projects in the field of environment and development with a view to achieving the objectives of this programme area.

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24 May 1978

C

Improvement of the working environment

The Governing Council,

Recalling its decision 87 B (V) of 25 May 1977 calling on the Executive Director to develop, in co-operation with the International Labour Organisation and other international organizations concerned, a coherent programme for the improvement of the working environment,

Noting with satisfaction the preliminary steps taken by the Executive Director to give effect to this decision, as set forth in paragraph 22 of his report on developments in the environment programme during the period February to April 1978, 48/

Recognizing that enhanced productive effort and a better working environment must play a vital role in the establishment of a new international economic order and in the formulation of the new international development strategy,

1. Invites the Executive Director to pursue his efforts in this direction by promoting, through thematic joint programming, a co-ordinated programme of the United Nations system for the improvement of the working environment of workers in industry and agriculture and of their living conditions in relation to their work;

2. Urges the Executive Director to provide assistance to developing countries in strengthening their technical and administrative capabilities to apply effectively international labour conventions and recommendations for the protection of the working environment;

3. Requests the Executive Director to intensify activities during the biennium 1978-1979 for the improvement of the working environment.

14th meeting
24 May 1978

6/7. Oceans

A

Marine pollution

The Governing Council,

Concerned at the increasing frequency and extent of accidents causing pollution of the marine environment, recently exemplified by the unprecedented "Amoco Cadiz" disaster,

Mindful of the need to avoid the recurrence of such disasters, which have harmful consequences on the coastal marine environment and the human environment in general,

48/ UNEP/GC.6/7/Add.1.

Invites the General Assembly to consider for adoption the following draft resolution:

"The General Assembly,

"Mindful of the grave dangers posed to the marine environment by the shipping of oil and other dangerous substances,

"Regretting that the various measures to ensure the safety of navigation by the observance of the existing international regulations are not applied stringently by all Member States,

"Considering that the conservation of the marine environment represents a basic objective for mankind,

"1. Urges that the competent international institutions and organizations, such as the Third United Nations Conference on the Law of the Sea, the Inter-Governmental Maritime Consultative Organization and the United Nations Conference on Trade and Development, expedite and intensify their activities relating to the prevention of pollution and the determination of responsibilities in this matter;

"2. Calls upon States Parties to the 1954 Convention for the Prevention of Pollution of the Sea by Oil to discharge fully their obligations under the Convention and in particular to ensure that national legislation adopted is sufficiently stringent to have a genuine deterrent effect;

"3. Urges Member States to examine the possibility of ratifying at the earliest opportunity international conventions designed to ensure better protection of the marine environment and improve the safety of navigation (ILO Convention No. 147 of 1976, the 1972 Convention on the International Regulations for Preventing Collisions at Sea, the 1973 Convention for the Prevention of Pollution by Ships and the 1974 Convention for the Safety of Life at Sea, among others);

"4. Urges all States to co-operate in order to implement material measures for the effective combating of marine pollution."

14th meeting
24 May 1978

B

Regional seas programme: the Mediterranean

The Governing Council,

Considering that the successful achievements of the United Nations Environment Programme in the field of protection of the environment in the Mediterranean region afford a concrete example of both the integrated approach and the proper co-ordinating role that should be the major concern of the Programme in its activities,

Considering that the experience gained during the preparation and implementation of the Mediterranean Action Plan should be useful in other regional seas programmes,

Recalling its observations, in its decision 50 (IV) of 13 April 1976 on programme and Fund programme activities, on the need for the progressive transfer of executive responsibility for the Mediterranean Action Plan to the Governments of the region,

Taking into account the report of the Intergovernmental Review Meeting of Mediterranean Coastal States on the Mediterranean Action Plan,

Recognizing, however, that open-ended commitments of monies from the Environment Fund for administrative responsibilities are inconsistent with the catalytic role of the Programme,

1. Calls upon the Mediterranean coastal States involved in the Mediterranean Action Plan to take increasing financial responsibility for the secretariat costs, with the objective of assuming full financial responsibility for such costs at the earliest possible date, and no later than the end of 1983;

2. Invites, nevertheless, the Mediterranean coastal States to submit to the Environment Fund proposals for research and other projects which would assist in the effective implementation of the Plan;

3. Urges the Executive Director to seek ways of supplementing the Oceans budget line from within existing resources, to meet the legitimate requests of various regional seas programmes.

14th meeting
24 May 1978

6/8. International Centre for Training and Education in Environmental Sciences

The Governing Council,

Considering that the International Centre for Training and Education in Environmental Sciences for Spanish-speaking countries has undertaken tasks directed towards the training of experts in different branches of the environmental sciences,

Bearing in mind that the Centre offers opportunities for the extension of its activities in the field of environmental training and education,

Urges the Executive Director to consider continuing the provision of support to the International Centre for Training and Education in Environ-

mental Sciences until 1981, restructuring its programmes in order to bring them more in line with the environmental training and education needs of the Spanish-speaking and Latin American countries.

14th meeting
24 May 1978

6/9. Environmental law

The Governing Council,

Recognizing that the development of environmental law is an indispensable means of assisting in the implementation of the policies and recommendations of the United Nations Environment Programme and in the protection of the world's environment as a whole,

Recalling the Declaration of the United Nations Conference on the Human Environment, 49/

Recognizing, especially, the need to develop the relevant principles contained in the Declaration as they relate to liability and compensation for the victims of pollution and other environmental damage,

Reaffirming its decisions 66 (IV) of 13 April 1976 and 91 (V) of 25 May 1977,

Having considered the report on the outcome of the first and second meetings of the Group of Experts on Environmental Law and the Executive Director's comments thereon, 50/

Noting with satisfaction the work and progress of the Group in considering the legal aspects of the prevention of pollution from offshore mining and drilling carried out within the limits of national jurisdiction,

Requests the Executive Director:

(a) To recommend to the Group of Experts on Environmental Law that it expedite its work on the study of the legal aspects of offshore mining and drilling carried out within the limits of national jurisdiction, with a view to establishing guidelines where appropriate, in accordance with the programme agreed at the second meeting of the Group held in Geneva from 3 to 12 April 1978;

49/ Report of the United Nations Conference on the Human Environment (United Nations publication, Sales No. E.73.II.A.14 and corrigendum), chap. I.

50/ UNEP/GC.6/7/Add.1, paras. 31 and 32.

(b) To assist the environmental law activities within the United Nations Environment Programme through the provision of sufficient staff support and resources, drawing, if necessary, upon the assistance of legal institutions and organizations linked to the Programme and collecting data on environmental law;

(c) To report on the progress of the work of the Group to the Governing Council at its seventh session.

14th meeting
24 May 1978

6/10. Regional programmes and programming: Asia

The Governing Council,

Recalling its decisions 88 D (V) and 90 (V) of 25 May 1977, entitled respectively Regional seas programme: Asia and Supporting measures: education and training,

Noting the lack of progress in implementation of these decisions,

Noting further the serious shortfall in the Environment Fund allocation for project support in the Asia and Pacific and West Asia regions, as reflected in the Executive Director's note on the implementation of the Fund programme in 1977, 51/

Appreciating the affirmation by the Executive Director of his firm resolve to rectify this situation,

Appreciating also the role of the regional offices of the United Nations Environment Programme in the sound formulation of Level Two programmes and in assisting, as appropriate, in the development of Level Three proposals,

Considering the major needs that have already been formulated in Asia in relation to deserts, regional seas, subregional co-operation groups, and education and training,

Considering further the fundamental need for vigorous attention to the area of environment and development, particularly at country level,

1. Decides that steps are urgently needed to restore the balance in terms of activities and support in the Asia and Pacific and West Asia regions; 52/

2. Urges the Executive Director to extend adequate support from the Environment Fund for the programmes that have matured and to promote the formulation of relevant proposals in needed areas of activity in the region;

51/ UNEP/GC.6/13.

52/ As noted in para. 16 of document UNEP/GC.6/13.

3. Welcomes the increasing support provided by the Executive Director to the initiatives and the role of the Regional Office for Asia and the Pacific in the development of regional, subregional and country activities;

4. Invites the national environmental agencies and national development planning agencies of the countries concerned to promote, by all means available, methods and methodologies of relating environmental dimensions within the process of preparing national plans and technical assistance programmes supported by the United Nations Development Programme.

14th meeting
24 May 1978

6/11. Measures to combat desertification

A

Follow-up to the United Nations Conference
on Desertification

The Governing Council,

Having considered the Executive Director's report on review and follow-up to the United Nations Conference on Desertification, 53/ the study of additional measures and means of financing for implementation of the Plan of Action to Combat Desertification, 54/ the Executive Director's report on the first session of the Consultative Group for Desertification Control, 55/ and the report of the Secretary-General on the establishment and operation of a special account to combat desertification, 56/

Having heard the introductory statements made by the Executive Director on these documents,

Taking into account the views expressed by the Governing Council at its sixth session on this subject,

Noting with satisfaction the important role played by the Executive Director of the United Nations Environment Programme in the preparation of and the results achieved by the Conference,

53/ UNEP/GC.6/9 and annex.

54/ UNEP/GC.6/9/Add.1.

55/ UNEP/GC.6/9/Add.3.

56/ UNEP/GC.6/9/Add.4 and Corr.1.

I
Review and follow-up

1. Notes the report of the Executive Director on the United Nations Conference on Desertification;
2. Notes and approves the accounts of the United Nations Conference on Desertification submitted by the Executive Director; 57/
3. Further approves the adjustment of the surplus in the Conference budget and the deficit in the Fund programme activities and decides to absorb the net deficit to \$14,717 within the Fund programme activities allocation under Terrestrial ecosystems for the year 1978;
4. Notes with satisfaction the report of the Environment Co-ordination Board on its eighth session 58/ and the positive actions taken by the Board and its members for the implementation of the Plan of Action to Combat Desertification;
5. Invites the governing bodies of the members of the Board to include arrangements in their respective programmes and budgets for the implementation of the Plan of Action;

II

Additional measures for financing the Plan
of Action

1. Takes note of the study prepared by a group of specialists in the International financing of projects and programmes on additional measures and means of financing for the implementation of the Plan of Action to Combat Desertification;
2. Decides to submit the study of the group of specialists to the General Assembly, at its thirty-third session, together with an extract of the report of the Governing Council which reflects the differing views which were expressed in the Council on this matter;
3. Invites the General Assembly to request the Secretary-General to solicit the views of Governments and report on the results to the Assembly at its thirty-fourth session;

57/ UNEP/GC.6/9/Annex.

58/ UNEP/GC.6/5/Add.1.

III

Report on the first session of the Consultative
Group for Desertification Control

1. Takes note of the report of the Executive Director on the first session of the Consultative Group for Desertification Control;
2. Urges the Consultative Group to work with the Executive Director, particularly in assisting in the mobilization of resources for the implementation of projects and programmes within the framework of the Plan of Action to Combat Desertification and in ensuring proper co-ordination of activities carried out with resources mobilized by the Group;
3. Requests the Executive Director to follow up the recommendations of the Group at its first session with a view to speeding up the work of the transnational and other forthcoming projects to combat desertification;

IV

Report of the Secretary-General on the
establishment and operation of a special
account to combat desertification

Notes the report of the Secretary-General on the establishment and operation of a special account to combat desertification and the recommendations contained therein.

15th meeting
24 May 1978

B

Measures to be taken for the benefit
of the Sudano-Sahelian region

The Governing Council,

Recalling General Assembly resolution 32/170 of 19 December 1977, particularly its paragraphs 2 and 3 concerning proposed measures and modes of action for implementing projects and programmes to combat desertification in the Sudano-Sahelian region and proposed measures to improve institutional arrangements in the region,

Considering the nature and scope of desertification in the Sudano-Sahelian region and the need for immediate implementation in that region of the Plan of Action to Combat Desertification,

Recalling the mandate, given to the Secretary-General by relevant General Assembly and Economic and Social Council resolutions and decisions concerning medium-term and long-term assistance to the drought-stricken countries in the Sudano-Sahelian region, which is being carried out by the United Nations Sahelian Office,

Having examined the report of the Executive Director on proposed measures and modes of action for implementing projects and programmes to combat desertification in the Sudano-Sahelian region, and proposed measures to improve institutional arrangements in that region, 59/

Noting that the proposal for expanding the United Nations Sahelian Office into a Joint United Nations Development Programme/United Nations Environment Programme venture has been formulated in full consultation with the Administrator of the United Nations Development Programme,

Fully conversant with the financial implications of the three proposals for improved institutional arrangements in the Sudano-Sahelian region, as presented to the Council,

1. Endorses:

(a) The definition of the Sudano-Sahelian region as contained in paragraph 3 of the Executive Director's report on proposed measures and modes of action for implementing projects and programmes to combat desertification in the Sudano-Sahelian region and proposed measures to improve institutional arrangements in that region;

(b) The proposed principal measures and modes of action to combat desertification in the region;

(c) The proposed characteristics and functions of the proposed institutional mechanism;

2. Opts for the proposal that the organization and functions of the United Nations Sahelian Office, as well as the organization and functions of its regional office at Ouagadougou, be enlarged, this enterprise to be carried out as a Joint United Nations Environment Programme/United Nations Development Programme venture;

3. Authorizes the Executive Director to take the necessary measures required for the implementation of this proposal, in accordance with the actions described in paragraphs 38, 41 and 42 of his report;

4. Invites the Governing Council of the United Nations Development Programme to give favourable consideration to this proposal.

15th meeting
24 May 1978

59/ UNEP/GC.6/9/Add.2.

6/12. United Nations Habitat and Human
Settlements Foundation

A

Implementation of the plan and programme of
operations of the Foundation

The Governing Council

Takes note of the Executive Director's progress report on the imple-
mentation of the plan and programme of operations of the United Nations
Habitat and Human Settlements Foundation. 60/

8th meeting
12 May 1978

B

Budgetary matters and administrative
arrangements

The Governing Council,

Recalling that the current approval of the budget for programme
support costs for the United Nations Habitat and Human Settlements
Foundation provided by Governing Council decision 94 (V) of 25 May 1977
comes to an end on 30 June 1978,

Noting that, for reasons beyond its control, the Commission on Human
Settlements at its first session was not in a position to review and
approve the budget of the Foundation,

Noting also the comments by the Advisory Committee on Administrative
and Budgetary Questions on the Executive Director's note on the proposed
programme support costs budget of the Foundation for the period 1 July 1978
to 31 December 1978,

Realizing that according to General Assembly resolution 32/162 of
19 December 1977 the Commission on Human Settlements will, inter alia,
give over-all policy guidance and carry out supervision of the operations
of the Foundation,

Decides, as an interim measure to meet the existing situation,
and without any prejudice to the full responsibility of the Commission

on Human Settlements over the United Nations Habitat and Human Settlements Foundation, to extend the authorization given by its decision 94 (V) of 24 May 1977 for expenditures for programme support costs for the Foundation until 31 December 1978, subject to the following conditions;

(a) That such expenditure, together with expenditures on projects and all such other commitments as may arise, shall not exceed the resources actually available to the Foundation;

(b) That detailed budget proposals shall be submitted to the Advisory Committee on Administrative and Budgetary Questions for review in June 1978.

14th meeting
24 May 1978

6/13. Matters relating to the Environment Fund

A

Implementation of the Fund programme

The Governing Council

1. Takes note of the Executive Director's report on the implementation of the Fund programme in 1977, 61/ and records its satisfaction at the particularly high level of payments against pledges achieved in 1977;
2. Requests the Executive Director to take steps to attain an appropriately balanced geographical distribution of the United Nations Environment Programme's regional activities, taking into account the relative needs of the various regions while ensuring the catalytic role of the Programme in the field of the environment;
3. Appeals to Governments which are either not contributing to the Environment Fund or contributing an amount far below their means to contribute according to their abilities, and to Governments which have contributed in the past to contribute for the 1978-1981 period with the same promptness and sympathetic consideration as for the 1973-1977 period, with a view to attaining the target of the approved medium-term plan;
4. Expresses appreciation of the format and content of the UNEP/FUND/PROJECTS/- series distributed with Report to Governments, and requests that individual project reports be more precise with regard to the "Specific objectives of the project", that a breakdown of the exact manner in which funds are to be allocated by the Environment Fund be clearly indicated and that tables showing the status of commitments and expenditures be included in Report to Governments twice a year;

61/ UNEP/GC.6/13 and Add.1.

5. Endorses the intention of the Executive Director to place the Fund programme on a longer-term and more coherent basis with the aim of achieving further rationalization in the use of Fund resources, and their more effective and economical utilization, without, however, delaying or prejudging projects of shorter duration which are of interest to countries;

6. 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 1979 to the sum of \$200,000.

14th meeting
24 May 1978

B

Project and programme evaluation

The Governing Council,

Taking note of the Executive Director's progress report on the evaluation of Fund projects, 62/

Reaffirming the great importance it attaches to project and programme evaluation,

Recognizing the difficulties involved in defining project and programme evaluation and methodologies suited to the needs of the United Nations Environment Programme,

1. Requests the Executive Director to define evaluation methodologies more precisely, along the lines presented in his progress report, but without prejudice to paragraph 4 below, with special attention to the need for a clear definition of objectives for programme activities and the establishment of appraisal criteria, and to submit a report on the subject to the Governing Council at its seventh session;

2. Expresses its satisfaction with the UNEP/FUND/PROJECTS/- series as vehicles for bringing reports on evaluation to the attention of Governments, and requests the Executive Director to ensure that these reports be analytical in nature;

62/ UNEP/GC.6/14.

3. Recognizes the importance of the evaluation unit being involved at the outset in programme planning, but urges that it be made more managerially independent of the programming and project implementation sections and that it be strengthened by reallocations of existing resources to ensure the realization of its objectives;

4. Suggests that external consultants be used mainly for in-depth evaluations, and that for regional projects and global projects conducted primarily at the regional level, such consultants should to the extent possible come from the regions concerned.

14th meeting
24 May 1978

C

Financial reports and accounts

The Governing Council

1. Takes note of the unaudited financial report and accounts of the Fund of the United Nations Environment Programme for the biennium ended 31 December 1977; 63/

2. Takes note also of the action taken by the Executive Director 64/ to complete the implementation of the recommendations of the Board of Auditors and the Advisory Committee on Administrative and Budgetary Questions regarding the financial report and accounts of the Fund for 1975.

14th meeting
24 May 1978

D

Management of the Environment Fund: programme activities, 1978-1979

The Governing Council

1. 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 medium-term plan;

63/ UNEP/GC.6/L.3, sect. I and annex.

64/ Ibid., sect. II.

2. Agrees to an increase of the financial reserve to \$3,800,000 for 1978 and to a decrease to \$3,300,000 for 1979;

3. Authorizes the Executive Director to make forward commitments of up to \$10,000,000 in 1980 and \$4,000,000 in 1981;

4. Decides to revise the apportionment of the allocation for Fund programme activities for 1978 and 1979 as follows:

(In United States dollars)

<u>Areas</u>	<u>1978</u>	<u>1979</u>
Human settlements and human health	5,020,000	4,840,000
Support	4,800,000	4,672,000
Environment and development	1,600,000	1,650,000
Oceans	4,000,000	3,276,000
Energy	570,000	570,000
Environmental management including environmental law	1,140,000	1,040,000
Ecosystems	7,620,000	7,215,000
Natural disasters	550,000	500,000
Earthwatch, including the International Register of Potentially Toxic Chemicals	4,890,000	5,577,000
United Nations Habitat and Human Settlements Foundation	700,000	-
Data	<u>710,000</u>	<u>660,000</u>
TOTAL	<u><u>31,600,000</u></u>	<u><u>30,000,000</u></u>

5. Authorizes the Executive Director to consider the biennium 1978-1979 as a single financial period for which an amount of \$61,600,000 is allocated;

6. Confirms the authorization given to the Executive Director by its decision 98 B (V) of 24 May 1977 to adjust the apportionment of funds for 1978 and 1979 up to a maximum of 20 per cent above and below each line if this should be necessary to preserve the integrity of the programme;

7. Further authorizes the Executive Director to increase the appropriations in convertible currencies for 1978-1979 by the amount of unliquidated obligations recorded and reported by co-operating agencies in 1977 and by the amount of activities rescheduled from 1977 to subsequent years, as indicated in table 3 of his note on Fund programme activities and the status of voluntary contributions (January-March 1978, 65/ on the understanding that, in view of the potential financial constraints affecting the operation of the Fund, adequate liquidity will be maintained at all times;

8. Further authorizes the Executive Director to increase the appropriation for 1978 by the amount of the 1978 component of the non-convertible currency projects recently agreed to, and to apportion the amount involved to different budget lines, particularly supporting measures;

9. Approves, under chapter II, article V, of the general procedures governing the operations of the Fund of the United Nations Environment Programme, the establishment of a trust fund of \$5.8 million for 1978-1980, within the framework of the Environment Fund, for the implementation of the Action Plan for the Protection and Development of the Marine Environment and the Coastal Areas of Bahrain, Iran, Iraq, Kuwait, Oman, Qatar, Saudi Arabia and the United Arab Emirates;

10. Approves, under chapter II, article V, of the general procedures governing the operations of the Fund of the United Nations Environment Programme, the establishment of a trust fund for the period 1978-1982, within the framework of the Environment Fund, for the financing of the five-year state of the environment report, 1978-1982;

11. Urges that Governments which contribute on a voluntary basis to trust funds ensure that such contributions do not detract from their contributions to the Environment Fund.

14th meeting
24 May 1978

E

Management of the Environment
Fund: programme and programme
support costs, 1978-1979

The Governing Council,

Having considered the supplementary estimates of the Executive Director for the programme and programme support costs budget for

65/ UNEP/GC.5/13/Add.1.

1978-1979 66/ and the related report of the Advisory Committee on Administrative and Budgetary Questions, 67/

1. Notes with approval the Executive Director's intention to consult in 1978 with the Secretary-General regarding the implementation of the second phase of transfers from the programme and programme support costs budget of the United Nations Environment Programme to the regular budget of the United Nations in the biennium 1980-1981;

2. Notes the liability for the programme and programme support costs budget in future bienniums with respect to rental payments;

3. Agrees to the proposed reclassification of the regional representative posts for the Africa and West Asia regions from the D-1 to the D-2 level;

4. Recommends that the proposed reclassification of the deputy regional representative posts in the regional offices for Latin America, West Asia and Africa, as well as the proposed establishment of four local-level posts in the regional offices, be reviewed in 1979 on the basis of information to be provided by the Executive Director on duties and responsibilities, and proposals submitted to the Governing Council at its seventh session;

5. Affirms the need for the establishment of a unit for the follow-up to the Plan of Action to Combat Desertification;

6. Notes the requirement for other parts of the United Nations system to make available highly-qualified experts for the Desertification Unit, and expresses appreciation to the United Nations Development Programme, the United Nations Fund for Population Activities and other members of the United Nations system for supporting the Unit;

7. Agrees that the Unit should comprise, in the first instance, two posts contributed by the United Nations Development Programme, one post contributed by the United Nations Fund for Population Activities plus at least twenty-four man-months of professional services contributed by members of the United Nations system, together with one established P-5 post and four local-level posts in the United Nations Environment Programme;

8. Authorizes the Executive Director, as temporary measures, to retain three high-level specialists, and to recruit one additional such specialist as well as four local level staff, to provide a Unit of the size requested to follow up the Plan of Action in 1978-1979;

66/ UNEP/GC.6/16.

67/ UNEP/GC.6/L.4.

9. Decides that the Executive Director shall review early in 1979 the staff complement of the Desertification Unit, including the possibility of established posts, on the basis of decisions to be taken by the General Assembly at its thirty-third session, and shall submit his review, together with other relevant information, to the Governing Council for decision at its seventh session;

10. Approves an additional appropriation of \$385,410 for the programme and programme support costs budget for the biennium 1978-1979.

14th meeting
24 May 1978

6/14. Co-operation in the field of the environment concerning natural resources shared by two or more States

The Governing Council,

Affirming the principles of the Declaration of the United Nations Conference on the Human Environment, 68/

Taking duly into account General Assembly resolution 3129 (XXVIII) of 13 December 1973 entitled "Co-operation in the field of the environment concerning natural resources shared by two or more States",

Expressing its satisfaction at the work done by the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States in carrying out the tasks entrusted to it for the implementation of the above resolution,

Taking into consideration articles 3 and 30 of the Charter of Economic Rights and Duties of States, as adopted by the General Assembly in its resolution 3281 (XXIX) of 12 December 1974,

Recognizing the right of countries to provide specific solutions on a bilateral or regional basis,

Desiring to promote and develop international law regarding the conservation and harmonious exploitation of natural resources shared by two or more States,

1. Approves the report of the Intergovernmental Working Group of Experts on Natural Resources Shared by Two or More States on the work of its fifth session, 69/ containing the "Draft principles of conduct in the

68/ Report of the United Nations Conference on the Human Environment (United Nations publication, Sales No. E.73.II.A.14 and corrigendum), chap. I.

69/ UNEP/GC.6/17.

field of the environment for the guidance of States in the conservation and harmonious utilization of natural resources shared by two or more States";

2. Authorizes the Executive Director to transmit the report to the General Assembly at its thirty-third session as the final report of the Working Group of Experts, and invites the Assembly to adopt the draft principles.

12th meeting
19 May 1978

6/15. Study of the problem of the material remnants of wars, particularly mines, and their effect on the environment

The Governing Council

1. Notes the report of the Executive Director on his consultations with Governments regarding the feasibility and desirability of convening an intergovernmental meeting to deal with the environmental problems of the material remnants of wars; 70/

2. Requests the Executive Director to:

(a) Urge all Governments in possession of the appropriate technology for dealing with environmental hazards caused by remnants of wars to register relevant sources with the International Referral System for sources of environmental information;

(b) Continue to gather, through the System, sources of information on methods of dealing with environmental problems created by the material remnants of wars;

(c) Render assistance to Governments, upon request, in preparing their programmes for the elimination of mines in their territories in accordance with Governing Council decisions 80 (IV), paragraph 5, of 14 April 1976 and 101 (V), paragraph 4, of 25 May 1977;

(d) Carry out and promote studies, in collaboration with appropriate components of the United Nations system, possibly drawing on meetings of experts, on the environmental effects of the material remnants of wars, particularly mines.

9th meeting
15 May 1978

70/ UNEP/GC.6/18 and Add.1.

6/16. Relationships with non-governmental organizations

The Governing Council,

Having considered the report of the Executive Director on relationships with non-governmental organizations, 71/

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 further to encourage the creation and growth of non-governmental organizations, and their activities in the field of the environment, especially in developing countries.

9th meeting
15 May 1978

Other decisions

Resolutions and decisions of the thirty-second session of the General Assembly and resolutions of the sixty-third session of the Economic and Social Council of relevance to the activities of the United Nations Environment Programme

At the 7th plenary meeting of the session, on 12 May 1978, the Governing Council noted the resolutions and decisions of the General Assembly and of the Economic and Social Council referred to in document UNEP/GC.6/3 and the relevant actions already taken by the Executive Director and his plans for future action in response to those resolutions.

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

At the 13th plenary meeting of the session, on 23 May 1978, the Governing Council decided that, in accordance with rules 1, 2 and 4 of its rules of procedure, its seventh session would be held at Nairobi from 18 April to 4 May 1979, to be preceded by informal consultations during the morning of 18 April 1979. At the 14th meeting, on 24 May 1978, the Council adopted the following provisional agenda for the seventh session:

71/ UNEP/GC.6/6.

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-third session of the General Assembly and resolutions of the sixty-fourth and sixty-fifth sessions of the Economic and Social Council of relevance to the United Nations Environment Programme);
 - (b) Periodicity and duration of Governing Council sessions;
 - (c) State of the environment report.
6. Co-ordination questions:
 - (a) Reports on interagency co-ordination in the field of the environment;
 - (b) Medium-term environment programme;
 - (c) Other co-ordination questions.
7. Programme matters.
8. Plan of action to combat desertification: Co-ordination and follow-up of the implementation of the Plan.
9. Co-ordination with the Commission on Human Settlements and report on the United Nations Habitat and Human Settlements Foundation.
10. The Environment Fund:
 - (a) Report on the implementation of the Fund programme in 1978;
 - (b) Financial report and accounts for the biennium 1976-1977 ended 31 December 1977 and the report of the Board of Auditors; and Financial report and interim accounts (unaudited) for the first year of the biennium 1978-1979 as at 31 December 1978;
 - (c) Management of the Fund of UNEP and administrative and budgetary matters.

11. Provisional agenda, date and place of the eighth session of the Governing Council.
12. Other business.
13. Report of the Governing Council to the General Assembly.
14. Closure of the session.

Informal consultations with Governments

At the 13th plenary meeting of the session, on 23 May 1978, the Governing Council, recalling its decisions 23 (III) of 2 May 1975 and 104 (V) of 25 May 1977, decided that the informal consultations with Governments between the sixth and seventh sessions of the Governing Council will be held at Nairobi for up to five days during January 1979 to exchange views on policies and to consider any other items on which the Executive Director may wish to report, and requested the Executive Director to provide for such informal consultations in his budget estimates.

ANNEX II

Documents before the Governing Council
at its sixth session

<u>Symbol</u>	<u>Title</u>
UNEP/GC.6/1 and Corr.1	Agenda and organization of the work of the session
UNEP/GC.6/2	Introductory report of the Executive Director
UNEP/GC.6/2/Add.1 and SUPPLEMENT	Advisability and feasibility of the Governing Council approving projects
UNEP/GC.6/3	Resolutions and decisions of the thirty-second session of the General Assembly and resolutions of the sixty-third session of the Economic and Social Council of relevance to the activities of the United Nations Environment Programme
UNEP/GC.6/4	The state of the environment: selected topics - 1978
UNEP/GC.6/5	Report of the Environment Co-ordination Board on its seventh session, New York, 28 October 1977
UNEP/GC.6/5/Add.1	Report of the Environment Co-ordination Board on its eighth session, London, 4 April 1978
UNEP/GC.6/6	Relationships with non-governmental organizations
UNEP/GC.6/7 and Corr.1	The Environment Programme
UNEP/GC.6/7/Add.1	Developments during February - April 1978
UNEP/GC.6/8	International conventions and protocols in the field of the environment
UNEP/GC.6/9 and Annex	United Nations Conference on Desertification: Review and follow-up activities

<u>Symbol</u>	<u>Title</u>
UNEP/GC.6/9/Add.1	Additional measures and means of financing for the Implementation of the Plan of Action to Combat Desertification
UNEP/GC.6/9/Add.2	United Nations Conference on Desertification: Plan of Action to Combat Desertification - Measures to be taken for the benefit of the Sudano-Sahelian region
UNEP/GC.6/9/Add.3	United Nations Conference on Desertification: Report on the meeting of the Consultative Group for Desertification Control
UNEP/GC.6/9/Add.4 and Corr.1	Establishment and operation of a special account for financing the implementation of the Plan of Action to Combat Desertification
UNEP/GC.6/10	United Nations Habitat and Human Settlements Foundation: Progress report on the implementation of the plan and programme of operations of the Foundation
UNEP/GC.6/11	United Nations Habitat and Human Settlements Foundation: Financial and budgetary matters and administrative arrangements - General procedures governing the operations of the Foundation
UNEP/GC.6/12	United Nations Habitat and Human Settlements Foundation: Financial and budgetary matters and administrative arrangements - Budget report for the programme support costs of the Foundation
UNEP/GC.6/12/Add.1	United Nations Habitat and Human Settlements Foundation: Financial and budgetary matters and administrative arrangements - Proposed programme support costs budget of the Foundation for the period 1 July 1978 to 31 December 1978
UNEP/GC.6/13	Report on the implementation of the Fund programme in 1977
UNEP/GC.6/13/Add.1	Fund programme activities and status of voluntary contributions: 1 January 1978 - 31 March 1978

<u>Symbol</u>	<u>Title</u>
UNEP/GC.6/14	Evaluation of Fund projects
UNEP/GC.6/15	Management of the Environment Fund
UNEP/GC.6/16	Programme and programme support costs budget for 1978-1979 - Supplementary estimates
UNEP/GC.6/17	Draft principles of conduct in the field of the environment for the guidance of States in the conservation and harmonious utilization 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 fifth session, held at Nairobi from 23 January to 7 February 1978
UNEP/GC.6/18 and Add.1	Study of the problem of the material remnants of wars, particularly mines, and their effect on the environment: Feasibility and desirability of convening an intergovernmental meeting to deal with the environmental problems of the material remnants of wars
UNEP/GC/INFORMATION/1/Rev.1	Compendium of approved objectives, strategies and concentration areas for the environment programme
UNEP/GC/INFORMATION/5/SUPPLEMENT	Register of international conventions and protocols in the field of the environment
UNEP/GC/INFORMATION/6 and Add.1	Memoranda of understanding between the United Nations Environment Programme and other organizations of the United Nations system
UNEP/GC/INFORMATION/7	Progress report on the International Referral System for sources of environmental information (IRS)
UNEP/GC/INFORMATION/8	Lead: Evaluation techniques for one of the priority pollutants

<u>Symbol</u>	<u>Title</u>
UNEP/GC/INFORMATION/9	United Nations Environment Programme: Contribution to the chapter on environment of the United Nations medium-term plan for 1980-1983
UNEP/GC/INFORMATION/10 and Corr.1	Summary account of recent and current developments as reported to UNEP by Governments and by Intergovernmental and non-governmental organizations for selected parts of the environment programme
UNEP/GC.6/L.1	Introductory statement by the Executive Director
UNEP/GC.6/L.2	Financial report and accounts (unaudited) of the United Nations Habitat and Human Settlements Foundation for the biennium ended 31 December 1977
UNEP/GC.6/L.3	Fund of the United Nations Environment Programme: Financial report and accounts and recommendations of the Board of Auditors and the Advisory Committee on Administrative and Budgetary Questions
UNEP/GC.6/L.4	Proposed supplementary estimates for programme and programme support costs budget of the Environment Fund 1978-1979 - Report of the Advisory Committee on Administrative and Budgetary Questions
UNEP/GC.6/L.5 and Corr.1	Credentials of representatives
UNEP/GC.6/L.7	Comments of the Advisory Committee on Administrative and Budgetary Questions on the Executive Director's note on the proposed programme support costs budget of the United Nations Habitat and Human Settlements Foundation for the period 1 July 1978 to 31 December 1978
Background Document No. 1 (English only)	United Nations Conference on Desertification: Plan of Action to Combat Desertification - Measures to be taken for the benefit of the Sudano-Sahelian region: Role and activities of the main competent existing organs in the region
Background Document No. 2 (English only)	United Nations Environment Programme: Contribution to the chapter on environment of the United Nations medium-term plan for 1980-1983