

**UNITED NATIONS**  
**ENVIRONMENT PROGRAMME**  

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**REPORT OF THE**  
**GOVERNING COUNCIL**  
**on the work of its eighth session**

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**16-29 April 1980**

**GENERAL ASSEMBLY**  
OFFICIAL RECORDS: THIRTY-FIFTH SESSION  
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**NOTE**

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

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## INTRODUCTION

1. The report on the eighth session of the Governing Council of the United Nations Environment Programme (UNEP) is submitted to the General Assembly in accordance with General Assembly resolution 2997 (XXVII) of 15 December 1972.
2. The eighth session of the Governing Council was held at UNEP headquarters, Nairobi, from 16 to 29 April 1980. The present report was adopted by the Council at the 12th meeting of the session, on 29 April.

## CHAPTER I

### ORGANIZATION OF THE SESSION

#### A. Opening of the session

3. In the absence of the President and Vice-Presidents of the Governing Council at its seventh session, the session was opened by the Executive Director.

#### B. Attendance

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

Algeria	Kuwait
Argentina	Libyan Arab Jamahiriya
Australia	Malawi
Austria	Malaysia
Bangladesh	Mauritania
Belgium	Mexico
Botswana	Netherlands
Brazil	New Zealand
Bulgaria	Pakistan
Burundi	Panama
Byelorussian Soviet Socialist Republic	Romania
Chile	Saudi Arabia
China	Sudan
Colombia	Sweden
Denmark	Thailand
Ethiopia	Trinidad and Tobago
France	Tunisia
Gabon	Turkey
German Democratic Republic	Uganda
Germany, Federal Republic of	Union of Soviet Socialist Republics
Guinea	United Arab Emirates
India	United Kingdom of Great Britain and Northern Ireland
Indonesia	United States of America
Iran	Uruguay
Iraq	Venezuela
Italy	Yugoslavia
Japan	Zaire
Kenya	

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1/ The membership of the Governing Council was determined by elections held at the 103rd plenary meeting of the thirty-second session of the General Assembly, held on 15 December 1977, at the 85th and 91st plenary meetings of the thirty-third session, held on 15 and 21 December 1978 respectively, and at the 107th plenary meeting of the thirty-fourth session, held on 18 December 1979.

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

Canada	Nigeria
Congo	Norway
Cyprus	Philippines
Czechoslovakia	Poland
Egypt	Republic of Korea
Finland	Senegal
Ghana	Somalia
Greece	Spain
Holy See	Sri Lanka
Hungary	Switzerland
Israel	United Republic of Cameroon
Jordan	Zambia

6. The Palestine Liberation Organization and the Pan Africanist Congress of Azania were represented as observers.

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

8. The following United Nations bodies and Secretariat units were represented:

Economic Commission for Europe (ECE)  
Economic and Social Commission for Asia and the Pacific (ESCAP)  
Economic Commission for Africa (ECA)  
Economic Commission for West Asia (ECWA)  
Office of the United Nations Disaster Relief Co-ordinator (UNDRO)  
United Nations Industrial Development Organization (UNIDO)  
United Nations Centre for Human Settlements (UNCHS)  
United Nations Development Programme (UNDP)  
United Nations Fund for Population Activities (UNFPA)  
Office of the United Nations High Commissioner for Refugees (UNHCR)  
United Nations Sudano-Sahelian Office (UNSO)

9. 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 Bank  
World Meteorological Organization (WMO)  
Inter-Governmental Maritime Consultative Organization (IMCO)

10. The following other intergovernmental organizations were represented:

Commission of the European Communities (CEC)  
Commonwealth Secretariat  
Council for Mutual Economic Assistance (CMEA)  
League of Arab States  
Organization of African Unity (OAU)  
Organization of American States (OAS)

In addition, 47 non-governmental organizations were represented as observers.

### C. Election of officers

11. At the opening meeting of the eighth session, on 16 April 1980, the Governing Council elected the following officers by acclamation:

President: Mr. A. N. D. Haksar (India)

Vice-Presidents: Mrs. H  l  ne Dubois (France)  
Mr. V. A. Kozlov (Byelorussian Soviet Socialist Republic)  
Mr. W. N. Mbote (Kenya)

Rapporteur: Mr. L. F. Guerrero (Venezuela)

### D. Credentials

12. In accordance with rule 17, paragraph 2, of the rules of procedure of the Governing Council, the Bureau examined the credentials of the delegations attending the eighth session of the Council. The Bureau found the credentials in order and so reported to the Council, which approved the report of the Bureau at the 10th meeting of the session, on 28 April 1980.

### E. Agenda

13. At the opening meeting of the session, the Governing Council adopted the provisional agenda for the session as approved at its seventh session. 2/ The agenda as adopted read as follows:

- "1. Opening of the session
2. Organizational matters
  - (a) Election of officers
  - (b) Agenda and organization of the work of the session
3. Credentials of representatives
4. Executive Director's report and state of the environment
  - (a) Introductory report of the Executive Director (including resolutions and decisions of the thirty-fourth session of the General Assembly and resolutions of the first and second sessions of the Economic and Social Council in 1979 of relevance to the United Nations Environment Programme)
  - (b) State of the environment report

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2/ Official Records of the General Assembly, Thirty-fourth Session, Supplement No. 25 (A/34/25), pp. 123 and 124.



5. Co-ordination questions
  - (a) Report of the Administrative Committee on Co-ordination on co-ordination in the field of the environment
  - (b) Other co-ordination questions (including co-ordination with the Commission on Human Settlements and the system-wide medium-term environment programme)
6. Programme matters
7. Co-ordination and follow-up of the implementation of the Plan of Action to Combat Desertification
8. The Environment Fund
  - (a) Report on the implementation of the Fund programme in 1979
  - (b) Financial report and accounts (unaudited) for the biennium 1978-1979 ended 31 December 1979
  - (c) Management of the Fund of UNEP
  - (d) Administrative and budgetary matters
9. Provisional agenda, date and place of the ninth session of the Governing Council
10. Other business
11. Report of the Governing Council to the General Assembly
12. Closure of the session "

F. Organization of the work of the session

14. At the opening meeting of the session, 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 (UNEP/GC.8/1/Add.1 and Corr.1). It was agreed that item 4 (a) and (b) should be considered in the context of a general debate.

15. 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 items 6, the part of 8 (c) on evaluation and 10

Sessional Committee II: Agenda items 8 (a), (b), (c) and (d)

Mr. W. N. Mbote (Kenya) and Mrs. Hélène Dubois (France), Vice-Presidents, were appointed Chairmen of Sessional Committees I and II, respectively.

G. Work of the Committees

16. Committee I held 13 meetings from 16 to 28 April 1980. At the first meeting, it elected Mr. J. Hartnack (Denmark) 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.

17. Committee II held nine meetings from 16 to 25 April 1980. At the first meeting, it approved a tentative time-table for its work, and at the second meeting it elected Mr. Ahmad Azimi-Bolourian (Iran) as Rapporteur. The text of the Committee's report has been incorporated in chapter VI below.

## CHAPTER II

### GENERAL DEBATE

18. In discussing agenda item 4 at the 2nd to 7th plenary meetings of the session, the Council had before it the following documents: the introductory report of the Executive Director (UNEP/GC.8/2), with addenda on arrangements for the tenth session of the Governing Council (Add.1), resolutions and decisions of the General Assembly and the Economic and Social Council of relevance to UNEP (Add.2), work on the interrelationships between resources, environment, population and development (Add.3) and the introductory statement of the Executive Director (Add.4) and the report on the state of the environment: selected topics - 1979 (UNEP/GC.8/3 and Corr.1).

19. In his introductory statement, at the opening meeting of the session, the Executive Director focused on major developments within the United Nations system since the Council's seventh session, major issues before the Council, the difficulties UNEP had faced and its achievements before and during his current term as Executive Director, and the major issues likely to arise in the coming decade. The Council's present session was a particularly important one, preceding as it did the special session of the General Assembly which would adopt the international development strategy for the 1980s.

20. Since the Council's seventh session, the fifth United Nations Conference on Trade and Development, the third General Conference of UNIDO and the United Nations Conference on Science and Technology had taken place. UNEP was participating actively in the preparations for the United Nations Conference on New and Renewable Energy Sources. He had conveyed the views of the Governing Council to the Preparatory Committee for the New International Development Strategy in June 1979 and negotiations on the preamble, goals and objectives of the new strategy were well advanced.

21. Within UNEP's own programme, two joint statements had been issued in June 1979, one by the Administrator of the United Nations Development Programme and himself on environment and development, and the other with the President of the Scientific Committee for the Protection of the Environment (SCOPE) of the International Council of Scientific Unions (ICSU) on global life support systems. The World Conservation Strategy, launched in over 30 capitals on 5 March 1980, was the outcome of five years of international work co-ordinated by UNEP, together with the International Union for Conservation of Nature and Natural Resources (IUCN) and the World Wildlife Fund (WWF), with the assistance of the Food and Agriculture Organization (FAO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) as well as of the international scientific community.

22. Following the regional seminars on alternative patterns of development and lifestyles, the interregional seminar, convened in Nairobi in March 1980, had approved by consensus and agreed input to the new international development strategy, which had been communicated to the Chairman of the Preparatory Committee and the Director-General for Development and International Economic Co-operation.

23. The UNEP reports on the environmental impacts of nuclear energy and fossil fuels had now been published: the third report on renewable energy sources would appear shortly, and preparations for the comparative study were progressing well.
24. During the past two months, meetings had been convened on tropical forests, carbon dioxide, climate impact studies and soils policy. The second meeting of the Consultative Group for Desertification Control and the fifth session of the Working Group of Experts on Environmental Law had also been held during that period. He looked forward to receiving the guidance of the Council on a number of those topics.
25. UNEP had co-operated with the Economic Commission for Europe (ECE) in the preparations for the November 1979 High-level Meeting on the Protection of the Environment, which had adopted a Convention on Long-Range Transboundary Air Pollution and a Declaration on Low and Non-Waste Technology. He would appreciate the Council's views on the wish expressed by the participants at the High-level Meeting for co-operation between ECE and UNEP in implementing the decisions taken there.
26. He had made official visits to, or held official consultations while attending specific functions in, 16 countries. Discussions with those concerned with environmental problems had repeatedly and clearly indicated that there was deep disquiet over the environment and that activities were being undertaken, but that, more often than not, much still remained to be done.
27. Among the over-all policy items before the Council, work on the topic of interrelationships between resources, environment, population and development was accelerating in the United Nations system. He looked forward to receiving the Council's advice on the proposals presented in his introductory report (UNEP/GC.8/2) concerning the role to be played by UNEP.
28. The Council also had before it samples of the programme perspective document and the System-wide Medium-term Environment Programme (SWMTEP), as well as the traditional programme document reporting mainly on performance in implementing the programme since the Council's last session. He hoped that the Council would give careful consideration to the subject of programme documentation and advise him on the future presentation of documents. In order to reflect the concepts of medium-term planning and programming approved by the General Assembly and those of SWMTEP, he was proposing revisions to the procedures for the Fund of UNEP which would in no way alter the balance of authority between the Council and the Executive Director, but would simplify work within UNEP and reduce the effort required in co-operative activities by UNEP's partners.
29. A further issue on which the Council's guidance was expected was the commemoration of the Stockholm Conference. His own position was quite clear. The tenth regular session of the Governing Council must have sole responsibility for taking decisions on UNEP's activities and allocation of resources, while the special session, held in the middle of the regular session, should address major trends in environmental issues in the course of the subsequent decade.
30. The operations and state of the Environment Fund were a major issue. In 1979, for the first time, total expenditures had exceeded total new resources. Furthermore, another serious problem had arisen in 1979: although the financial rules allowed financial commitments to be entered into, within the appropriations approved by the Governing Council, on the basis of estimated resources, he had

undertaken to maintain the liquidity of the Fund at all times. That could be achieved only if pledged contributions were paid early in the year to which they related. The response to the Council's call for early payment of pledges had been poor: contributions for 1979, although pledged at a higher rate than ever before, had been paid later than in 1978. At the end of June 1979, with only 43 per cent of convertible currency contributions paid for the year, compared with 75 per cent by the same time in 1978, he had no alternative but to hold back new project commitments until near the end of the year, which left it too late to start certain activities in 1979. Incidentally, to date \$1.1 million of contributions pledged for 1979 were still unpaid. The position on payment of 1980 contributions appeared to have deteriorated still further, with contributions amounting to only \$3.9 million received up to the end of March.

31. At its seventh session, the Council had assigned responsibility to UNEP for the administration of three trust funds. Contributions to the Kuwait Trust Fund had exceeded the minimum requirements for project commitments, although a number of Governments had not paid their contributions, or paid only part - a situation he trusted would soon be rectified. Contributions to the Mediterranean Trust Fund, on the other hand, had been received too slowly to permit effective implementation of the Action Plan. He hoped that the current difficulties would soon be resolved to enable the Plan to move ahead. Contributions to the Trust Fund for the Endangered Species Convention had also been received much more slowly than had been anticipated. The financial support committed by the Environment Fund, at a higher level than previously agreed, would have to be adjusted to the agreed level as soon as adequate contributions flowed into the Trust Fund. He regretted to have to report that thus far no contributions had been received to the Special Account established more than a year before for the purpose of implementing the Plan of Action to Combat Desertification.

32. In addition to its responsibility for the Plan of Action to Combat Desertification, UNEP now bore responsibility for the World Conservation Strategy and the Action Plan for the Ozone Layer. It was moving quickly in the direction of regional and global plans of action on a number of environmental issues: at the regional level for the Caribbean, the Gulf of Guinea and the three Asian seas, and at the global level for climate impact studies, tropical forests, carbon dioxide and a global soils policy. The implementation of those plans called for more resources - human as well as financial. The Governing Council should face that issue squarely and advise him as to how UNEP should proceed. There was no point in developing further plans for action unless there were viable mechanisms for mobilizing resources sufficient to implement them.

33. He had been privileged to serve UNEP as Executive Director for almost five years in addition to his two and a half years as Deputy. As he approached the end of his present term of office, he would like to share with the Council some of his thoughts on the difficulties and accomplishments of that formative period in UNEP's development.

34. One of UNEP'S most pressing problems has been the establishment of a balanced programme reflecting the needs of both developed and developing countries. Despite a global convergence of long-term interests and objectives, the short- and medium-term preoccupations of the two groups and their perception of immediate needs and constraints did not often coincide. Accordingly, the Stockholm Plan of Action and

Governing Council decision 1 (1) <sup>3/</sup> had given an orientation which sought to make UNEP's programme of activities equally relevant to both. From the outset, perceptions regarding the question of concentration of UNEP activities had varied widely. While trying to work on a wide array of issues of legitimate concern to the international community, it was necessary to concentrate, and the formula of "concentration areas" had been adopted. He had proposed the 21 goals for 1982 with the sole objective of efficiency in those areas of key importance which required priority attention, and time after time he had had to try to reconcile the need for concentration with insistent demands for diverse activities from Governments. Besides those specific requests, other factors had made it difficult to concentrate time, effort and money on areas where visible and impressive results could be accomplished. In recent years the proliferation of concerns on many environmentally related subjects had created considerable disquiet concerning the future of the planet. Because of its mandate, UNEP was continuously on the lookout for such concerns, and followed all developments closely to ensure that they were given sufficient attention by Governments specialized agencies or the international scientific community. Against that background, he had tried to maintain a balanced global programme from which the whole of mankind could benefit.

35. He was sure that the Council appreciated the complexity of the problems UNEP was tackling, as well as of its operational mechanisms. The difficult task of attempting to develop a programme for implementation not by UNEP alone, but also by others, required time, careful negotiations and the willing co-operation of partners. Equally necessary was the avoidance of duplication and the creation of an atmosphere of harmony and dynamic conditions for working together.

36. The first pre-condition for such an exercise was the development of an intellectual input authoritative enough and persuasive enough to act upon. With its small staff, UNEP did not have a wide range of specialists at its disposal. Nevertheless, for the period ahead it must concentrate on strengthening its intellectual leverage in a number of ways. The second requirement was to have enough voluntary contributions for the effective implementation of priority activities approved by the Council.

37. One difficulty was the rapid turnover of staff, particularly in administration. It had proved extremely difficult to attract experienced administrative personnel to work with UNEP, which had little in the way of incentives to offer in its small secretariat. Moreover, the responsibilities of UNEP covered a wide spectrum of specialization; there was no clearly defined and well established professional community from which it could recruit its substantive staff. Member Governments had been active, sometimes over-active, in assisting UNEP in its recruitment efforts, but had not always offered the highest calibre of manpower as staff or consultants. In several instances, indeed, the staff seconded by Governments had been disappointing. He recognized that the type of talent sought by UNEP was not abundant, particularly in the developing countries. Nevertheless, the response of Governments to its staff requirements needed to be better oriented.

38. The shortfall in resources compared to the target approved by the Governing Council had become a major problem in the last two years. Some countries had come

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<sup>3/</sup> See Report of the United Nations Conference on the Human Environment held at Stockholm from 5 to 16 June 1972 (United Nations publication, Sales No. E.73.II.A.14).

forward with substantially increased contributions for the planning period 1978-1981, but unfortunately, their example had not been widely followed, and a large number of Governments had yet to make contributions. Even on the basis of pledged contributions, UNEP was still more than \$24 million short of the target for the four-year period. Painful prudence in committing funds for new and important activities approved by the Council, but for which sufficient resources had not been made available, had thus been necessary. If approved programmes had not been implemented as effectively as they should have been, that was largely because of the uncertainty regarding the volume and timing of expected contributions and the shortage of resources available to implement them.

39. A further problem during the past three years was that of efficient communication and data processing. One way of dealing with that issue had been the establishment by UNEP of a sending/receiving station through the Symphonie satellite. Negotiations were very far advanced with the United Nations in New York and Geneva, as well as with the Governments concerned: France, the Federal Republic of Germany and Switzerland. France and the Federal Republic of Germany had made a very generous offer in that respect. The matter was now in the hands of UNEP's host Government, and he hoped that Kenya would respond without further delay to UNEP's request to start the operation soon in compliance with the Headquarters Agreement for ensuring the efficient functioning of UNEP.

40. By focusing attention on UNEP's difficulties during his period of office, he did not intend to inject a sense of pessimism into the Council's deliberations. UNEP had unquestionably had major achievements to its credit, including the relationship established with its partners in the United Nations system in pursuing activities to help the world community to meet environmental concerns. Furthermore, UNEP's methods of programme development, first the three-level programmatic process, then the move to joint programming, and now thematic joint programming and the methodology of SWMTEP were major accomplishments.

41. Specific areas where UNEP's efforts had borne fruit included: the successful regional seas programme; the reflection in drafts of the new international development strategy of UNEP's views and approaches on the reconciliation of economic and environmental concerns; the programme on cost/benefit analysis of environmental protection measures; the declaration of principles by multilateral development financing agencies on the incorporation of environmental considerations into their development policies, programmes and projects; the results of the seminars on alternative patterns of development and lifestyles held in co-operation with the regional economic commissions; UNEP's positive role in work on interrelationships between resources, environment, population and development; the industry seminars and the forthcoming guidelines resulting from them; the development of environmental impact assessment guidelines; the effective International Referral System (INFOTERRA) network of focal points and a number of sectoral information systems such as the industry and environmental information and data system; the important work of the Co-ordinating Committee on the Ozone Layer; assistance to Governments in establishing priorities among their environmental programmes and developing national environmental legislation and environmental machinery; the Plan of Action to Combat Desertification; the development of a global plan for the wise utilization of tropical forests; the assumption of responsibility for the Climate Impact Studies Programme; the state of the environment reports, which were receiving wide publicity and generating serious consideration of such emerging issues as carbon dioxide, firewood, toxic chemicals, environmental diseases, resistance to pesticides, and so on; the Tbilisi Plan of Action and UNEP's

work on environmental education; and the reports on the environmental impacts of production and use of various sources of energy. Those achievements had called for a tremendous effort on the part of UNEP's very small staff, both present and past, and a host of senior advisers. He wished to pay tribute to them all and to the Governments, which had always encouraged and guided UNEP.

42. Despite every effort to protect and improve the environment, the new decade of the 1980s was fraught with dangerous situations. They included the destruction of the world's rain forests, encroaching desertification, the degradation or destruction of coastal lands and breeding grounds for the world's fisheries, the threatened extinction of over 1,000 animal and some 25,000 plant species and the pollution of large segments of the atmosphere, soil, rivers and seas.

43. New sets of environmental problems were emerging. One set was produced by the new developments taking place in coal liquefaction and the use of crops for alcohol production to replace oil. A second set was induced by the transfer of hazardous goods and technologies, as well as toxic wastes, from developed to developing countries. A third set of problems stemmed from the potential hazards of overfishing and of oil exploration in Antarctica and the Southern Ocean. While those were serious problems, they should also be looked at as opportunities for genuine international co-operation. While the resource base for development was eroding, environmental hazards were increasing and taking more complex and wide-ranging forms. The symptoms of environmental degradation must therefore be fought, knowledge concerning the basic causal processes expanded and mutually reinforcing solutions sought and implemented. Those solutions must have a positive impact on the entire interrelated system of resources, people, environment and development.

44. Such an approach required new concepts and techniques of management, in which the costs of required activities might need to be borne by groups other than those which reaped the benefits. The true justification of such endeavours where costs accrued in a different pattern from benefits was the over-all pattern of benefit for the present generation and generations yet to be born.

45. There were various ways of developing multifaceted solutions which took account of the complex system of interrelationships. One possible point of entry was spatial planning, which could increase the carrying capacity of the planet, while a second related to energy, where the pace of change was so dynamic that it afforded the leverage needed to affect positively a whole host of problems ranging from the use of materials to human settlements and patterns of society.

46. Problems and opportunities were different aspects of the same reality. The inability to look to man's long-term welfare and to accept and use change in beneficial ways was apparent in industrialized countries, where economic problems had in certain instances led not to forward-looking solutions, but to attempts to seek palliatives and to a movement away from concern for the environment. In developing countries, problems such as the advance of deserts and the disappearance of forests were not accorded the same significance as problems perceived as more immediate. The resources expended on the arms race were a further symptom of the inability to take hard decisions today to safeguard tomorrow. The real issue was the lack of commitment to the long term. The leaders of the world's nations and the institutions serving them must show the moral courage badly needed to effect the basic changes required to meet the critical problems of the years ahead.

47. The Executive Director of the United Nations Centre for Human Settlements



(UNCHS - Habitat) said that, since the Governing Council's seventh session, considerable progress had been made in strengthening co-operation between UNEP and UNCHS. A number of delegations at the second regular session of the Economic and Social Council in 1979 had welcomed the agreement on complementarity between the UNCHS and UNEP programmes and looked forward to substantial results from their co-operation.

48. The joint meeting of the two organizations' executive heads and the bureaux of their governing bodies held in December 1979 had welcomed the identification of areas in the work programmes of the two organizations - settlement planning in relation to population and environmental policies, support for research and training in settlement planning, promotion of a systems approach to rural settlement planning, global review of human settlements, energy requirements of rural settlements and the urban poor and energy conservation in building, assessment of environmental conditions in human settlements and environmental aspects of their planning and development, environmentally sound and appropriate human settlements technologies and research, and training and dissemination of information on these issues - in which they would develop future activities in close collaboration with each other and with other relevant United Nations organizations. Particular emphasis had also been placed on co-operation regarding environment and development, and the meeting had further agreed that future collaboration should include work on outer limits and the assessment of basic human needs, environmental management, industry and the environment and environmental education and training.

49. Noting the catalytic role of UNEP and the function of UNCHS as an executing agency, the meeting had particularly emphasized the continuing priority which should be assigned to assisting Governments in identifying and formulating projects on the environmental aspects of human settlements. Finally, it had recommended that the Governing Council and the Commission on Human Settlements request the General Assembly to agree to the joint bureaux meetings being held annually, rather than biannually.

50. Following the joint meeting, UNEP and UNCHS had on 22 January 1980 concluded a memorandum of understanding concerning co-operation in the preparation of guidelines for incorporating environmental considerations in human settlements planning. The project in question would produce manuals containing general and specific guidelines on topics including, but not limited to: human settlements in fragile ecosystems; agricultural regions and rural settlements; environmentally sound and appropriate human settlements technologies and energy conservation and utilization, transportation systems and other infrastructure, especially water and waste management systems, in settlements; environmental considerations in the planning and development of large metropolitan areas and unique settlements; and environmentally sound planning of human settlements in disaster-prone areas. It would also develop practical methods for human settlements development encompassing environmental factors. UNEP would contribute 75 per cent, and UNCHS 25 per cent, of the cost of that and other joint activities, which, on the basis of a study of UNEP's programme, UNCHS felt might include: pilot projects for the demonstration of environmentally-sound human settlements technologies; a joint UNCHS/UNEP World Health Organization (WHO) project on drinking water supply and waste disposal in the cities of developing countries (including the establishment of guidelines for environmental health standards in different socio-economic settings, and perhaps specialized hydrological and planning studies for cities faced with serious flooding problems); and promotion of alternative patterns of settlement development and lifestyles.

51. The last of those three areas of activity represented a mammoth undertaking, but one which was essential in view of the main new forces likely to shape human settlements development in developing countries over the next ten years, namely the need to conserve fuel and energy supplies, the demand for equity in the distribution of development benefits, and the renewed emphasis on indigenous cultural traditions and settlement-building practices.

52. The first of those forces would lead, because of the likelihood of continued rising oil prices, to increased emphasis on manufacturing techniques which were less dependent on imported fuels and high energy consumption, enabling countries with abundant moderate-cost labour to obtain an economic advantage, and additional access to international markets for their industrial products. It might also lead to national patterns of concentrated urban settlements effectively linked to raw materials sources, internal markets and export facilities. Few countries had to date made efforts in that direction, which would be a priority issue for the coming development decade. Economics would also have to be sought in transportation, taking account of the fact that simple replacement of private by public transport was not necessarily more energy-effective unless it served an urban pattern whose design criteria included the optimization of public-transport use. Still more fundamental was the development of settlement and land-use patterns that minimized the amount of total movement. Fortunately, cities in developing countries had tended to expand as sets of modules containing mixtures of residence, workplaces and community facilities, and their basic structure was thus readily adaptable to the necessary changes in life-style to meet energy and fuel constraints.

53. In the past, the economic and social benefits of development in the developing countries had accrued almost entirely to a wealthy elite. Increasing literacy and improved communications, however, meant that all strata of society were aware of the disparities in their living conditions, and the masses were no longer prepared to accept their deprivations uncomplainingly. If Governments hope to maintain political stability over the next decade, they must therefore seek to meet the aspirations of a majority which, particularly as it became urbanized, was becoming fully aware of its political power. Programmes to improve the environmental and functional quality of human settlements offered the simplest and most direct method of distributing benefits to disadvantaged groups through upgrading of living conditions and the provision of such community services as water supply, sanitation, waste disposal, power, health facilities and education, all of which affected lifestyles as well as providing tangible economic and social benefits. Changing lifestyles would particularly affect women, freeing them from a life of drudgery and enabling them to realize their full potential as human beings.

54. As each country assimilated its traditional patterns of production and distribution into the new social order which must emerge as a result of continuing functional and economic changes, human settlements patterns would become more varied from country to country. Many of the standardized building materials, developed as a result of the assumption that development must follow the course taken in developed countries, were either oil-based or produced by energy-intensive processes, and would increase rapidly in cost in the next few years. Developing countries, faced with the increased burden placed on their foreign exchange by the import of such materials would have to meet increased construction needs by adapting traditional materials and techniques and using indigenous raw materials to develop new building components compatible with historical practices. The industrial base for such production required little importation of foreign capital,

technology or entrepreneurial skills, and the traditionally labour-intensive nature of the construction industry made it suitable, in view of the foreseeable stable demand for its services in most developing countries over the next decade or two, for use as an instrument of economic growth and employment, provided the necessary internal capital resources could be mobilized.

55. The above three areas of activity offered vast potential for co-operation between UNCHS and UNEP. Many of the elements they included would be discussed at the third session of the Commission on Human Settlements (Mexico City, 6 to 15 May 1980) <sup>4/</sup> which would debate four major themes in human settlements development - human settlements finance and management, energy requirements and conservation in human settlements, upgrading of slums and squatter settlements, and development of rural settlements and growth centres. All of those themes, particularly the second and third, had major environmental components.

56. UNCHS and UNEP had hardly begun to scratch the surface of their joint interest in the environment of human settlements. As always, resources constituted a restraint on action. While the Environment Fund was relatively well endowed, support for the Habitat and Human Settlements Foundation of UNCHS was far below the expected level. He was requesting member Governments to announce pledges at the forthcoming session of the Commission on Human Settlements, and he urged representatives to UNEP who were also representatives to UNCHS to convey that message most urgently to their Governments.

57. During the general debate, which took place at the 2nd to 7th plenary meetings of the session, delegations generally felt that significant progress had been achieved in some areas, thanks to the efforts of UNEP and to the significant increase in regional and national awareness of environmental issues. A widespread consensus was emerging in both developed and developing countries on the need to achieve development without environmental disruption. In the past few years, Governments had progressed considerably in the understanding of long-term environmental problems and had become increasingly conscious of the inescapable connexion between sustainable economic development and the sound management of the environment. Conservation and protection of the environment and economic growth were being increasingly recognized as being necessary to the achievement of a better life for all.

58. However, the growing seriousness of widespread problems such as desertification, scarcity of water and deterioration of its quality, soil erosion, deforestation and pollution, meant that the decade of the 1980s would require increased efforts from environmentalists. Furthermore, because of the deteriorating financial and economic situation of many countries, increasing attention and resources would have to be devoted to questions of balance of payments, employment, inflation and recession, with the resulting effect that environmental issues might be relegated to the second rank. In the years to come, therefore, UNEP would have to redouble its efforts to promote a better understanding of the complementarity of the twin objectives of environmental protection and economic development and to devise the necessary methodologies for the practical integration of environmental policies into development strategies.

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<sup>4/</sup> Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 8 (A/35/8).

59. Some delegations expressed regret that little progress had been achieved towards bringing about the new international economic order, the establishment of which was prerequisite for the successful protection of the environment, and it was hoped that the new round of global negotiations to begin in 1981 would contribute to overcoming that situation.

60. Several delegations said that the successful implementation of UNEP's goals and effective international co-operation could only be achieved through universal, just and lasting peace in the world, through peaceful coexistence among States with different social, economic and political systems and at different levels of development, and through the strengthening and widening of international détente. Attainment of those objectives was also predicated upon the prevention of a new world war and the achievement of effective disarmament measures, which would permit switching to peaceful purposes resources currently wasted on armaments. One delegation hoped in that connexion that, since the General Assembly had designated 1980s the Second Disarmament Decade, all international organizations, including UNEP, should work to promote awareness of that crucial issue: the chapter on the environmental effect of military activities in the current state of the environmental report was a first positive step in that direction. Another positive element was seen as the entry into force of the Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques which, it was hoped, would be ratified by an increasing number of countries.

61. One representative underlined that war, exploitation, racism, poverty and disease were the most crucial problems facing mankind: there were, in fact, two different environments, that of the rich and that of the poor, and the international community must do its utmost to meet the fundamental needs of people in those countries where such scourges were rampant. Another delegation pointed out that environmental deterioration in its country was primarily caused by an imported lifestyle based on western consumerism and fostered by a corrupt political environment, which had led to a polarization between the ruling caste, which had run the country like a business enterprise, and the exploited masses.

62. Some delegations noted with satisfaction UNEP's intention to continue co-operating with the Secretary-General of the United Nations and the Palestine Liberation Organization (PLO) for the implementation of General Assembly resolutions 34/133 on assistance to the Palestinian people and 34/113 on living conditions of the Palestinian people, both of 14 December 1979.

63. One delegation said that wars of aggression had been the chief source of the environmental damage caused by military activities. Many such wars had been waged by colonialism and imperialism, causing enormous devastation to agriculture, desertification and various ecological disruptions, in addition to the millions of lives which had been lost and the financial and technological resources wasted in those wars. One could not, therefore, but feel deep concern over the situation in South Asia where a social imperialist power had invaded and occupied a third world non-aligned Islamic country in flagrant violation of the principles governing international relations, the Charter of the United Nations, and General Assembly resolutions demanding the withdrawal of its armed forces which had been endorsed by over 100 countries. In Asia, a regional hegemonist power abetted and aided by social imperialism had committed a similar aggression against the sovereign and independent state of Democratic Kampuchea. The maintenance of peace and preservation of the human environment required a resolute opposition to aggression,

expansion and war, and required an end to the arms race and the adoption of effective measures to reduce substantially the arsenals of the super-Powers.

64. A number of delegations stated that such allegations were false, slanderous and defamatory and might hamper the constructive deliberations of the Governing Council by sowing the seeds of distrust and hostility among participants. It was said that that statement had been made by a representative of the very country which not long ago had waged an aggressive war against neighbouring peace-loving States. One delegation stated that the world was well aware that that country bore a heavy responsibility to mankind for the tragedy of the Kampuchean people, and that its leaders were given to militarist and hegemonist aspirations, loathed the climate of détente and displayed time and again their adherence to a policy of expansionism. Regret was expressed that the platform of the current session of the Governing Council had been used to whip up a slanderous campaign against the Governments of the peoples of Afghanistan and Kampuchea.

65. Speaking in exercise of the right of reply, the Chinese delegation stressed that its statement had been made in accordance with the decisions of the Governing Council and its rules of procedure, and based on the facts that aggressive wars were going on in Afghanistan and Kampuchea. It was none other than the representative of that super-Power who had interfered with the normal proceedings of the Governing Council. The slanders and attacks made by him against China merited no further refutation.

66. Many delegations referred to the important results achieved in the past year by the United Nations Conference on Science and Technology for Development and by the United Nations Conference on Agrarian Reform and Rural Development. They commended the contributions of UNEP to those meetings, and stressed that it would have an important role to play in the implementation of the relevant recommendations which they had adopted. UNEP's intended contribution to the forthcoming United Nations Conference on New and Renewable Sources of Energy was also welcomed, as was its intention to participate in the 1981 United Nations Conference on the Least Developed Countries. Several delegations also expressed satisfaction at UNEP's support of the International Year of the Child. One representative expressed the hope that UNEP would react more positively to the outcome of the fifth United Nations Conference on Trade and Development, the third General Conference of UNIDO and the United Nations Conference on Science and Technology for Development; with regard to the latter, UNEP should initiate more concrete co-operation with the Conference Secretariat in the implementation of the recommendations made by the Conference.

67. Many delegations stressed the importance they attached to the High-level Meeting on the protection of the environment convened in 1979 in Europe under the auspices of the Economic Commission for Europe, and in particular to the Convention on Long-Range Transboundary Air Pollution and the Declaration on Low and Non-waste Technology and the Re-utilization and Recycling of Wastes which had been adopted at that meeting. In addition to their technical and legal value, those results were positive proof that effective steps could be taken to further international co-operation in a spirit of détente and peaceful co-existence, and might be useful models, with the necessary adaptation, for other regions as well. Support was expressed in that connexion for the intention of the Executive Director to continue co-operating with the ECE in the follow-up to the implementation of the decisions taken at the High-level Meeting.

68. Many delegations described measures recently adopted in their countries in the legislative, administrative, institutional and scientific fields for the protection and improvement of the environment. Several also mentioned the steps taken by their Governments in the field of international environment co-operation, at either the bilateral or the multilateral level, stressing in particular their ratification of or accession to international or regional environmental instruments and appealing to other Governments to join in those efforts.

69. A number of delegations stated that the co-ordinating and catalytic role of UNEP had been strengthened in the past year and was increasingly being recognized and supported by the United Nations system and by Governments. The importance of maintaining and strengthening that basic function of UNEP was stressed by many speakers, who also pointed out the important role which the Governing Council had to play to that end in providing over-all policy guidance as well as setting the right priorities for action.

70. One delegation cautioned that UNEP might overstep its co-ordinating and catalytic function by becoming too involved in problems of development to achieve its own ends successfully. Another felt that, although demonstrable progress had been made in a number of areas, there were signs that the co-ordinating and catalytic role of UNEP was not meeting expectations, among them the current need to make significant changes in the 1982 goals, the highlighting in the ACC report of difficulties in the process of co-ordination in relation to environmental issues within the United Nations system, and the statement in the programme document that a better and more comprehensive presentation of budgetary data would require improvement in the comparability of management information systems. In the view of that delegation, the Governing Council must increasingly learn how to evaluate needs, set relative priorities and provide policy guidance realistic in terms of goals and available resources.

71. While commending the co-ordinating work of UNEP, a few delegations said that it was essential to avoid any duplication of work: each component of the United Nations system must therefore have clear and well defined areas of competence. It was also said that, in spite of the financial constraints UNEP was currently experiencing, its co-ordinating and catalytic function still had excellent potential if activities were concentrated in the framework of a holistic and balanced programme placed in a long-term prospective. One delegation observed in that connexion that while it was true that a number of United Nations meetings had implications for UNEP, such implications were often marginal and should not interfere with the development and management of programmes for which UNEP was directly responsible. Another delegation expressed concern at the trend to discuss directly in the General Assembly certain environmental matters not previously dealt with in the Governing Council.

72. Some delegations stated that the major focus of UNEP should continue to be on environmental problems whose impact was essentially a global one and whose effective solution demanded concerted action by many countries. At the same time, it was also felt that many problems which were essentially local in nature, but manifest in many parts of the world, were also deserving of UNEP's attention. Some delegations pointed out in that connexion that UNEP should participate more actively in national activities, responding as appropriate to technical assistance requests by Governments. That was particularly important for developing countries, whose severe and immediate economic and financial difficulties made it difficult

for them to give the necessary priority to the formulation and implementation of national environmental plans, in spite of the extremely serious situation prevailing in many of them in areas such as deforestation, soil erosion and desertification.

73. There was broad recognition that the regional dimension was a fundamental one in the implementation of UNEP's work programme, and some delegations stated that UNEP's regional offices should be strengthened: in the view of one of them, that would enable those offices to maintain better contacts with the various national focal points in the areas under their respective responsibilities. Another delegation said that one of the most useful ways of regionalizing UNEP's catalytic role would be to adapt the many guidelines and reports which it published to the specific circumstances of given regions. Another suggested that pre-Governing Council consultations could be held annually in the regions so that member States could evolve common or co-ordinated regional positions.

74. Several delegations expressed satisfaction at the formulation of a Plan of Action for the establishment of the South-Asia Co-operative Environment Programme (SACEP), the South-Pacific Regional Environmental Programme, as well as the implementation of the Asean Sub-regional Environment Programme (ASEP). They welcomed indications of the increasing support by UNEP for environmental activities in the region of the Economic and Social Commission for Asia and the Pacific (ESCAP) in general. Other delegations felt that the results of the ECE High-Level Meeting on the protection of the environment warranted intensification of UNEP's co-operative efforts in the European region, and one of them suggested that UNEP should continue financing the four Fund-supported environmental posts in the ECE. Another said that it would be desirable to establish regional intergovernmental environmental bodies in all regions.

75. One speaker stated that some political programmes of a global nature had strong environmental implications at the regional level, for example the military presence of the super-Powers in the Indian Ocean; he hoped that UNEP and other concerned organizations of the United Nations system would study those problems carefully.

76. Several delegations expressed support for UNEP's efforts in the area of planning and programming and, particularly, for its initiatives with regard to the development of the system-wide medium-term environment programme which, they hoped, would yield improved co-ordination of the United Nations system's activities in the field of the environment. One delegation welcomed the ambitious thrust of the programme perspective document, which it felt should be aimed at all States Members of the United Nations to assist them in mapping out the roads to sustainable development. The document should be a major vehicle in the new planning system of UNEP and should expand its capacity for policy guidance with regard to the whole United Nations system. Some delegations, however, pointed out that the perspective document should, to be useful, be future-oriented and suggest specific solutions, formulated in consultation with other members of the system. One delegation stated that the document should contain an analysis of the progress made in achieving previously approved objectives, identify gaps and new priorities and set out proposals for new time-limited objectives. The same delegation, in expressing some misgivings regarding the sample draft medium-term plan before the Governing Council, said that the production of a complete medium-term programme for all parts of the environment programme at the same level of detail would result in a massive publication that could not be used as a policy-making tool by the Governing Council and would be even more unwieldy for the Committee for Programme and Co-ordination.

Another delegation said that it had difficulty in understanding clearly the linkage between the programme perspective document and the medium-term environment programme.

77. Some delegations supported the Executive Director's proposal to revise some of the goals for 1982. Others, however, expressed some doubts as to the advisability of doing so, and one of them said it would like to see before the Council, in 1982, a set of 1992 goals expressed in realistic and quantifiable terms, which would remain essentially constant for the next decade and be established on the basis of a much wider consultation system: a progress report on that subject could be submitted to the Governing Council at its ninth session.

78. Two delegations said there was need to evaluate more concretely, precisely and objectively the results of UNEP's activities so as to be able, where appropriate, to terminate activities and switch resources to where they were needed. One of them added that the evaluation function depended in the first instance on clear-cut policy guidance and the establishment of priorities by the Governing Council. It was also stated that better integration of the budgetary and technical components of projects was needed.

79. Many delegations expressed concern at the financial constraints on the activities of UNEP, and urged all Governments to contribute to the Fund, if they were not already doing so, to increase their contributions if they were in a position to do so, and to make their payments as early as possible in order to ensure the liquidity of the programme. Several delegations stated that their Governments had increased or would increase their contributions to the Environment Fund. One delegation stated that further publicity should be given to the role of UNEP in order to secure appropriate support from national financial authorities.

80. One delegation considered that the Environment Fund should be strengthened by additional contributions in order to permit UNEP to increase its efforts in developing countries, and expressed its readiness to contribute such additional resources provided other countries would do the same. The same delegation also stated that targets for the Fund should be established in such a way that their amount in real terms would not be eroded by inflation. Two delegations said that they would carefully consider the proposal to mobilize additional resources for activities in developing countries.

81. Some delegations stated that the current financial situation required UNEP to exercise a high degree of caution in engaging in new initiatives: it should, indeed, critically review its financial support of continuing programmes and projects with a view to concentrating its efforts on high priority activities to be carried out, if possible, within specific time schedules, in order to maximize the effectiveness of its limited manpower and financial resources. It was also pointed out, however, that the current financial limitation of UNEP should not completely deter it from taking new initiatives, since that would weaken its position as the environmental conscience of the international community.

82. Pointing out that an 83 per cent rate of achievement of the Fund target compared favourably with the situation of other agencies, one delegation said that, in any event, the Fund should not be the principal mechanism for implementing UNEP's programmes and should be conceived less as a "commander" than as a "supplementer" of financial resources. Such an approach would require that the various action plans prepared or being prepared by UNEP be implemented incrementally, and to the extent



feasible through new mechanisms, such as the Consultative Group for Desertification Control. It would also mean that United Nations agencies and others should not expect UNEP to provide funds blindly for series of disconnected, albeit desirable, projects. In the view of another delegation, UNEP should continue to be constantly aware of possible dangers of duplication and look to other agencies to take on responsibility for implementing agreed proposals and actions.

83. Some delegations, expressing support for the Executive Director's proposals on long-term staffing policy, stated that it was essential for UNEP to recruit staff of high calibre and make the best possible use of every staff member. It was also pointed out that the talents available in various regions could be appropriately utilized as a source of staff, particularly for regional programmes.

84. One delegation stated its acceptance of the Executive Director's finding that the ratio of programme support costs directly related to Fund programme activities should be around 20 per cent. Another speaker expressed surprise at the difficulties stated by the Executive Director with regard to staffing, since her country had never been asked to help in that regard or been informed of vacancies in UNEP.

85. Some delegations described activities undertaken in their countries with non-convertible currencies from the Environment Fund. Another delegation, while commending the efforts of the Executive Director in that respect, stated that projects funded from such currencies should not be formulated simply with a view to absorbing them, but should be fully in conformity with the co-ordinating and catalytic function of UNEP.

86. One delegation, supported by another, suggested that the questions of United Nations accommodation at Nairobi should be reviewed carefully with a view to making any undertaking in that respect as functional and effective as possible. For that purpose, all work planned in Gigiri should be stopped and a special commission appointed by the Secretary-General to study the question and prepare agreed recommendations. Such a commission should be made up of representatives of all organizations and agencies concerned, including officers from UNEP and UNCHS acting in an advisory capacity. Another delegation said it would await with interest the report of the Secretary-General on the organization, financing and management of the common services to be established in the United Nations Centre in Nairobi, in the hope that efficiency could be promoted and savings effected by that means.

87. A number of delegations congratulated the Executive Director and the secretariat on the comprehensiveness, usefulness and quality of the documentation before them. Some, however, said that additional efforts should be made to produce briefer, clearer and more factual documentation in order to enable the Governing Council to discharge more effectively its policy guidance and priority-setting function. Two delegations suggested that UNEP should make every effort, in preparing its various documents and publications, to use sources of information not only in the English language but in the various other United Nations languages as well.

88. The 1981 state of the environment report was the object of extensive comments on the part of many delegations. By and large, the treatment of the various topics covered in the report was felt to be comprehensive, informative and useful. A number of delegations drew attention to the importance of the chapter on the environmental effects of military activities and expressed support for the continuing involvement of UNEP in that area. One delegation stated that the adverse

environmental effects of military activities should be treated broadly, covering the total impact of various types of military activities on the atmosphere, water, soil, biota and man, as well as the over-all consequences of the arms race. Another delegation, finding the chapter on military activities somewhat unbalanced, too general and speculative, said that the subject had but marginal relevance to the tasks and responsibilities of UNEP.

89. There was broad agreement on the need to reduce the number of topics dealt with in the state of environment reports, as well as on the proposals of the Executive Director regarding the format and purpose of future reports. A few representatives felt that the topics to be covered should be the object of a more stringent selection, based on the criteria adopted by the Governing Council at its sixth session. <sup>5/</sup> In the view of one of those delegations, the subjects chosen should deal with global problems presenting an established degree of urgency, and the reports should aim not only at presenting available information in those areas but also at suggesting actions needed from UNEP and other agencies, as well as at the regional level. Another found that the nature and purpose of such reports remained somewhat unclear: they should contain not only background factual information but also an action-oriented summary of the major findings. One representative wondered whether, in the future, it would not be more useful to discuss such reports in Sessional Committee I together with the subjects for in-depth discussions.

90. With regard to the 1982 special session of the Governing Council, there was broad agreement on the option whereby a normal regular session of the Governing Council would be convened in 1982 for ten working days including informal consultations, to be interrupted for five working days by a special session, to commemorate the Stockholm Conference, open to participation by all States as full members. Many agreed that the tenth anniversary of the Stockholm Conference should mark the starting point for a renewed world-wide effort to impress the importance of environmental protection not only upon Governments but on international public opinion as well. There was also broad agreement for the idea that national papers should be made available to the Conference.

91. One delegation said it did not favour an elaborate celebration for the tenth anniversary; while representation at the 1982 session could be at a somewhat higher level, the arrangements made should not entail a significant increase in the length of the proceedings. Another delegation said it did not see the need for a special session in addition to the regular session; a short session of one or two days might suffice, at which highly respected individuals could be invited to spotlight critical problems and point out key issues for the future. Some delegations also suggested that there might not be any need for a special session of the Governing Council: the 1982 state of the environment report could be adopted solemnly by the General Assembly in order to focus the attention of the world community on it. While some delegations felt it would be more appropriate to commemorate the tenth anniversary of the adoption of the conclusions of the Stockholm Conference and the establishment of UNEP in the same locale where Governments had also first formally proclaimed their commitment to a new international economic order, many delegations expressed their strong wish to see a commemorative meeting held at UNEP headquarters in Nairobi which would considerably ease the administrative and technical arrangements. Another delegation, while supporting the idea of commemorating the tenth anniversary of the Stockholm Conference, hoped that the arrangements to be worked out to that end would not infringe unduly on the ability of the Governing Council to carry out its mandate. Yet another delegation suggested that, in order

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<sup>5/</sup> Ibid., Thirty-third Session, Supplement No. 25 (A/33/25).

to reduce the three-week duration of the session, its opening date might be on Wednesday or Thursday of the first week, during which the Council would concentrate exclusively on the formulation of recommendations for the second decade, which would be extensively discussed at the special session; in the third week, the Council could deal with routine matters.

92. Another representative suggested that the tenth session of the Governing Council might be preceded by a scientific and technical seminar to study the documentation that would be available at the session and assess the world environmental situation with a view to ascertaining trends and suggesting directions for the next decade.

93. Another view was that the special session should have three main purposes: to consider the 1982 state of the environment report; to be informed of the degree of success in achieving the goals for 1982; and to give approval to new general orientations the programme should take over the next ten years, bearing in mind the proposed goals for 1992.

94. A number of delegations stressed the importance of the information programme as an indispensable means of fostering better public understanding of the importance of environmental issues and of the work of UNEP. Satisfaction was expressed in that connexion at the increasing recognition by UNEP of the role of non-governmental organizations to foster its objectives. Several delegations stressed the usefulness of the visits which the Executive Director had made to their countries in the past year. One delegation said that UNEP should ensure the widest dissemination of the findings of the large number of expert meetings it convened, in order to build widespread support for such findings and to encourage their implementation. A few delegations expressed the hope that arrangements for the Symphonie link would be completed in the near future. One representative said that UNEP should try to notify Governments officially, as early as possible, of the activities it was planning in order to permit them to prepare effectively for their participation in such activities.

95. There was widespread support for the need for full integration of environmental considerations into developing planning in general and, more specifically, in the international development strategy for the third United Nations development decade. Most delegations welcomed the steps already taken by the Executive Director to that end. Particular satisfaction was expressed at the signing by multilateral development financing agencies of the declaration of principles on environmental policies and procedures in economic development, the joint UNEP/UNDP statement on environment and development, the results of the regional seminars on alternative patterns of development and lifestyles and of the interregional seminar on that subject, the programme on cost-benefit analysis of environmental protection measures, and the preparation and launch of the World Conservation Strategy. All those undertakings would, it was hoped, contribute effectively to an adequate reflection of environmental concerns in the new international development strategy and encourage Governments to reflect those concerns in their own planning processes. One delegation, supported by others, suggested that it might be appropriate for the President of the Governing Council to send a message on behalf of the Council to the Preparatory Committee for the New International Development Strategy, urging that environmental considerations be adequately reflected in the strategy. Hope was also expressed that UNEP would participate positively in the forthcoming special session of the General Assembly which would adopt the strategy.

96. One delegation suggested that, in accordance with proposals made by the Group of 77, UNEP should initiate as soon as possible a comprehensive and systematic programme for the development of environmental management methodologies for developing countries, particularly with regard to environmental impact assessments. Another delegation expressed the hope that the study by the International Institute for Environment and Development on the extent to which a number of bilateral development aid agencies incorporated environmental considerations in their planning processes would lead to commitments similar to those expressed in the declaration of principles signed by multilateral aid agencies. Support was expressed for the Kenya/UNEP/UNDP project on environment and development, which sought to assess and incorporate environmental criteria in development planning; it was hoped that the result of that project would assist in the establishment of other pilot projects in accordance with Governing Council decision 7/7 of 3 May 1979. <sup>6/</sup> One delegation, pointing out the importance of the cost-benefit analysis, suggested that ways should be sought to ascertain whether that type of analysis could be applied to large-scale development activities in areas such as desertification, tropical deforestation and river basins management. Another said that the results of the seminars on alternative patterns of development and lifestyles might make concrete contributions to the individual and collective self-reliance of developing countries.

97. A large number of delegations welcomed the programme of studies on the interrelationships between resources, environment, population and development, which they felt could produce useful results for the United Nations system as a whole and encourage a holistic approach to development problems, capable of fostering the concept of sustainable growth. The link between the interrelationships and the work on the new international development strategy was also stressed by several delegations. Several delegations supported the recommendations for action submitted by the Executive Director for continued work within the United Nations system as a whole, and stressed the importance of rapid implementation of the recommendations of the Expert Group convened by the Executive Director. Several delegations also mentioned that the work on exploring the linkages among population, resources, environment and development would be very useful and should result in factual suggestions for alternative courses of action: UNEP should ensure that those matters featured prominently in the international development strategy. It was also recognized that the study on the interrelationships could affect the decision-making process which determined priorities and policies for the activities of the United Nations system, and the role of the Director-General as mentioned in the recommendations of the Expert Group was supported. Some delegations mentioned that in a topic such as the relationship between people, resources, environment and development, UNEP had to exercise intellectual leadership, and its contribution to the study was inseparable from the proper performance of its catalytic role.

98. Some delegations pointed out that, in order to be useful and practical, the work on interrelationships should be as specific as possible and yield results applicable at the regional and national levels. One, expressing concern that the related proposals appeared too theoretical, stressed the need for a concrete identification of those components of population, resource management and development policies most conducive to sound environmental protection and management. Another speaker, while agreeing that any attempt to develop a conceptual framework for that work must be done in stages and be flexible, noted

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<sup>6/</sup> Ibid., Thirty-fourth Session, Supplement No. 25 (A/34/25), p. 105.

that the mix of the various components was largely country specific, and expressed some doubt as to the usefulness of attempting to highlight techniques for optimizing an entire interactive system, a suggestion which was in its view suspiciously close to global modelling. The Executive Director's recommendations in that regard were not specific enough, nor was the follow-up action sufficiently clearly identified in the programme document. Yet another delegation felt that the studies on interrelationships needed to be supplemented by the acquisition of fresh data from field investigations and satellite imagery, so as to help nations understand better the concrete realities of the problems involved and the directions that might offer solutions. It was also stated that UNEP should move cautiously and pragmatically in the area of interrelationships for fear that it might place too heavy a drain on its limited resources while achieving limited practical results.

99. Several delegations commended the result of the symposium held in Stockholm in August 1979 on the subject of interrelationships, and felt it was an important step forward towards a more comprehensive view of that important question.

100. The importance of Earthwatch as the basic assessment mechanism for the development and implementation of UNEP's environmental management programme was emphasized by several delegations. While some speakers felt that satisfactory progress had been achieved in that area, others felt that additional efforts were needed to enhance the usefulness and productive capacity of its three components, the Global Environmental Monitoring System (GEMS), INFOTERRA and the International Register of Potentially Toxic Chemicals (IRPTC). One delegation expressed support for the recommendations of the meeting of Government-designated experts (Geneva, November 1979), which had requested the Executive Director to draw up a detailed plan of action for environmental assessment under Earthwatch. Another suggested that, to enhance UNEP's role as a repository, processor and user of its information, it would be useful if Earthwatch could collect, collate and interpret satellite imagery, so that apart from undertaking continuous monitoring and assessment, it could cast trends of desertification, soil erosion, deforestation and pollution. The establishment of a link through the Symphonie satellite would be a first step towards the development of a world-wide network for the collection, compilation, interpretation, processing and dissemination of environmental data, including satellite data and imagery, for use by member States.

101. One delegation suggested that the Executive Director submit to the Governing Council at its tenth session a list of 10 to 20 of the most dangerous substances, groups of substances or processes, to which Governments should pay special attention. A provisional list could be submitted to the Council at its ninth session, which could determine the procedures for its adoption at the tenth session.

102. Satisfaction was expressed at the involvement of UNEP in the development of the World Climate Programme in collaboration with the World Meteorological Organization (WMO) and the other organizations concerned. While commending UNEP's co-ordinating role with regard to the ozone layer depletion problem, some delegations said that, in view of recent and alarming scientific data, adequate steps were urgently needed to reduce the world-wide emissions of chlorofluorocarbons both from aerosol and non-aerosol sources, in accordance with the conclusions of the important meeting held at Oslo, in April 1980, on that question. Adoption of a wait-and-see policy was not acceptable. In their view, a rational objective in the development of international co-operation might be the negotiation of an international convention for the protection of the ozone layer. The question of carbon dioxide accumulation in the atmosphere was also one in which UNEP's involvement would be warranted.

103. General concern was expressed at the difficulties encountered by UNEP in the implementation of the Plan of Action to Combat Desertification as a result of the severe financial limitations under which it had to work. Several delegations deplored in that connexion the fact that the Special Account to combat desertification had not yet received any contribution. The Mexican delegation announced its Government's intention to contribute shortly to the account. There was wide recognition of the severity of the desertification problem and its importance for the planet, and some delegations referred in that connexion to some measures their Governments had taken or intended to take, at the bilateral or multilateral level, to assist countries most seriously affected by it. One representative expressed strong support for UNEP's efforts to convince countries threatened by desertification that they should give the problem sufficiently high priority in their national development plans.

104. One delegation, supported by another, expressed the hope that the Governing Council would be able to give favourable consideration to the integration of the pilot project for the improvement and restoration of the Foutah Djallon massif within the transnational Green Belt Project for the Southern Sahara, in conformity with the resolution adopted on that subject by the Council of Ministers of the Organization of African Unity and endorsed by the General Assembly in its resolution 34/185 of 18 December 1979.

105. One representative recalled General Assembly resolution 34/187, in which the Assembly invited the Governing Council to examine the possibility of including Djibouti, Guinea and Guinea-Bissau in the list of countries receiving assistance through the United Nations Sudano-Sahelian Office in the implementation of the Plan of Action to Combat Desertification, and called upon the Governing Council to approve the recommendations of the Executive Director in paragraphs 68 and 70 of document UNEP/GC.8/6.

106. The International Union for the Conservation of Nature and Natural Resources (IUCN), the World Wildlife Fund and UNEP were commended by most delegations for the successful preparation and launch of the World Conservation Strategy. Many speakers, stressing the relevance of the Strategy to the international development strategy and development planning in general, indicated the intention of their Governments to take its recommendations into account in formulating their national policies, and several reported on steps already taken in that direction. While commending the Strategy, one speaker said that conservation should not be at the cost of degradation of human beings, and should not place a burden on those least able to bear it.

107. Representatives were generally agreed that the support of UNEP for the Strategy should continue at least over the next critical few years in order to ensure the successful implementation of its recommendations in the United Nations system as well as among Governments.

108. One delegation said that its Government had prepared a Charter of Nature, which it intended to submit to the General Assembly at its next session for adoption: the objectives of the Charter were complementary to those of the World Conservation Strategy, and the delegation hoped that the States members of the Governing Council would be able to support it.

109. One delegation said that its Government had financed the extraordinary meeting of the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (June 1979) and had also provided the venue for a conference in June 1979 which had adopted the Convention on the Conservation of Migratory Species of Wild Animals. It appealed to all Governments which had not yet done so to sign and ratify the latter convention, for which UNEP had agreed to provide secretarial services for the first four years after its entry into force. Another delegation said that its existing national legislation was in conflict with article XIV (I) (a) of the Endangered Species Convention, thus impeding the access of its country to the Convention, but that it would approach the Convention secretariat to explore the possibility of interpreting that article in such a way as to enable its Government to accede to the Convention.

110. Many delegations, stressing the importance of the conservation and wise management of tropical forest ecosystems, commended the intention of the Executive Director to develop an integrated plan of action to that end. They generally supported the recommendations of the Meeting of Experts on Tropical Forests (Nairobi, February-March 1979), as providing a useful starting point for internationally co-ordinated action in that field. Some delegations felt that the report of the Meeting had been made available too recently for substantive action to be taken on it by the Governing Council. In their view, the primary responsibility for environmental protection of natural resources in general rested upon Governments themselves in the exercise of their full and permanent sovereignty over their resources. They also stressed the importance of the role of regional co-operation mechanisms. Another delegation felt that forestry planning should, in tropical countries, form an integral part of development programmes and that, depending upon the state of soil degradation, two approaches deserved particular attention and further study: the transformation of soil into land for agricultural or pastoral use in an environmentally sustainable way, while leaving enough virgin forest intact; and the development of forestry systems for the regeneration of land.

111. Some delegations said that there was an urgent need for the world community to increase its efforts to protect and rehabilitate soils. At a time when population pressures were increasing, it was indispensable to maintain and enhance the productive capacity of the land and to arrest further cropland losses and the erosion of arable soils. In their view, UNEP, FAO, UNESCO and other institutions concerned should intensify their efforts towards the formulation of a world plan of action to that end, which would be readily translatable into programmes at the national level.

112. Some delegations expressed concern at the export of toxic chemicals and wastes from developed to developing countries. Referring to General Assembly resolution 34/173 on exchange of information on banned hazardous chemicals and unsafe pharmaceutical products, one of them said that the world community and the United Nations should work for the adoption of a new dynamic international code of ethics governing all international trade, technical aid, and bilateral and multilateral co-operation, as well as financial and manpower training arrangements between the developed and the developing countries.

113. Another delegation felt that more consideration should be given to the problem of discrimination, through environmental standards, against exports from developing countries.

114. A number of delegations expressed satisfaction at the co-operation between UNEP and UNCHS and supported the suggestion that the bureaux of the UNEP Governing Council and the Commission on Human Settlements should meet annually in the future. Another welcomed the proposed preparation of a directory of leading institutions in the area of environmentally sound human settlements technologies for the ESCAP region and the establishment in South-East Asia of a subregional programme for marginal settlements.

115. One delegation expressed support for UNEP's activities in the area of natural disasters, more especially the inclusion in the programme of the question of human activity as a cause of natural disasters.

116. Reference was also made to the importance of developing low and non-polluting technologies and of transferring such technologies to developing countries. One delegation stated that the industry programme should be oriented more towards agricultural technology, an important area for developing countries.

117. A number of delegations spoke favourably of the further development of international environmental law through UNEP, and supported the idea of a high-level meeting to develop a long-term work programme in that area. One delegation felt that the composition of such a group should reflect appropriate geographical balance, whereas another said that qualifications and experience should be the foremost criteria in the selection of the members. Another wondered if the time had not come to codify and develop global legal environmental norms to ensure the rational management and protection of the environment. One representative said that UNEP should formulate legal principles for use by States in the development, strengthening or improvement of their environment legislation, while another stressed the need for technical assistance in the development of effective national environmental legislation and invited the attention of the Council to relevant experience in the regions, particularly in the ESCAP region.

118. One delegation felt that the Working Group of Experts on Environmental Law was making adequate progress in carrying out its mandate, and that its time-table had been appropriately set so that its task might be completed for the Council's ninth session. Another delegation expressed concern at the slow progress of the Group and asked for an acceleration of the implementation of its work plan so as to meet the relevant goal for 1982.

119. Some delegations welcomed General Assembly resolution 34/186 of 18 December 1979 on co-operation in the field of the environment concerning natural resources shared by two or more States, and indicated their intention to look into the possibility of using the principles in the formulation of bilateral or multilateral conventions regarding such resources. One delegation reiterated its position that no further work should be done on that question until a definition of the concept of a shared natural resource had been formulated. Another felt that further steps in the area of shared natural resources would affect the sovereignty of States and go beyond the limits of UNEP's mandate. Yet another, while sharing that view, stated that the role of UNEP in implementing General Assembly resolution 34/186 should be to collect the views of Governments on the use of the principles as guidelines, as a basis for its report to the General Assembly; the proposals contained in document UNEP/GC.8/2/Add.2 should be reduced in scope so as to ensure suitable adjustment of UNEP's role in that field.



120. Satisfaction was expressed at the continuing development of and achievements in the regional seas programme, and several delegations reported on steps taken by their Governments within the framework of the Mediterranean programme and the Kuwait Convention for the protection and development of the marine environment and coastal areas. One delegation indicated in that connexion that the protocol on land-based pollution under the Barcelona Convention would be signed in May in Athens. It was noted that the ASEAN regional seas programme had got off to a good start as a result of the close co-operation among the ASEAN countries and UNEP. One delegation requested that UNEP explore the possibility of including the eastern Indian Ocean in its regional seas programme and another suggested that the south-west Atlantic might also be included in the programme.

121. One representative felt that the regional seas programme tended to encourage the formation of closed groups of countries; greater attention to the global programme of study of the world oceans would also increase the effectiveness of the regional seas programme. Another delegation suggested that UNEP undertake comprehensive studies of land-based pollution and make full use of them in the development of its programme, in consultation with all parties concerned. Another felt that UNEP, in exercise of its catalytic role, should strongly recommend that all necessary steps for reducing dangers of transportation at sea of oil and other dangerous cargoes be taken nationally, regionally and by United Nations agencies such as the Intergovernmental Maritime Consultative Organization (IMCO). Special attention should, in its view, also be paid to the protection of specially vulnerable parts of the marine environment, such as the Arctic Sea. Another delegation suggested that UNEP consider, in the context of its legal activities, forms of pollution other than those of the marine environment, which had so far been the only ones to receive international attention, promote international conventions for the prevention and control of land-based pollution similar to the Baltic and Mediterranean ones, and study the question of responsibility and compensation for pollution damage, perhaps by organizing an international meeting on the subject which would explore the possibility of creating an international compensation fund for such damages. The same delegation also expressed its gratefulness to UNEP for the assistance extended to its country in evaluating the effects of a major off-shore oil spill and in suggesting remedial measures to minimize its effects.

122. Mention was also made of the progress achieved in the formulation of the Caribbean Action Plan. One delegation suggested that the Ministerial Level Meeting which was expected to adopt that plan in May be postponed to a later date so that the relevant documentation could be revised and studied by the Governments concerned.

123. It was also stated that States should intensify their efforts to ratify relevant international instruments for the protection of the marine environment, and one delegation also felt that additional efforts were needed to protect endangered marine mammals.

124. The question of energy and the environment was also addressed by some delegations, which felt that UNEP should support projects that would enable developing countries to make judicious energy choices in the years ahead. One country said gasohol was a technology with interesting potential, particularly in rural areas, and another suggested that the development of less toxic forms of energy should also receive attention. One delegation congratulated UNEP and two other countries for the studies undertaken on renewable sources of energy in the ESCAP region.

125. A number of delegations stated that environmental training and education were critically important to both developed and developing countries. Some delegations recalled their suggestion made at a previous session of the Governing Council for the establishment of a network of Latin American institutions dealing with education and training. Hope was expressed, in that connexion, that the International Centre for Training and Education in Environmental Sciences (CIFCA), whose structure and terms of reference were currently being reviewed, would be able to continue its activities within the broad terms of its original mandate. One delegation reiterated its offer to organize an international training course on soil alkalinity, as a UNEP/FAO joint project, to contribute to the implementation of the Plan of Action to Combat Desertification. Mention was also made of the usefulness of UNEP's activities in the field of technical assistance which, in the view of one delegation, could strengthen technical co-operation among developing countries.

126. The representative of the Council for Mutual Economic Assistance (CMEA) stated that its member countries were actively involved in drawing up a draft programme of co-operation in the field of environment for 1981-1985. Areas of concentration were: low-waste and non-waste technology, conservation and rational utilization of natural resources, and global monitoring and information systems in the field of the environment. CMEA had also participated in the High-level Meeting on the Protection of the Environment. The UNEP/CMEA Agreement on Co-operation, which had entered into force on 3 September 1979, would provide a firm basis for efficient co-operation between the two organizations, and had been welcomed by a number of delegations. The CMEA Council on Environmental Protection and Improvement had drawn up draft proposals for the implementation of concrete measures, aimed at strengthening the Agreement, which would be submitted to UNEP for consideration in the near future.

127. The representative of the Commission of the European Communities briefly described a number of shared areas of concern, in which UNEP and the European Economic Community (EEC) had established close co-operative relationships, especially INFOTERRA, the Declaration of Principles on Environmental Policies and Procedures, which had been signed by the European Development Fund, and the regional seas programme, EEC having ratified the Barcelona Convention. He also outlined a number of EEC activities in direct line with other aspects of UNEP's programme, in particular EEC co-operation with 58 African, Caribbean and Pacific countries within the framework of the Second Lomé Convention, questions relating to the ozone layer, and the Convention on Long-Range Transboundary Air Pollution, to which EEC was a party. He also welcomed the successful launch of the World Conservation Strategy.

128. The representative of IUCN said that the launch of the World Conservation Strategy on 5 to 6 March 1980 had focused world-wide attention on the need for the conservation of living resources towards sustainable development. The strategy was the result of a boldly collaborative process and had resulted in a positive and realistic approach to an immensely complicated set of issues. It was, therefore, no more than a guide to the solution of problems which must be worked out pragmatically within the regional, national and local strategic frameworks. It was thus up to Governments, singly and collectively, as appropriate, to respond to the recommendations of the Strategy as their own circumstances required. What must be continually promoted was an understanding of the reality that the concern for conservation was relevant to all human activity and, in fact, a necessity if any human activity was to have lasting meaning. IUCN was prepared to assist Governments in drafting national conservation strategies and plans and to provide other technical assistance in the conservation field, on request and as appropriate funding could be arranged.

129. The representative of the World Wildlife Fund said he was optimistic that the Strategy would be implemented because of the potential of the partnership between IUCN, the World Wildlife Fund and UNEP and the rest of the voluntary conservation movement; because it appealed to and had the support of a broad constituency, including the important endorsement of FAO, UNESCO and the Secretary-General of the United Nations; because it represented the combined effort of Governments and non-governmental organizations, which had produced an unprecedented consensus between developed and developing countries and representatives of different political persuasions; and, finally, because it demonstrated that conservation was an aid and not a hindrance to development and that development was, in turn, a major means of achieving conservation.

130. The representative of the Palestine Liberation Organization recalled the Governing Council decision and the General Assembly resolution on the living conditions of the Palestinian people and described the measures taken by the Israel authorities in violation of the Declaration of Human Rights and General Assembly resolutions, stressing in particular arrests and torture of Palestinian people; repressive measures in the area of education and culture; destruction of villages; confiscation of Palestinian land and establishment of Israeli settlements on that land. Such acts could not have occurred without the weapons provided to the Zionists by the United States of America. The situation was a serious threat to world peace.

131. The representative of the United States of America said he was dismayed by the spurious and irrelevant statement of the Palestine Liberation Organization observer about the United States of America. He rejected the allegations made as being excessive, wildly distorted or simply untrue. Such comments were unhelpful to the constructive purposes of the Governing Council and entirely out of place.

132. The representative of the Palestine Liberation Organization speaking in exercise of the right of reply, said that the United States of America supported Israel through the provision of weapons with which Israel killed and destroyed, as recently demonstrated in southern Lebanon. He described the shameful intervention of the United States in other parts of the world, in violation of human rights and Security Council resolutions.

133. The representative of the Baha'i International Community, speaking on behalf of several non-governmental organizations (NGOs) attending the Governing Council, said that the highlight of the year for NGOs was the launching of the World Conservation Strategy, a landmark in the world's move towards achieving harmonious interaction between humanity and its life support systems. On the occasion of the 1982 special session, NGOs planned to play a major role in assessing the events during the last decade, reviewing their own efforts, and identifying the strengths and weaknesses of their programmes as well as plans for the next 10 years. They suggested that 1982 would be an excellent time to launch a year of the biosphere.

134. Responding to comments made in the general debate, the Executive Director said that the activities which had received most attention and support from delegations were environment and development, including guidelines for the incorporation of environmental considerations in development planning, the declaration of principles on environmental policies and procedures in economic development, cost-benefit analysis, the results of the seminars on alternative patterns of development and lifestyles and the inputs of UNEP in the new international development strategy.

In connexion with the latter, he stressed that the Group of 77 position papers on both goals and objectives and policy measures already reflected to a large degree UNEP's concerns and programmes. If deemed useful by the Council, he would welcome the submission to the Preparatory Committee of a statement by the President of the Governing Council on that question.

135. There was also widespread support for the work on interrelationships between population, resources, environment and development. He agreed that there was need for specific studies on that question and for a detailed programme of work: that was why he intended to convene an expert group to advise on those areas where action was most needed and would be most profitable. The whole exercise was both a long-term and a costly one, and special funds on which agencies and Governments involved could draw had therefore been suggested by the interagency group which had dealt with the question. The World Conservation Strategy had also received widespread support. He sought the advice of the Governing Council on effective mechanisms to ensure its implementation.

136. He had no difficulty with the suggestion that a senior-level meeting on environmental law be held to discuss a long-term work programme in that area, but he had technical difficulty with the proposed draft decision on the subject. With regard to both deforestation and soils policy, he noted with satisfaction the view of delegations that UNEP had taken positive first steps in the right direction. On Earthwatch, he recalled the observations he had made in 1979 on the difficulty of the tasks involved: he would welcome the advice of Governments on how to go further and faster to achieve Earthwatch's objectives.

137. On his proposals for the holding in 1982 of a session of the Governing Council of special character, he noted that the majority of delegations had supported arrangements for both a regular session of the Council and a special session, open to all Member States as full members, which would be slotted into the middle of the regular session. The various recommendations made on the tenth session of the Governing Council were very constructive, and he assured the Council that he would take them into account in preparing for the session.

138. The 1982 comprehensive state of the environment report would be composed of three basic elements: a technical compilation of relevant material which could be encyclopaedic; a report by the Executive Director to the Governing Council synthesizing relevant facts and plans and directed to policy makers; and a popular version of the report.

139. He noted the widespread agreements on his recommendations regarding the format of state of the environment reports, based on the criteria adopted by the Governing Council at its sixth session, and that a smaller number of topics should be treated in the reports. For the 1981 report, the subjects which had received most support were environmental economics and its two subitems, groundwater, and toxic chemicals in the human food chain. He therefore took it that the Governing Council wished those three subjects to be dealt with in the 1981 state of the environment report.

140. Lack of funds was a serious hindrance to the implementation of the Plan of Action to Combat Desertification, and threatened as well to hamper the effective implementation of the other action plans which would be prepared in the future. He was therefore grateful to Mexico for announcing that it would contribute to the

Special Fund to combat desertification, to Norway, Japan, Venezuela and Mexico for increasing their contributions to the Fund; and to the Swedish delegation for its proposal that additional funds be mobilized to strengthen Fund-supported activities in developing countries. He felt confident that the delegations which had expressed interest in the Swedish proposal would find it possible to contribute such additional resources and that Sweden would match those contributions.

141. As for the proposal by Kenya to include the East Indian Ocean among the regional seas, it would be more appropriate if the group of countries concerned itself would make such a recommendation. The Ministerial-Level Meeting on the Caribbean Action Plan had already been postponed. He favoured the idea of holding regional pre-Governing Council consultations with the assistance of the regional offices of UNEP. UNEP would be glad to assist national activities, at the request of the Governments concerned and within the limits of its mandate and resources. The changes in the goals for 1982 were the result of proposals made in the course of thematic joint programming exercises, and thus reflected the views of the United Nations system. In addition, for such goals to be realistic, they should be flexible enough to be adaptable to evolving realities. Finally, he was gratified at the support of the NGO community, and encouraged it to make suggestions conducive to closer co-operative ties with UNEP.

#### Action by the Governing Council

142. At the 12th meeting of the session, on 29 April 1980, the Governing Council considered a draft decision suggested by the Bureau on programme policy and implementation (UNEP/GC.3/L.9 and Corr.1). The draft decision, as amended by the delegation of Tunisia with the support of the delegations of Algeria, Sweden, Uruguay and Yugoslavia, was adopted by consensus (see annex I, decision 8/1).

143. At the same meeting, the Council adopted by consensus a draft decision suggested by the Bureau on its session of a special character in 1982 (UNEP/GC.3/L.3/Rev.1) (see annex I, decision 8/2).

144. At the 11th meeting of the session, on 28 April 1980, the Governing Council considered a draft decision submitted by the Group of 77 on the relationship of UNEP with the Republic of South Africa (UNEP/GC.3/L.6).

145. The representative of Botswana said that the adoption of the draft decision should, in view of Botswana's geopolitical position in southern Africa, not prevent UNEP from assisting Botswana, Lesotho, Swaziland, Zimbabwe and ultimately independent Namibia on matters relating to technical issues, even though they might involve a degree of technical co-operation with South Africa and one or more of the above-mentioned countries, provided that UNEP assistance did not lead to direct support (financial or advisory), or to the expenditure of any UNEP funds, in South Africa or on South African products.

146. The draft decision was adopted by 36 votes to 10, with 2 abstentions (see annex I, decision 8/3).

147. The representative of Italy, speaking in explanation of vote on behalf of the member States of the European Communities represented at the Council session, confirmed their opposition to the apartheid and Bantustan policies of the South African Government, and said that they had not recognized any of the homelands. However the question of whether the apartheid policy in South Africa

represented a threat to international peace and security was not a matter within the competence of the UNEP Governing Council. They regretted the introduction of political issues into the work of technical United Nations agencies and bodies such as UNEP, since they believed that the effective functioning of the United Nations system required participation by States to be as universal as possible, and that exclusion of member States on political grounds was inappropriate.

148. The representative of the United States of America, speaking in explanation of vote, said that his Government opposed racial discrimination. His delegation's position on the decision had been motivated by the belief that it represented a continuation of the trend toward politicization of specialized and technical bodies of the United Nations system, which his Government opposed. The first preambular paragraph of the decision mentioned a threat to international peace and security: the United States Government and the Security Council had never accepted that language, and his delegation could not accept it on the present occasion. His Government's consistent position on the exclusion of South Africa or other nations from United Nations specialized agencies had been that the constitutions or other basic documents of those agencies made no provision for such expulsion on the grounds used, and that the expulsions were consequently not legally valid. The final preambular paragraph was an additional instance of politicization of the activities of a technical agency. The United States of America had joined in the Security Council condemnations of South African military incursions into both Zambia and Angola. However, the matter was properly within the province of the Security Council, where it had in fact been dealt with. Finally, paragraph 2 called for the Executive Director to cease all forms of environmental co-operation with South Africa. His Government could not accept that. If the purpose of UNEP was to promote environmental co-operation to the benefit of all mankind, it made no sense to expel, for political reasons, nations whose co-operation could be important in that effort.

149. The representative of Sweden, speaking in explanation of vote, said that the Swedish Government had in all international forums consistently expressed its abhorrence of the apartheid system practised by the Government of South Africa. His delegation fully endorsed the element of condemnation of apartheid contained in the decision. It also recognized the need to focus attention on the environmental aspects neglected by the Government of South Africa, including the environmental problems related to Namibia and the Bantustan areas. However, the decision also touched on the principle of universality. His delegation took exception to any wording that implied exclusion of a member State from participation in United Nations activities, and for that reason had voted against the draft decision.

150. The representative of Australia recalled that his Government had stated its opposition to apartheid in various forums, and appreciated the strong feelings which had motivated the sponsors of the decision. However, it was not convinced that exclusion of South Africa from international efforts to deal with environmental problems was the right approach, since it would not be beneficial to the majority of that country's population, and it failed to recognize the fact that developments in South Africa could affect the environment elsewhere, just as developments elsewhere could affect the environment in South Africa. His delegation had therefore abstained in the vote on the draft decision.

151. At the same meeting, the Governing Council considered a draft decision on assistance to the Palestinian people submitted by the Group of 77 (UNEP/GC.8/L.7).

152. The representative of Israel, commenting that the draft decision was not relevant to the work of UNEP, deplored the attempt to turn the Governing Council into yet another political arena. The living conditions of the Palestinian Arabs in the West Bank and Gaza had in fact been improved under the Israeli administration through the systematic development of agriculture, education, health and social welfare, and over the past decade their per capita income had increased at a yearly average of 11 per cent. The issue was in fact not one of their living conditions, but a purely political issue, rooted in the refusal of the Arab States to recognize Israel's right to exist: PLO had been set up in 1964 with the avowed purpose of destroying the State of Israel. The Governing Council should not devote its valuable time to issues which were properly the responsibility of the General Assembly and the Security Council. Israel recognized the legitimate rights of the Palestinian Arabs and sought only to have its own rights recognized in return. It was particularly unfortunate that the draft decision should be submitted at a stage when intensive efforts were being made in the Middle East to reach a practical and peaceful solution for the Palestinian Arabs, since it could achieve nothing constructive and would serve only to encourage those who wished to disrupt those efforts.

153. The representative of PLO stressed that the main issue was that the Palestinian people had not yet been able to exercise their right to self-determination embodied in the Charter of the United Nations. The accusation that PLO sought to destroy Israel which had been occupying Arab lands since 1967, merited no reply. Conditions in the occupied territories were clear from General Assembly resolution 34/133. As he had noted in his statement during the general debate, Israel continued to pursue its expansionist policy, conducting raids into Jordan and southern Lebanon and interfering in the internal affairs of the Lebanese people, as well as extending support to the Government of South Africa and other racist régimes. Between 1970 and 1978, some 50,000 Palestinian martyrs had been lost in the defence of the Palestinian people's right to exist in their country. If the Palestinians were not accepted as a people with their national rights and territory, it was only natural that they should continue the struggle to attain those rights, which, as was testified to by the existence of PLO offices in some 120 countries, most of the world recognized.

154. The Executive Director said he could not agree that the draft decision constituted a further step in the politicization of UNEP's work, since it merely called for action to ensure the implementation of paragraph 3 of General Assembly resolution 34/133 of 14 December 1979.

155. The President then put the draft decision to the vote. At the request of the delegation of the United States of America, the vote was taken by roll call. The draft decision was adopted by 39 votes to 1, with 10 abstentions (see annex I, decision 3/4). The voting was as follows:

In favour: 7/ Algeria, Argentina, Austria, Bangladesh, Botswana, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, China, Colombia, Gabon, German Democratic Republic, Guinea,

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7/ The delegation of Indonesia subsequently informed the secretariat that had it been present during the vote, it would have voted in favour of the draft decision.

India, Iran, Iraq, Japan, Kenya, Kuwait, Libyan Arab Jamahiriya, Malaysia, Mauritania, Mexico, Pakistan, Panama, Romania, Saudi Arabia, the Sudan, Thailand, Trinidad and Tobago, Tunisia, Turkey, Uganda, Union of Soviet Socialist Republics, United Arab Emirates, Uruguay, Venezuela, Yugoslavia.

Against: United States of America.

Abstaining: Australia, Belgium, Denmark, France, Germany, Federal Republic of, Italy, the Netherlands, New Zealand, Sweden, United Kingdom of Great Britain and Northern Ireland.

156. The representative of the United States of America said that his delegation had voted against the draft decision because it called for the implementation of Economic and Social Council and General Assembly resolutions which described the Palestine Liberation Organization as the representative of the Palestinian people.

157. The representative of Italy, speaking on behalf of the States members of the European Communities represented at the Council session, said that they had abstained in the vote, as they had in the vote on General Assembly resolution 34/133, in accordance with their well-known position on the Palestinian problem.



## CHAPTER III

### CO-ORDINATION QUESTIONS

158. In considering agenda items 5 (a) and (b) concurrently at its 7th and 8th plenary meetings, the Governing Council had before it the report of the Administrative Committee on Co-ordination (ACC) (UNEP/GC.8/4, part I), the Executive Director's report on other co-ordination questions (UNEP/GC.8/4, part II), three interagency memoranda of understanding (UNEP/GC/INFORMATION/6/Add.3, 4 and 5) and a report on a meeting with multilateral development financing organizations (UNEP/GC.8/INF.1).

159. Introducing the item, the Executive Director said that ACC felt the main cause of interagency co-ordination problems lay in the wide scope and complexity of UNEP's activities, and its members appreciated the serious consideration given by the Executive Director to their difficulties. They believed that UNEP should play a leading role in presenting the views of the United Nations system to the Preparatory Committee for the new International Development Strategy, to ensure that the strategy took full account of environmental considerations. ACC considered UNEP's work on interrelationships between resources, environment, population and development to be fundamental to its mandate, and its members were willing to co-operate with UNEP in the development of the system-wide medium-term environment programme, but required guidelines for their detailed contributions which would need to be agreed upon. They also welcomed the proposal for the establishment of intergovernmental regional committees, and of guidelines on assessing and minimizing adverse environmental impacts of development activities. ACC felt that Governing Council decision 7/3, paragraph 6, on review of projects of more than four years' duration, would be useful in the development of new co-operative activities, while the full transfer of responsibility for projects to the agencies concerned would be facilitated by system-wide medium-term planning and the consequent changes in budgetary procedures. Regarding desertification, ACC had identified the major obstacles to implementation of the Plan of Action, in particular the limited finances available.

160. Regarding other co-ordination questions, the Executive Director recalled his remarks in his introductory statement regarding the system-wide medium-term environment programme (see para. 28 above), and requested advice on whether the programme perspective document should be submitted to the Council at its ninth or its tenth session. In his view, the document would be more meaningful if it were held over to the tenth session so as to leave more time for its preparation. At the ninth session, the Council would then have before it the medium-term plan 1980-1983, comprising a brief recapitulation for the first two years of the period and, for the second two, a preliminary programme budget exercise illustrating the application of the medium-term programme methodology, as well as a document on the goals and objectives of the system-wide programme. At its tenth session, it would consider the system-wide medium-term programme and the perspective and programme performance documents.

161. The Executive Director also drew attention to the co-ordination between UNEP and UNCHS and UNEP's co-operation with the regional commissions.

162. During the discussion of this item, many delegations, welcoming the frank nature of the report of ACC to the Governing Council, generally supported the conclusions and recommendations made in the report, which also made it clear that some difficulties in the co-ordination of environmental questions were still experienced, and one delegation said that the Executive Director should abide strictly by the recommendations of ACC. Another delegation stressed that co-ordination of environmental activities at the national level was a difficult exercise, which explained the problems which could be faced when similar attempts were made at the international level.

163. One delegation stated it would welcome a further strengthening and extension of ACC's involvement in environmental protection. It was joined by another in suggesting that Governments should co-ordinate their positions in other agencies of the United Nations system so that the executive heads of those agencies could also have the decisions of ACC fully implemented. Another delegation said it would have liked to see more concrete evidence that UNEP's catalytic action had stimulated changes in the agencies programme budgets. One delegation felt that concentration on key areas of high priority would have been helpful in making for more effective co-operation within the United Nations system, and another that a better utilization of thematic joint programming should make possible a more rational development of programme activities with the agencies. Another said that UNEP should not necessarily take the lead in making special arrangements for co-ordination on every issue where need for consideration of environmental issues was identified: in many cases, it might be sufficient for UNEP to be represented in discussions organized by other organizations. Another noted that there seemed to be some contradiction in the ACC report between the need for concentration and the all-pervasive nature of environmental issues.

164. Some delegations welcomed the signature of memoranda of understanding between UNEP and UNESCO and between UNEP and UNCHS. The close co-operation developed with the regional commissions was equally welcomed, and one delegation suggested that the Executive Director might give consideration to strengthening the environmental co-ordination unit of ESCAP.

165. Two delegations welcomed UNEP's efforts which had led to the signature by multilateral development financing agencies of the declaration of principles on the incorporation of environmental considerations in development policies, programmes and projects.

166. With regard to the co-operation with UNCHS, many delegations welcomed the close relationship between the two secretariats. It was felt that there was no need to hold each year two meetings of the Executive Directors of UNEP and UNCHS with the Bureaux of the Governing Council and the Commission on Human Settlements. One delegation referred to the recommendation adopted at the second joint meeting that at future meetings progress reports should be provided on joint activities, and suggested that the reports adopted at the joint bureaux sessions be made available to the Governing Council.

167. The Executive Director's proposals regarding the development of the system-wide medium term environment programme were welcomed. The process would highlight the role of ACC, which had been well stated in its report to the Governing Council, and permit meaningful development of the essential tools of joint programming and thematic joint programming. Agreement on the contents of the system-wide programme would require extensive negotiations with UNEP's partners. That programme had a capital role to play in co-ordinating the environmental activities of the United Nations system, and would be helpful in enabling the Governing Council to play the role envisaged for it in General Assembly resolution 2997 (XXVII) in terms not only of co-ordination but also of the advice it provided other executive organs in the system. The conclusion of the Joint Inspection Unit that there should be a more detailed explanation of the reasons for the choice of particular programmes was endorsed: in addition, the document should afford a means of assessing results achieved ensuring that programmes which had served their purpose were replaced by new ones. It was felt that the methodology for preparing the system-wide programme would permit simple and pragmatic project evaluation, and that the document should provide the basis for the consideration by the Committee for Programme and Co-ordination (CPC) of the environment chapter of the United Nations medium-term plan. One delegation said that the document put before CPC should be the same as that submitted to the Governing Council.

168. One delegation stated that, in its view, the procedure was too complex: it would have been more effective to continue the present satisfactory programmatic approach, together with simultaneous development of the system-wide programme in order to adapt the present programme document to the decisions of the General Assembly regarding co-ordination within the United Nations system.

169. It was felt that in the period up to the ninth session, the emphasis should be on the development of a framework and detailed objectives for the system-wide programme at the programme and subprogramme levels, enabling the Council to make appropriate decisions as a basis for the drafting of the over-all programme. The development of consistent objectives would require intensive interagency co-operation, which should also result in guidelines for the agencies' contribution to the system-wide programme. Many delegations expressed the view that in conformity with the recommendations of CPC, the Governing Council should not consider a revised medium-term presentation for 1980-1983 at its ninth session. Rather, given the complexity of the process of the development of the system-wide programme for 1984-1989, the Council should have the usual programme documentation before it at that session, and consider the system-wide programme as proposed, at its tenth session. In view of the amount of work required by UNEP and by the co-operating agencies, to develop both the system-wide programme and perspective document, one delegation said that a separate budget line for the purpose should be envisaged.

170. Several delegations commented on the sample chapter of the system-wide programme discussed by Sessional Committee I. A number considered that it was too detailed, and material relevant to the decision-making function of the Governing Council should be extracted and submitted to the Council separately from the detailed material, although the latter provided a management tool which should be available to the Council upon request. On the other hand, the view was also expressed that a detailed presentation, as foreseen in the sample, was essential. The Council could then choose to concentrate on the policy issues, which could be highlighted, in the context of the full presentation. One delegation said that the level of detail for the first two years should be at the four-digit budget line

level, with a lesser information density for the next two years and even less for the last two years of the programme. It was also suggested that an effort should be made to permit simultaneous consideration by the Council of programme and financial issues.

171. A number of delegations referred to the proposed perspective document. Some felt that it should be presented to the Council at its ninth session providing a basis for decisions on the objectives for 1984-1989, and giving the Executive Director guidance on the negotiation of the system-wide programme. However, it was generally considered that preparation of the perspective for the tenth session would enable the secretariat to provide a better document, based on adequate consultations with the co-operation agencies, and using appropriate outside expertise and a systems approach. Great efforts would however be required on the part of the secretariat in order to prepare an action-oriented perspective document of the highest quality. One delegation questioned the need for a separate perspective document: it would be better integrated into the programming process if it were developed as the introduction to the system-wide programme. A number of delegations supported that view.

172. Two delegations said that the document should be reasonably short and should be prepared in such a way as to identify a problem, describe the problem and identify possible alternative courses of action, indicating a preference for one of them. One of those delegations, referring to the Executive Director's suggestion that the perspective document should reflect UNEP's perception of environmental problems and appeal to others to follow certain paths, said that such a document might be valuable as a manifesto, but would not be appropriate for a programming element which should be succinct and clearly phrased.

173. Several delegations highlighted the importance of the programme performance report, and the need to link it to the methodology for such reports being developed by CPC was mentioned.

174. One delegation said that co-ordination of UNEP's activities would be more effective if the Programme could strengthen and maintain the confidence of member States. If it did not, it might follow the same course as the United Nations itself, gradually being influenced by the super-Powers and becoming ineffective where the problems of small nations were concerned. To build up the necessary confidence, regionalization of UNEP's programmes and administration would be desirable, with no expansion of the headquarters as currently envisaged. Such regionalization, delegating more responsibilities to the regional offices, would make it easier to handle such issues as use of non-convertible currencies, research and development, and evaluation, and should be put into effect no later than the beginning of the second "environment decade". UNEP's current work on technology assessment was influenced by guidelines and strategies developed in industrialized countries, despite the fact that exported technologies might not need to, or could not, incorporate the same environmental safeguards as in the country of origin. Its resources for research and development should not be employed for activities of interest primarily to technologically advanced countries, such as the CO<sub>2</sub> problem, heavy metals, environmental impact assessment of transport, or the war industry: for such issues, the "polluter pays" principle should apply. It would also be useful to evaluate the benefits of the many meetings conducted by UNEP, in terms not only of cost but of the human resources and time they consumed.

175. Speaking on behalf of the co-operating agencies, the representative of UNESCO drew attention to the section of the report of ACC concerning current problems of co-ordination and co-operation and expressed the hope that the difficulties, which did not always arise from the UNEP secretariat, could be mitigated. Referring to the system-wide medium-term environment programme, he stressed the complexity of the over-all programme planning process of the United Nations, particularly since different organizations had different conceptual approaches and planning mechanisms, and it was difficult to identify objectives and activities relating specifically to the subject of environment. While indicating that current difficulties in co-ordination were not primarily due to the absence of a system-wide plan, he reiterated the willingness of the co-operating agencies to assist UNEP in its development, and to start the relevant work with the UNEP secretariat without delay.

176. At the conclusion of the debate the Executive Director expressed satisfaction at the concrete guidance he had received from the Council on the subject of the programme documentation. He fully agreed that embarking on the development of a system-wide medium-term environment programme was a most difficult and pioneering task. The co-operating agencies had agreed on the need for intensive high-level discussions with UNEP. He was in entire agreement with that approach, and envisaged a series of meetings, the first to be held shortly. It was his hope that agencies would be forthcoming in assisting UNEP in the coming year, although he recognized the additional workload that would represent for them.

177. The guidance received from the Council could be summarized as follows:

(a) There would be no requirement to present the perspective document in 1981;

(b) The detailed information which had to be available to enable the Council to take concrete decisions could bring the size of medium-term plan or system-wide medium-term environment programme documents to some 400 pages. While the Council would wish to base its review on a much shorter document, the detailed background material should be made available to the Council members as an information paper, or circulated, if feasible, before the session. The system-wide programme should be a management tool not just for UNEP staff, but for the co-operating agencies and for the Council itself;

(c) The system-wide medium-term environment programme would be prepared on the basis of the review by the ninth session of the Council of objectives at the programme and subprogramme levels. The information it contained would be very detailed for 1984-1985, less so for the next two years, and much less again for the last two. The information content would be upgraded every two years so that the Council could continue to discharge its policy functions;

(d) There seemed to be no agreement as yet on whether he should submit a medium-term plan for 1980-1983 to the ninth session, present a document in the format of the programme document or act in accordance with his recommendation that a first preliminary trial of the programme budgeting exercise should be prepared.

The secretariat did not intend to develop elaborate or complex evaluations in the context of the system-wide programme, but simply to present good achievement indicators.

178. On other aspects of co-ordination, many delegations had welcomed the frank statements of ACC. He was very much in agreement with the report of ACC, and indeed was responsible for the preparatory process for the report. As one delegation had pointed out, there could be some ambiguity in two paragraphs of the report, but that derived from the difficulty of reconciling the over-all broad role of UNEP with the wish to concentrate on a few issues on which tangible results could be achieved. Efforts would continue to be made with the co-operating agencies to prepare comprehensive information at Level Two - a difficult exercise, however - and to see how the separation between Fund and programme matters, in terms of documentation and of its review by the Council, could be avoided. It would indeed seem attractive, moreover, to present the same programme documentation to both the Governing Council and the Committee for Programme and Co-ordination. However, that would not be possible because of limitations in the number of pages acceptable for the environment chapter of the United Nations medium-term plan and because CPC and the General Assembly would not review information concerning the programmes of the agencies. Thought should nevertheless be given as to how to make the information on UNEP's proposed activities in the system-wide programme available to CPC in the environment chapter of the United Nations medium-term plan.

179. In reply to a statement by one delegation, the Executive Director felt he had to emphasize that UNEP did not follow the views of a given group of countries, but was maintaining, as he had indicated in his introductory statement, a balanced programme from which all countries could benefit. Its activities were of a global nature, and he thus did not envisage decentralization of the programme to the regional offices. Nor would it be possible to make an evaluation of meetings; they were part of a programme and could thus not be taken in isolation.

#### Action by the Governing Council

180. The decision on programme policy and implementation includes the action by the Governing Council in respect of co-ordination questions.

181. In addition, at the 12th meeting of the session, on 29 April 1980, the Council adopted by consensus a draft decision suggested by the Bureau on co-ordination between UNEP and UNCHS (Habitat) (UNEP/GC.8/L.12) (see annex I, decision 8/5).

## CHAPTER IV

### PROGRAMME MATTERS

182. Agenda item 6 was assigned to Sessional Committee I for consideration. For an account of the organization of the Committee's work, see paragraph 16 above.

183. In considering the item, the Committee had before it documents UNEP/GC.8/5 and Corr.1 and Add.1 and 2, UNEP/GC.8/L.1, UNEP/GC/INFORMATION/1/Rev.2 and Corr.1 and Supplement 1 and UNEP/GC/INFORMATION/5/Supplement 3, UNEP/GC.8/INF.2 and UNEP/GC.8/INF.3 and Corr.1. The Committee agreed to consider agenda items 8 (c) (UNEP/GC.8/7, sect. III) and 10 (UNEP/GC.8/9) at the appropriate points in its consideration of the environment programme.

#### A. Programme presentation and co-ordination

184. In his introductory statement, the Assistant Executive Director, Bureau of the Programme, said that documents UNEP/GC.8/INF.2 and 3 and INF.3/Corr.1 established a new path for future UNEP activities. It was therefore important to have the views of the Committee on how the sample programme perspective document flowed into the sample System-wide Medium-term Environment Programme (SWMTEP), on the value of the information contained in the sample documents, and on whether they meshed easily into the process of reporting on performance, as well as on the desirable length of the complete programme perspective and SWMTEP documents to be produced for future sessions of the Council.

185. Several delegations expressed satisfaction at the effort made by the secretariat in preparing the sample documents, which was especially commendable in view of the difficult nature of the task. The complicated planning process currently employed by the United Nations system necessarily required complex documentation, and part of the difficulty stemmed from the fact that the format of a document on a complex issue could not be dissociated from its substance.

186. Several delegations commended the sample SWMTEP document (UNEP/GC.8/INF.3 and Corr.1), which they felt contained the requisite information for programme planning and budgeting, indicating planned activities under the environment programme not only of UNEP but also of other organizations of the United Nations system, together with the resources required and the specific purposes for which they would be utilized. It therefore provided a reliable basis for reviews of performance, whether conducted in or outside UNEP, by means of progress markers, achievement indicators and other criteria.

187. A number of delegations, however, pointed out that the sample contained excessive detail which was not relevant to the kinds of policy guidance being sought from the Council, and would result in a document too long for the Council to be able to deal with at its regular sessions. Another asked whether the activities described as to be undertaken by other agencies had or had not been approved by the governing bodies empowered to establish their objectives and asked whether UNEP was the final authority on the actions proposed, or if they

were subject to review by the Committee for Programme and Co-ordination (CPC), the Economic and Social Council or the General Assembly.

188. Several delegations put forward suggestions for reducing the amount of detail in the SWMTEP document. One proposed the use of diagrams and sketches as opposed to lengthy descriptions of activities. Another suggested that activities should not be discussed in detail if they were the concern of other agencies and UNEP was not directly involved, and proposed elimination of the achievement indicator information, since it could be derived from an examination of the stated strategies; instead, the cost information in the SWMTEP document should be related to the two-digit budget data contained in Fund documentation.

189. Several delegations, however, opposed the exclusion from the document of information on the activities of other agencies, which they felt to be important in view of the fact that UNEP's primary role was to co-ordinate and catalyze action. It was noted that the SWMTEP document was to be prepared in consultation with other bodies of the United Nations system, and would reflect their agreed contributions.

190. Several delegations also expressed concern regarding the format of the sample programme perspective document (UNEP/GC.8/INF.2). It did not convey a perspective as such, but tended rather to deal with past activities, nor did it reflect the comprehensive approach currently envisaged by UNEP. It should also examine in greater depth the interrelationships between environment, development, resources and population, and in general should be more factual in presentation.

191. There was no unanimity regarding the purpose of the programme perspective document. Some delegations felt that it should be preambular in nature, containing a broadly-based analysis of environmental problems and prospects: in should be addressed to the general public at large, and should convey the flavour of world environmental concerns and their possible solutions. Some other delegations, on the other hand, were of the opinion that it should reflect the exigencies of programmatic arrangements and serve as a basis for policy guidelines; it should therefore form an integral part of the decision-making process of the Governing Council.

192. One delegation, while recognizing the difficulties mentioned above, said it was necessary to visualize a package of documents, of which the perspective document, the medium-term programme and the performance document were components. The perspective document would then be seen as describing prospective activities on the basis of progress made towards previously approved time-limited objectives for a given problem, and identifying specific functional areas to be assigned priority in the environmental programme. It would be submitted to the Governing Council every second year, and decisions taken on it would then provide the framework for the development of the medium-term programme for a six-year period. Ideally, the perspective document should not only be concerned with the medium-term programme of the United Nations system, but should also contain information on the activities of other international organizations, such as IUCN.

193. There was no unanimity as to whether the programme perspective document should be formally submitted to the Council at the ninth or the tenth session. Several delegations said that ideally, the programme perspective document should precede SWMTEP, although one argued that there should be no hard and fast rule



to that effect. One representative suggested that UNEP should establish immediately a task force to revise the programme perspective document in consultation with appropriate agencies, and that a high-level advisory team should be assembled to work with the task force in defining the document's content and format.

194. The representative of UNESCO recalled that ACC had agreed to assist UNEP's initiative towards a system-wide medium-term environment programme as part of the over-all United Nations effort in programme planning. He stressed the magnitude and difficulty of the tasks involved, particularly since it was difficult, and sometimes inappropriate, to distinguish activities related to environment from those dealing with various aspects of development, and urged that the matter not be crystallized at the present session of the Council, since considerable further debate on the issue was still needed in other forums. He further suggested that, while system-wide programming was a very desirable objective, it would not constitute a panacea for all difficulties in co-ordination in the field of the environment.

195. The Assistant Executive Director pointed out that although the task at hand was a difficult one, previous experience with regard to preparation of joint programming and thematic joint programming would prove useful. The secretariat did not intend to establish definitive and rigid categories. Once appropriate guidance was received from the Council, it intended to contact agencies and discuss with them how both the programme perspective document and the SWMTEP document should be prepared. Although an effort could be made to submit the perspective document to the ninth session, the secretariat would be subject to time pressures, particularly if sufficient time was to be allowed for those discussions.

196. Several delegations expressed concern that the programme document (UNEP/GC.8/5 and Corr.1) was not self-contained, but had to be read in conjunction with the corresponding document submitted to the Council at its seventh session (UNEP/GC.7/7 and Corr.1 and 3). The problem would be even worse at the ninth session, if the document submitted then had to be read in conjunction with the previous two. Some delegations complained that the present system of document symbols was complicated and did not lend itself to easy reference. However, one delegation pointed out that to change the coding of documentation might lead to further confusion.

197. One delegation suggested that a separate programme performance document might be unnecessary, since the kind of information required could be found in the programme perspective and medium-term programme documents.

198. One representative questioned the desirability of the large number of meetings and seminars mentioned in the two sample documents before the Committee, and suggested that their effectiveness should be evaluated in terms not only of the direct funding provided but also of the amount of time spent by the secretariat in organizing and attending them.

199. A number of delegations expressed concern at the fact that the addendum to the programme document (UNEP/GC.8/5/Add.1) had been distributed only during the session, leaving delegations insufficient time to study with sufficient attention those issues dealt with in it which required substantive decisions. The Assistant Executive Director said that the addendum could not be issued earlier,

as it covered developments during the two months immediately preceding the Council's session; some of the substantive issues it dealt with were the outcome of meetings requested by the Council at its seventh session, which because of the time required to prepare for them had had to be held during that period.

#### B. Environmental assessment

200. It was observed that the Earthwatch programme, which fitted the catalytic and global characteristics of UNEP particularly well, and appeared to be founded on a sound scientific basis, should be considered the primary sub-programme of UNEP. Two delegations stated that the quality of Earthwatch would be judged by the extent to which it produced environmental assessments of direct use for policy decisions on environmental management, while another noted that active participation and co-operation by member countries was essential for making Earthwatch programmes into realities. Two other delegations stressed the need to limit the magnitude of global programmes such as Earthwatch, GEMS and IRPTC, in favour of regional and national projects, to which the Executive Director should attach greater importance, and emphasized in particular the need to implement Governing Council decision 7/3 of 3 May 1979.

201. General support was expressed for the recommendations of the Geneva meeting in November 1979 on environmental assessment, and the initial steps taken by the Executive Director for their implementation were welcomed. Several delegations agreed that it would be most effective for environmental assessments under Earthwatch to concentrate on a restricted number of problems, for example CO<sub>2</sub>, the ozone layer, chemical wastes and soil loss. It was pointed out, however, that the priorities might vary from region to region.

202. A number of delegations expressed concern that not enough attention was being paid within Earthwatch to the effects of agricultural and, in the opinion of one delegation, forestry activities on the environment, while another emphasized the interdisciplinary nature of problems requiring environmental assessment, called for more exchange of information between research groups, and suggested that some UNEP sub-programmes could be carried out by existing national groups of experts. Another asked what were the criteria for selecting the environmental problems to be given special attention in the detailed plan for environmental assessments, and what would be the budgetary implications of the assessments.

203. The secretariat stated that the subjects had been compiled after very preliminary discussions with agencies and Governments. They were chosen with reference to their urgency and the feasibility of producing assessments on them in a reasonable time-span. Additional consultations with the agencies for the in-depth review of Earthwatch and the deliberations of the ACC Working Group on Earthwatch should modify the list further, as well as deal with the question of financial implications. Partial financial implications were already known for the monitoring of long-range transport of pollutants, pollution in regional seas and tropical forest cover, and for the WHO International Programme on Chemical Safety.

204. The representative of the Commission of the European Communities (CEC) stated that CEC would continue to contribute substantially to the current UNEP work relating to the International Register of Potentially Toxic Chemicals (IRPTC) and INFOTERRA on the basis of its own current activities under the Environmental

Chemicals Data and Information Network, and of the inventory of research projects containing 10,000 sources.

205. The Assistant Secretary-General of the Organization of African Unity addressed the Committee briefly on a number of political issues and appealed to the delegations present to convey his views to the heads of their delegations.

1. Global Environmental Monitoring System (GEMS)

206. A number of delegations expressed satisfaction with the progress of GEMS to date. Other delegations expressed concern about certain specific shortcomings. Two stressed that GEMS should continue to encourage national monitoring capabilities, while another stated that GEMS information should be made more readily available and understandable to non-technicians, and another expressed the hope that development towards an operational GEMS could be accelerated. Another delegation stressed the need for an over-all strategy for GEMS, to ensure the effective integration into it, as sub-components, of relevant programmes undertaken within the United Nations system, and effective participation in its regional and national activities.

207. One delegation expressed concern as to whether all GEMS activities were relevant to UNEP's assessment mission, and suggested that the projects included in the work plan for 1980-1981 be re-evaluated with respect to their importance and relevance to that mission: monitoring was a key component of the assessment process, and should produce information leading to assessments of selected environmental issues for use by decision-makers. An "operational" GEMS should be taken to mean an aggregation of international monitoring activities, national sources and data, specifically designed to produce assessments on major environmental hazards. Funds and staff allowing, GEMS might develop and maintain a current listing of important monitoring activities throughout the world and a catalogue of products of such activities, thus affording a clear picture of the sectors into which money and effort were being directed and what activities were available for possible incorporation into the GEMS aggregation. The 1981-1982 GEMS evaluation meetings should determine not just whether the monitoring activities were correctly intercalibrated and organized, but also whether their products were contributing to assessments, useful to policy-makers, and widely available.

208. Several delegations commended the renewable resource monitoring activities, especially in the fields of tropical forests, desertification, soil degradation and rangelands. The plans for co-operation between GEMS and UNESCO's Man and the Biosphere (MAB) programme in the monitoring of biosphere reserves were noted with satisfaction, and it was agreed that GEMS should continue to strengthen its joint activities with other agencies and with the scientific community.

209. One delegation expressed support for the pilot assessment studies of soil degradation, and urged that they be related to the recommendations of the meeting of the International Council of Scientific Unions/Scientific Committee for the Protection of the Environment (ICSU/SCOPE) held in June 1979. Another pointed out that satellite (Landsat) imagery could be of great use in land use planning, hydrology and range management; ways of improving access to it by developing countries should therefore be explored. Another delegation said that the incorporation of remote sensing technology in the renewable resource monitoring programme should be strengthened.

210. Many delegations expressed support for the current health-related monitoring activities, and urged that they be expanded, for example, by including carbon monoxide and air-borne lead in urban monitoring programmes, or by strengthening the monitoring of drinking water and food contaminants. One delegation described the recent expansion of the urban air and water quality network in its country.

211. Many delegations noted with satisfaction that the monitoring of, as well as efforts to control, the long-range transport of air pollutants, had been given new impetus by the convention and resolution on long-range transboundary air pollution adopted at the high-level meeting in the framework of the ECE (November 1979), and urged that UNEP continue to support these activities.

212. The representative of Kenya said that the feasibility study for the establishment of a station in the background air pollution monitoring network had been completed, and reiterated his Government's invitation to set up the station. The secretariat replied that the Kenya Government should initiate discussions with WMO regarding logistics and practical details. In response to a request by two delegations that UNEP should move into the field of integrated monitoring as soon as possible, the secretariat pointed out that discussions to that end were already well under way.

213. The representative of FAO said that FAO was actively participating in the GEMS resource monitoring programme. In the area of soils, it had developed jointly with UNEP, UNESCO and WMO a methodology for assessing soil degradation, which should be tested and further developed through a network of national institutions. It had also developed jointly with UNEP methodologies for monitoring humid tropical forest cover through pilot projects in Africa, and intended, again jointly with UNEP, to initiate similar activities in Asia and the Pacific during 1980 and 1981 through a network of national institutions and within the framework of an umbrella FAO/UNDP regional project on forest inventory. A joint UNEP/FAO pilot project to develop the scientific base for the monitoring of grasslands had recently been initiated. FAO was also developing its data base on natural resources for food and agricultural production, particularly in the area of soils and forestry (with UNEP support), fisheries and agrometeorology, and had developed methods for crop forecasting, based on agrometeorological data for the Sahel and the humid tropics, which had been successfully applied in 16 countries in close collaboration with WMO. A specific methodology for the assessment of present and potential land use by agro-ecological zones was now complete for Africa, Latin America and the Near East, and would be ready for Asia and the Pacific region by the end of 1980.

214. A small joint FAO/UNEP project to develop methodologies for the monitoring of pesticide residues had been completed a year ago. FAO hoped UNEP would continue to play its catalytic role in that area, which was particularly important for developing countries, as well as in the areas of monitoring of food and feed contamination and mycotoxins.

215. The representative of UNESCO welcomed the attention now given to biosphere reserves as a tool in the implementation of GEMS, and called for the establishment of such reserves, with UNEP support, in areas where they were needed for monitoring purposes, including arid and semi-arid lands.

216. In reply to a query, the representative of WMO stated that the figures for WMO in the table on page 14 of UNEP/GC.8/5 reflected the sum of estimates provided in the WMO/UNEP project documents in the area of monitoring. The figures for 1978 and 1979 included funds spent both nationally and through WMO in the development and deployment of the internationally developed upper-air observing systems deployed during the First Global Atmospheric Research Programme (GARP) Global Experiment (FGGE).

217. The representative of the Economic Commission for Europe (ECE) said that the eighth session of the Senior Advisers to ECE Governments on Environmental Problems (Geneva, February 1980) had considered organizational and procedural questions, especially those concerning the working relationship between the Senior Advisers and the newly established Interim Executive Body which would be responsible for interim implementation of the Convention on Transboundary Air Pollution pending its entry into force. The first meeting of the Body, scheduled for October 1980, would review policies and strategies for the abatement of air pollution caused by sulphur compounds on the basis of a comprehensive report to be prepared by the ECE secretariat.

## 2. Information exchange

### (a) International Referral System (INFOTERRA)

218. Most delegations which commented on INFOTERRA expressed their satisfaction at the progress made in its activities, and said it should continue to develop its capacity to facilitate the exchange of environmental information. Several voiced their concern at the apparently low rate of use of INFOTERRA, and stressed the need for greater promotion of the System, more training of national focal point staff, closer contacts between them and the INFOTERRA Programme Activity Centre and a further increase in national and regional activities. Two delegations advocated the extension of INFOTERRA activities at the national level beyond pure referral, to providing substantive information in the form of data or extracts of key documents. One delegation urged that the network of national focal points be strengthened through commitment of resources by Governments to ensure fully operational and local points, and through better UNEP guidance to Governments on the role and responsibilities of focal points. Another delegation said that INFOTERRA should assist in the establishment of focal points in developing countries, so that they could participate in the System, while another called on it to assist in the installation of data processing facilities.

219. One delegation suggested that the continuing evaluation of INFOTERRA might be premature. Another, however, welcomed it, and expressed the hope that it would include a close examination of the system's cost-effectiveness relative to other parts of the programme. Another delegation welcomed the results of the focal point management meeting (Moscow, 1 to 6 October 1979), particularly in so far as they related to the evaluation exercise. It was stressed that the method of evaluation must give emphasis to a qualitative assessment.

220. The secretariat said that, in terms of number of queries handled, INFOTERRA compared well with other referral systems which had been in existence for over a decade, and noted in addition that the services it provided could, by their very nature, not be expected to be fully visible. Because of the decentralized nature of the system, responsibility for improving awareness and reporting use

must necessarily rest with national focal points. The evaluation would, it was hoped, help ensure provision and continuity of the necessary resources for the INFOTERRA network as a whole.

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

221. Many delegations stressed the importance of IRPTC, commended the progress made so far, and expressed the hope that means would be provided to ensure that the Register soon became fully operational. One delegation stressed that data collection was a key activity. Several urged that IRPTC should concentrate on priority chemicals and requested more vigorous dissemination of available, evaluated data. Closer co-operation between IRPTC and INFOTERRA was urged.

222. A number of delegations commended IRPTC for the progress made in producing data profiles, and stressed the importance of wide dissemination of legal information on potentially toxic chemicals. Several delegations stressed that the success of IRPTC would depend on a global system of national correspondents and network partners; they urged Governments which had not already done so to nominate national correspondents, give their national correspondents full support, and take steps to ensure that they became active network partners in IRPTC.

223. Several delegations requested more training for national correspondents in regional workshops similar to that held for ESCAP, while one recommended the development of a manual for national correspondents to guide them in the execution of their tasks.

224. One delegation particularly commended the plans for IRPTC to serve as the data component for the International Programme on Chemical Safety. Another said that, to help developing countries cope with the problems created by the marketing of inadequately tested and potentially toxic chemicals in developing countries, UNEP should do everything possible to speed up the implementation of the IRPTC work plan.

### 3. Outer limits

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

225. Several delegations commended the programme on basic human needs as being consistent with UNEP's catalytic role. Although the programme was of interest to developing countries, development efforts to satisfy basic needs might at times conflict with the need for environmental protection. Guidance was required as to how those interests were to be reconciled, and one delegation in particular suggested that the proposed research studies would make a useful contribution in that respect.

(b) Climatic changes

226. There was general support for the action plan for climate impact studies. A number of delegations expressed the view that its implementation should proceed gradually, within the resources available from the Environment Fund, supplemented by projects that countries individually or jointly might wish to undertake. Reference was made to the joint United States of America/Mexico project on the

impact of climatic changes on food as one contribution to the plan's implementation. It was hoped that other countries and international organizations might wish to take on other studies and projects.

227. There was general agreement that the Executive Director should be authorized to establish a scientific advisory committee to advise him on the development and implementation of the action plan, as well as a secretariat to develop and implement the plan and service the committee. One delegation proposed that the terms of reference of the committee should be along the following lines: to provide guidance to the World Climate Impact Studies Programme (WCIP), formulate scientific concepts and co-ordinate scientific reports, determine principal research objectives, review and assess all elements of WCIP and ensure exchange of information among scientists carrying out studies. Another suggested that the secretariat unit should be located at Geneva.

228. One delegation expressed the view that within the action plan, the order of priorities should be programme area 1, programme area 4 and programme area 3: in view of the approval of the plan of action on carbon dioxide, no further activities would be needed within programme area 2.

229. The representative of WMO said that the implementation of the World Climate Programme (WCP) was actively under way, and progress would be reviewed by the WMO Executive Committee at its thirty-third session in May 1980. WMO supported the action plan for climate impact studies which was before the Committee. Where the other components of WCP were concerned, the following developments had occurred:

(a) World Climate Research Programme (WCRP): the meeting of the WMO/ICSU Joint Scientific Committee (Amsterdam, March 1980) had considered the over-all plan for WCRP and priority areas for research activities in the study of climate dynamics, and had proposed specific actions which might be undertaken jointly by UNEP, WMO and ICSU with regard to the carbon dioxide and climate problem;

(b) World Climate Application Programme (WCAP): WMO was undertaking implementation of that component of WCP in conjunction with other specialized agencies. WCAP was aimed at the application of climate knowledge to a variety of planning and operational activities with particular reference to food, water and energy problems. As those sectors were also proposed for the World Climate Impact Studies Programme, an effective scientific review and co-ordination mechanism covering both components would be extremely desirable;

(c) In the World Climate Data Programme, designed to serve the other three components of the WCP, the data requirements for development of the data management plans were being defined.

230. The representative of UNESCO stressed the potential inputs from intergovernmental scientific programmes to WCP, the various elements of which were closely interrelated and required full co-ordination, and noted the important role to be played in that respect by the Intergovernmental Oceanographic Commission (IOC), the International Hydrological Programme (IHP), the International Geological Correlation Programme (IGCP) and MAB, which could mobilize national efforts from different groups in support of WCP.

(c) Carbon dioxide

231. General support was expressed for the steps proposed by the Executive Director to develop a plan of action for the continued assessment of the carbon dioxide problem, and the need for development of a co-ordinating mechanism was noted. The representative of Austria, on behalf of his Government, invited UNEP to convene the first expert meeting in Austria in late 1980. One delegation suggested that NGO's be permitted to take part in such working group meetings when they had expertise and competence to contribute.

232. The representative of WMO said that the WMO/ICSU Joint Scientific Committee, considering that a framework was needed for international action in the area of carbon dioxide, had recommended the establishment, jointly by WMO, UNEP and ICSU, of an International Board composed of well-known scientists to maintain a continuous review of research work and assessments, and ensure co-ordination of the vast amount of continuing work. The Board might serve the purpose proposed for the group of experts mentioned in the addendum to the programme document.

(d) Risks to the ozone layer

233. One delegation informed the Committee that an intergovernmental meeting (Oslo, 14 and 15 April 1980) concerning regulation of chlorofluorocarbons released in the atmosphere had agreed that there was an urgent need to reduce such releases and that a wait and see policy, which could lead to irreversible damage, should therefore not be pursued. The delegation suggested that UNEP should initiate action to develop an international convention for the protection of the ozone layer.

234. The delegation of the Netherlands extended an invitation for the next meeting of the Co-ordinating Committee on the Ozone Layer to be held in the Netherlands.

235. The representative of CEC informed the Committee of the recent decision of the Council of Ministers on regulation of chlorofluorocarbons, which was part of a continuing exercise, in that it was to be reviewed by the Community at a Council meeting in June 1980. The Commission looked forward to further co-operation with the Co-ordinating Committee on the Ozone Layer.

(e) Bioproductivity, basic human needs and social outer limits

236. The Committee noted with approval the progress reported by the Executive Director in the areas of bioproductivity, basic human needs and social outer limits. Several delegations emphasized the continuing importance of work pertaining to food production systems.

(f) Weather modification

237. General support was expressed for the suggested draft decision annexed to the addenda on provisions for co-operation between States on weather modification. Some delegations said that appropriate legal frameworks must be developed concurrently with scientific research on weather modification.

4. Environmental data

238. One delegation observed that data collection alone did not solve environmental problems, and the analysis of environmental statistics should always



be undertaken to answer specific questions. Another delegation expressed the view that considerable progress was being made in the work on environmental statistics, and urged continuing support by UNEP of the work of the United Nations Statistical Office. Another queried the nature of UNEP's co-operation with the Statistical Office: Earthwatch assessed global issues, while the Statistical Office's project was more concerned with national and regional information collection. To the extent that national statistics were used in Earthwatch assessment and monitoring programmes, the Statistical Office project should be compatible with, and supportive of, UNEP data collection efforts.

239. At the conclusion of its debate on Earthwatch, the Committee recommended for adoption by the Governing Council draft decisions on weather modification and chlorofluorocarbons (see annex I below, decisions 8/7 A and B respectively).

#### Weather modification

240. The draft decision was submitted by the Chairman, and co-sponsored by Canada, Guinea and the United States of America.

241. The secretariat indicated that there would be no additional financial implications for the Environment Fund.

242. One delegation noted his Government's understanding that in Provision IV and V, the sense of the Expert Meeting had been to stress that notification and assessment would normally be conducted in conjunction with WMO. The representatives of WMO and UNEP agreed with that interpretation, and there was no objection from delegations.

#### Chlorofluorocarbons

243. The draft decision was sponsored by the delegations of Austria, Belgium, Botswana, Canada, Colombia, Denmark, France, Germany, Federal Republic of, Greece, Italy, Netherlands, New Zealand, Nigeria, Sweden, United Kingdom of Great Britain and Northern Ireland and United States of America.

244. The secretariat indicated that the decision could be implemented within available resources.

245. The delegation of Japan stated that research was being conducted in Japan regarding the possible destruction of the ozone layer by chlorofluorocarbons. Administrative measures in that regard had not been decided upon pending results of such research. In Japan, the use of liquid petroleum gas as a substitute for chlorofluorocarbons has been restricted as a safety measure.

246. The delegation of Uruguay stated that lack of knowledge regarding certain products and processes should be a valid reason for avoiding, rather than continuing, their use.

### C. Subject areas

#### 1. General remarks

247. One delegation emphasized that UNEP should mobilize, to the maximum extent possible, the assistance of the rest of the United Nations system in the implementation of activities under the various subject areas, and should be

extremely vigilant in ensuring that proposals for programme development were cost-effective, and so designed as to have a practical impact. Proliferation of meetings and preparation of reports covering well-trodden ground should be scrupulously avoided. In particular, the Governing Council needed to see evidence of how other organizations in the United Nations system were reorienting their programmes to incorporate environmental management considerations. UNEP should avoid involvement in the implementation of those activities (e.g. afforestation and fisheries) which other competent organizations within the system should undertake as a matter of course, even without financial support from UNEP: that conviction was reiterated by a large number of delegations in subsequent reference to specific subject areas. A number of delegations stressed the importance of UNEP reviewing its approach to the existing involvement in the subject areas concerned, and of ensuring that new activities proposed were carried out only within existing funding. The importance of maintaining the global character of the programme and, at the same time, catalyzing practical action at the regional and national levels was stressed. A number of delegations questioned the reasoning behind the proposed revisions to various goals. The secretariat explained that reformulation of goals in several subject areas had been prompted by consultations with other United Nations organizations, findings of various expert meetings held in compliance with the Governing Council's directives, and the experience of programme development.

## 2. Human settlements and human health

### (a) Human settlements

248. Many delegations expressed their satisfaction at the signature of the Memorandum of Understanding between UNEP and UNCHS, which explicitly stated the interaction between human settlements and the environment, and between the two agencies. The understanding would promote co-operation and the development of specific policies regarding environmental considerations in human settlements, particularly in the fields of planning and technology, but care must be taken in planning joint projects to ensure that UNEP's involvement did not exceed its mandate. Some delegations mentioned in particular the nine topics listed by the Executive Director of UNCHS in his statement in plenary, and proposed that UNEP play a lesser role in the first five, although the remaining four were applicable to UNEP's mandate. Other delegations supporting that view, suggested that UNEP should confine itself to the effects of settlement development on the natural environment, thus avoiding duplication of effort and possible conflict between the two organizations. However, many delegations proposed that UNEP undertake additional work in a number of other fields. For example, development of human settlements should bear in mind the essential sanitary and space requirements of any dwelling, and care must be taken to promote a healthy social, cultural and economic environment. More emphasis should be placed on the human factor, bearing in mind traditional cultural values.

249. Some delegations considered UNEP's human settlements activities to be satisfactory and comprehensive, while others called for further work on the integral planning of human settlements, using environmentally sound management techniques, renewable and non-polluting energy sources, and eco-sustainable technology. It was pointed out that designs appropriate in temperate zones could not be applied to tropical regions, and reference was made to the need to encourage preservation

of agricultural land since alternative soil use was often neglected in favour of settlement. The basic infrastructure for the community must be established, and statutory basic health standards must be maintained. One delegation stressed the need for balance growth between regions, and the recommendations of the regional meetings on human settlements finance and management were endorsed.

250. Some delegations expressed satisfaction with the objectives and work plan for the coming period, including the statement of urgent needs, and approved the proposed revision of goal 12. <sup>8/</sup> However, two questioned whether the establishment of a global network of institutions to test and apply the guidelines being developed on human settlements would be the most cost-effective use of available resources, and suggested that the reference to it be deleted from the goal. Another delegation, supported by two others, said that rather the goal should be revised to read "... guidelines on appropriate and environmentally sound technology applicable to human settlements planning". As it stood, the proposed version of goal 12 incorporated a number of goals for specific programme elements which were lost in the generalization. Regarding the proposed work plan, one delegation suggested that regional seminars on environmentally sound human settlements technology would be more useful than an interregional seminar, since problems varied greatly between regions.

251. The representative of UNESCO referred to the success of the study of urban areas as systems which was being conducted under the MAB programme, and called for continued support for this project and for training of human settlements managers.

(b) Health of people and of the environment

252. Many delegations expressed approval of the collaborative activities being undertaken by UNEP in co-operation with other specialized agencies, in particular WHO, ILO and FAO, and emphasized the need for continued joint efforts which would enhance the catalytic role of UNEP in a field in which it was difficult to draw demarcations between the activities and responsibilities of various agencies. The UNEP/WHO programme on the health effects of priority pollutants was commended, and it was recommended that its scope be expanded and additional similar projects encouraged, particularly on vector-borne disease control, tropical diseases, sanitation and disposal of wastes. Appreciation was expressed of the work done so far on the impact of urban development on health, but more concrete action by UNEP was advocated to promote co-operation and exchange of information between developed and developing countries. It was recommended that UNEP undertake more concrete action in those countries where environmental health required particular attention. Several delegations expressed approval of the joint work on exposure limits and permissible levels of pollutants in air and water, and stated that UNEP's involvement would enlarge the scope of activities in that field, particularly with regard to the work on adverse effects of heavy metals and toxic concentrations which was of particular importance to developed and developing countries alike. Two delegations considered the International Programme on Chemical Safety being conducted by UNEP, WHO and ILO as a top priority activity, and urged greater FAO involvement.

253. Some delegations emphasized the hazards of chemical, and specifically of toxic

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<sup>8/</sup> See Official Records of the General Assembly, Thirty-second Session, Supplement No. 25 (A/32/25), para. 31.

wastes, pointing out that although much work had already been done by WHO, by the IRPTC and industry programmes of UNEP and by the Organization for Economic Co-operation and Development (OECD), more work was needed, particularly on controlling the export or transfer of hazardous wastes from one country to another. UNEP would have an important role to play in the development of guidelines for the safe and appropriate disposal of such wastes.

254. A number of delegations expressed support for UNEP's involvement in developing environmentally sound control measures for tropical diseases such as malaria and schistosomiasis, in view of the toxicity of the chemicals commonly used at present and the observed resistance of some strains to the most common pesticides. Epidemiological research should be intensified, and a parasitological and microbiological monitoring system similar to GEMS should be developed. Two delegations mentioned the importance of a safe and adequate water supply in promoting health and containing the spread of infectious and vector-borne diseases. Another urged more attention to promoting a health environment for children and to the pre-natal impact of pollution.

255. One delegation endorsed the proposed work plan, objectives and revision of goal 6, while another recommended deletion from the revised goal 6 of the phrase "as a contribution to action plans".

256. The representative of FAO emphasized the Organization's co-operation with UNEP in its activities in the field of integrated pest management, food contamination and pesticide residues. Negotiations were under way with FAO concerning the UNEP/WHO/ILO International Programme on Chemical Safety. In the meantime, FAO would collaborate with the Programme under the co-ordination mechanisms established within the Codex Alimentarius.

257. The representative of WHO outlined the International Programme on Chemical Safety (IPCS), which would carry out and disseminate evaluations of the effects of chemicals on human health and the quality of the environment; develop guidelines on exposure limits; develop appropriate methodology for toxicity testing, epidemiological studies, and risk assessment; co-ordinate laboratory testing when an international approach was appropriate; develop information for coping with accidents; and promote the training of man-power and technical co-operation. The Programme brought together existing activities, and would initiate new ones to the extent to which additional voluntary funds become available. At present, resources were available from WHO and UNEP, as well as ILO and the International Agency for Research on Cancer (IARC). Eight countries had made firm pledges for additional resources in cash and in kind, and it was hoped that pledges would be forthcoming from at least eight more countries. The programme currently commanded resources of \$1.5 million, and possibly an additional \$1.1 million, including the resources which countries were willing to make available to their own national institutions - so far, 21 in 12 countries - which would assume lead functions in the Programme. IRPTC and IARC would also assume lead functions in their respective fields. For co-ordination between UNEP, ILO and WHO, an Intersectoral Working Committee had been established to provide guidance to the Central Management Unit. There was also a Programme Advisory Committee and a Technical Committee. The Programme Advisory Committee, at its first session (9 to 11 April 1980), had assigned highest priority to evaluation, dissemination of risk assessments and the training of man-power, and, so far as specific groups of chemicals were concerned, to household chemicals, food additives, pesticides, and certain industrial chemicals. He appealed to national environment protection agencies to support the Programme by making available the services of their national institutions.

258. At the conclusion of its debate on human settlements and human health, the Committee recommended for adoption by the Governing Council, as amended by the delegation of France, a draft decision on export and disposal of hazardous chemical wastes sponsored by the delegations of Australia, Belgium, Colombia, Greece, Italy, Netherlands, United States of America and Uruguay (see annex I, decision 8/8).

259. The secretariat indicated that financial implications of the decision could be borne by the Fund programme reserve, in so far as the requested report to the Governing Council at its ninth session was concerned.

260. The delegation of Canada stated its understanding that the wastes referred to in the decision did not include radio-active wastes.

261. The delegation of Australia stated that in implementing the decision, UNEP should concentrate on the needs of developing countries, particularly with regard to information. It should avoid duplication of work pursued by ECE and OECD, and the decision should not detract from the resources allocated to IRPTC.

### 3. Terrestrial ecosystems

#### (a) General remarks

262. The view that the World Conservation Strategy provided a broad basis for development of UNEP's further programme in terrestrial ecosystems was widely shared, and it was suggested that it should influence the formulation of the new international development strategy, since conservation of nature and carefully planned evolution of ecosystems were vital to sustainable development, continued productivity of natural resources and minimization of avoidable costs of economic development arising from environmental neglect.

263. Two delegations felt that the proposed modification of goals in respect of several subareas made it difficult to evaluate the fairness of the proposed budgetary allocations, since the reformulated goals sometimes related to more than one subarea, and their specific relation to those subareas needed clarifying. It was also observed that examination of urgent needs for action by subarea alone could lead to unsatisfactory results. A better mechanism was needed to determine priorities and resource allocations within a unified framework. Moreover, it was essential to ensure increasing substantive and financial involvement of such organizations as UNESCO and FAO in subareas which were of concern to them.

#### (b) Arid and semi-arid lands ecosystems and desertification

264. It was observed that effective desertification control activities required the integration of various sectoral policies and measures, for example in respect of soil, water and forestry management, within a unified framework. Technical assistance to countries needed to be strengthened, and national capabilities for training of the needed personnel enhanced. The regional offices of UNEP in particular should play an active role in establishing and promoting centres for such training. It was emphasized that reforestation was crucial to desertification control and reference was made in that connexion to the promising Green Belt project in North Africa. While there was general support for the proposed activities, one delegation commented that they contained few action-oriented field projects.

(c) Tropical woodlands and forest ecosystems

265. Most delegations agreed that tropical deforestation had assumed serious proportions and urgent measures were needed to avert the disturbing trends in the affected areas. The Committee noted the versatile, far-reaching and globally significant role played by tropical forest ecosystems in economic production and the provision of industrial raw materials and food, the control of soil erosion, desertification and salinization, the regulation of water systems, the maintenance of favourable micro-climatic patterns, etc. Some national activities to control deforestation were described and the usefulness of FAO/UNEP world-wide assessment of tropical forest resources was noted.

266. The Committee expressed appreciation of UNEP's successful collaboration with FAO and UNESCO in preparations for the Meeting of Experts on Tropical Forests as well as of its results. Several delegations endorsed the recommendations of the Meeting, and the view was expressed that they provided a useful framework for the development of comprehensive and integrated international programmes for wise use of tropical forests. The proposed follow-up action, including the proposal to convene a second meeting of experts to finalize a detailed plan for control of tropical deforestation, was supported by several delegations. In so doing, an integrated approach should be taken, stressing the important socio-economic as well as physical variables. The Executive Director's proposal to transmit the report of the expert meeting to Governments to obtain their substantive reaction was considered sound. However, the importance of receiving substantial information was emphasized, to enable the second meeting of experts to be held in time for its report and other findings to be transmitted to member States sufficiently in advance of a Governing Council session. Some delegations, moreover, felt that Governments needed more time to study the recommendations; it would thus be premature to recommend action on the report of the Meeting at the present stage. One delegation said that at least those recommendations of the Meeting relating to control of incursion into forest areas, land-use policy and planning to promote optimum use of tropical forest potential, information dissemination and exchange and education and training should be put into effect urgently. It was also important to ensure that global action plans for tropical forests were fully consistent with national and regional plans. Two delegations stated that any international action in the field of tropical forests had to be based on recognition of the full sovereignty of States over their natural resources and the principal role of regional mechanisms. Reference was made to the existing regional co-operation in Latin America under the Treaty for Amazonic Co-operation.

267. Two other delegations felt that for effective performance of UNEP's unique role, following the detailed and comprehensive report of the meeting, increased budgetary allocation was uncalled for. They also felt that the newly-proposed programme goals in tropical woodlands and forest ecosystems were inappropriate for various reasons, particularly since their formulation would tend to create a major imbalance in comparison with specific 1982 goals established for other parts of the programme: if the contents of the appendix were to be considered as a planning time-frame, there would be less difficulty. It was suggested that a single goal for 1982 should be considered, leaving room for a thorough examination of long-term goals for UNEP's entire programme to be developed for consideration at the Governing Council's tenth session. One delegation suggested that UNEP should focus attention on developing and promoting integrated approaches to tropical forest management which took account of the socio-economic causes of deforestation. Another asked why reference to the world-wide trees programme previously proposed to the Council had become increasingly less specific.

268. One delegation stressed the need to establish representative networks of protected areas of tropical forests, promote rational use of secondary forests so as to minimize pressures on closed forests, and establish institutional mechanisms for ensuring that international timber companies reimbursed to the countries concerned the full costs, including those relating to environmental damage, of their operations. It was proposed that UNEP should develop, in co-operation with FAO, a code of conduct for firms engaged in timber extraction in tropical forests areas. UNEP should also encourage industrialized countries and aid agencies to support national programmes relating to conservation of tropical forests. Wise use of tropical forest products should be encouraged in importing countries, which should also try to achieve a greater measure of self-sufficiency in timber.

269. Various delegations referred to demonstration projects in environmental management of forest ecosystems, development of forestry systems to restore degraded environment, technical assistance in monitoring of deforestation, taxonomic and ecological research in forestry conservation, research to combine forestry development with economic development planning, establishment of regional training centres in forestry management, and exchange of information on national forest management programmes as areas for priority action under the programme. One delegation suggested that UNEP should assist in the conduct of a case study in assessment of tropical deforestation in South-East Asia. Another requested continued assistance to West and Central African countries for tropical forest monitoring and management and the establishment of a regional information and documentation centre on tropical ecology, in conformity with past decisions. Since tropical deforestation was a serious problem in areas of nutritional deficiency and fuelwood shortage, it was suggested that forestry management programmes should have food production (agro-forestry) components, and should include planting of tree species which would ensure a sustainable provision of fuelwood to local populations. It was observed that conservation of tropical forest ecosystems should form an integral part of rural development programmes. It was felt that UNEP and other international organizations should strengthen and assist national conservation programmes and that, in view of the importance of the problem, the budgetary allocation to the subarea should be increased.

270. One delegation emphasized that, particularly since the primary cause of tropical deforestation appeared to be clearance of land for agriculture, FAO had a direct responsibility for promoting and implementing programmes to reafforest and conserve tropical forest ecosystems. In view of FAO's plans to convene the Committee on Forestry Development during 1980, UNEP's proposal for another meeting on a related subject was not advisable. It was stressed that strong international support needed to be provided to the programmes of FAO, UNESCO and other United Nations organizations dealing with tropical forests. International co-operation should be mobilized to design co-ordinated programmes in respect of soils, climate, tropical forests, genetic resources and other closely related subjects of great environmental significance. A proposal was made that UNEP should consider convening thematic joint programming meetings on various parts of a comprehensive programme on conservation of tropical forests, including agro-forestry and community forestry.

(d) Mountain, island coastal and other ecosystems

271. It was observed that increasingly serious environmental degradation upstream and downstream of mountain forest ecosystems and watersheds needed to be taken

into account in planning effective action. In addition to the problems identified in the programme document, the far-reaching implications of mass tourism in mountain regions, of the replacement of mountain forests by grasslands and comprehensive approaches to watershed management going beyond purely technical aspects of control of torrential flows, needed to be examined. One delegation emphasized that what was important was not preparation of state-of-knowledge reports and circulation of general information, but the implementation, through pilot projects with the increasing involvement of other concerned organizations in the United Nations system, of environmentally sound strategies for the sustainable use of mountain ecosystems.

272. It was pointed out that technologies and systems for the rational use and management of water and innovations in respect of non-conventional sources of energy were of particular value to island ecosystems. The emergence of new land masses as a result of large-scale siltation caused by solid erosion was noted as a serious problem in South Asian seas which UNEP should consider in the development of its programme.

273. The proposed preparation of a state-of-knowledge report on coastal ecosystems in various regions of the world was supported. It was suggested that UNEP should support pilot projects to assess the nature and extent of damage caused to coastal ecosystems by oil spills, as well as by unplanned industrial and urban development. It should also support international and regional action for environmental management of coastal waters, such as that initiated by South Asian countries adjoining the Himalayas, and should devote special attention to "transitional land-sea" zones such as estuaries and swamps. The possible negative environmental consequences of mass tourism on coastal ecosystems should also be examined, and urgent attention should be given to land-use planning in coastal areas. The need to develop and put into practice simple methods of surveying priority ecosystems in coastal wetlands and small islands was stressed. The significant impact on protection of marine wildlife as a result of a conservation of few key habitats was noted.

274. The representative of Kenya described his Government's efforts at conservation of coastal ecosystems and its co-operation with UNESCO (MAB) and suggested that Kenya's marine national parks and coastal protected areas might be used for international scientific research into coastal ecosystems and living marine resources.

275. The representative of UNESCO indicated the readiness of the Organization to undertake a state-of-knowledge report on coastal ecosystems.

(e) Soils

276. The Committee, noting with satisfaction the report of the expert meeting convened by UNEP in co-operation with FAO on soils policy, emphasized that a comprehensive policy must take into account the long-term needs of the world's population and the requirements of forest conservation and management. The recommendations contained in the report received general support. One delegation noted, however, that they were somewhat conservative, considering the seriousness of the problem, and another emphasized the need for clear-cut indications on programme development including delineation of the responsibilities of organizations, time-limited programmes of action and implications. Some doubts were expressed about the value of convening another meeting later in 1980, and one



delegation expressed considerable concern at the suggestion that an expert group should meet once a year, having regard to the cost aspects of such a series of meetings. It was also felt that undue importance should not be attached to preparation of general guidelines on soil management: rather, UNEP should concentrate on strengthening the capacity including institutional capability for policy-making and legislation of developing countries to control soil degradation and minimize soil loss, and on promotion of demonstration projects in the field of soil conservation, using its limited resources efficiently to achieve maximum practical catalytic impact in the field, using all available knowledge.

277. Two delegations stressed that UNEP should promote a world soils policy and a long-term action plan as a follow-up of the expert meeting. The policy should be situated within the framework of the new international development strategy, and the action plan, which should be integrated with the Plan of Action to Combat Desertification, should identify objectives and assign responsibilities for international organizations and take account of legal, economic and social factors.

278. The continuing UNEP/FAO work on assessment of soil degradation was commended. Several delegations stressed the importance of compiling an inventory of and classifying world soil resources. Since ecological and geographical factors largely determined the design of appropriate soil management practices, the proposed soil classification exercise had practical significance, apart from its academic value. It was stressed that while making inventories of soil resources was a national responsibility, international organizations, particularly FAO, should continue to play an active role in establishing networks of institutions to make the data generated by national sources compatible.

279. Some delegations described serious national problems relating to soils, including loss of agricultural land through waterlogging salinization and soil erosion, and national experience in assessing soil resources, and requested international assistance in the design and implementation of programmes relating to environmental assessment and management of soils and reclamation of lost agricultural land. One delegation supported the proposed convening of ad hoc panels of international experts to prepare guidelines on soil conservation and management as a means of evolving co-ordinated solutions with the participation of all concerned national and international institutions.

(f) Water

280. General appreciation was expressed of UNEP's role in demonstrating integrated approaches to the improvement of drinking water quality and sanitation in rural areas. It was felt that such UNEP-inspired demonstration projects should be replicated widely, and rural water supply strategies made an integral part of over-all development efforts. Several delegations emphasized that UNEP should be more actively involved in the implementation of the International Drinking Water Supply and Sanitation Decade, and it was suggested that UNEP should highlight environmental aspects of drinking water supply during the consideration of the Decade at the thirty-fifth session of the General Assembly. One delegation noted the importance of ensuring that the UNEP programme made a definite contribution to the implementation of the Mar del Plata Action Plan. Master plans needed to be formulated and implemented at community levels and with community involvement to attack simultaneously the problems of drinking water supply and treatment and disposal of effluents and wastes, and that programmes instituted by developing countries to provide access to safe drinking water for every rural

family needed financial and technical support from the international community. Care must be taken to ensure that development of water supply in one part of a region did not lead to scarcity in another part. A number of delegations described national experience and capacities which might be of benefit to other countries, and reference was made in that connexion to the "self-help" water projects of Kenya, the international Reference Centre for Community Water Supply in the Netherlands, and the training courses organized in the German Democratic Republic by UNEP, UNESCO and the Government of the German Democratic Republic, which, it was indicated, would continue.

281. UNEP's pilot work in the harvesting of rain and storm water was commended for its potential catalytic impact on improving access to fresh water in rain-deficient areas and on environmental protection; it was suggested that the related publication should be widely disseminated. Reference was made to a workshop on water harvesting in arid lands to be convened jointly by the United States of America and Mexico at the University of Arizona later in 1980. It was proposed that UNEP undertake environmental impact assessment of the production and use of desalinated water. The training component of the programme also received general support.

282. Two delegations felt that UNEP's water programme appeared to be a collection of disparate projects undertaken by various organizations; it lacked a focus of its own, and should be reassessed at the Council's ninth session in order to ensure that it was designed within the framework of a coherent strategy. One delegation said that perhaps UNEP should concentrate on the quality aspects of water, since other organizations in the United Nations system were responsible for promoting better water availability. Others called for more information on the activities of those organizations.

283. The representative of UNESCO said that UNESCO was planning to launch, in the framework of the international Hydrological Programme, major regional projects dealing with rational management of water resources in rural areas which would call for co-operation with UNEP, whose programme in the field of water required greater specificity, particularly regarding the training of specialists.

284. The representative of ECE drew attention to a draft declaration of policy on protection and control of water pollution, including transboundary pollution, developed by the ECE Committee on Water Problems, which provided a basis for important further work of the Commission in that field.

(g) Wildlife and protected areas

285. Several delegations said that the World Conservation Strategy was a comprehensive well-written document, and commended the successful collaboration of IUCN, UNEP and WWF in its preparation. It was suggested that UNEP should formally transmit the Strategy to all Governments to urge its consideration in the formulation of development policies and programmes, and that it should ascertain the continuing actions of United Nations and non-governmental organizations in the implementation of the Strategy. Increasing involvement of non-governmental organizations in its implementation was also urged.

286. IUCN's collaboration with UNEP and its existing work at national levels were commended and it was suggested that UNEP's budgetary allocation should reflect the importance of global implementation of the World Conservation Strategy. While the

policy logic of decrease in the budgetary allocation to IUCN/UNEP activities was appreciated, some delegations suggested an increase, in view of the importance of follow-up activities for implementation of the Strategy, and one recommended that the proposed decrease be gradual and well phased over time. It was proposed that, in view of the implications of the Strategy for the entire programme of UNEP, the Executive Director should report at the ninth session of the Governing Council on its programmatic follow-up.

287. UNEP's role in the protection of biosphere reserves and its collaboration with UNESCO were generally endorsed. The importance of covering all representative ecosystems was stressed, and delegations urged that international assistance in identifying habitats containing unique landscapes and threatened species of flora and fauna should be reinforced.

288. The proposed objectives, strategies and work programme received general support. Two delegations said that the programme should pay particular attention to Asian developing countries, in which population and economic pressures on wildlife and genetic resources were considerable, and international assistance was called for to facilitate assessment of biota in the rainforests of South-East Asia.

289. One delegation expressed support for UNEP's interest in activities relating to the Endangered Species Convention and queried the status of funding of certain projects. Another said that the sale and use of wildlife hides, skins and ivory in the places of final consumption should be banned as an effective means of protecting wildlife, while another described national experience in the protection of wildlife and said that international assistance for studies in developing countries on land development options in relation to conservation, to determine optimal solutions in the face of increasing economic pressures on wildlife and natural resources, was vital.

290. Another delegation observed that the possible conflicts between the protection of wildlife and nature and the needs of economic development should not be ignored. Following the World Conservation Strategy, conservation of species should be seen as an integral part of programmes addressed to development without destruction. It was hoped that programmes of international organization would reflect a renewed sensitivity to environmental matters. Another delegation observed that while developing countries were cognisant of the need to protect wildlife and species in the course of their development, they needed international assistance to turn that awareness into effective action.

291. UNEP's role in the formulation of legal instruments for conservation was commended, and it was stated that more attention needed to be given to the enforcement of existing international conventions. While UNEP's fellowship programme on wildlife and parks was laudable, its scope needed to be widened to include preservation and improvement of wildlife habitat. Attention should not be confined to areas designated as "protected" and further efforts should be made to control the adverse effects of human activity on wildlife.

292. One delegation suggested the first part of the proposed revised objective in respect of wildlife and protected areas should read: "To promote activities designed to give an adequate scientific base upon which to develop more effective and practical approaches to the conservation of wildlife and protected areas."

293. The representative of the International Union for Conservation of Nature and Natural Resources (IUCN) expressed IUCN's appreciation of its collaboration with UNEP at levels two and three, and mentioned IUCN's new three-year rolling plan for implementation of its programme in close co-operation with international and non-governmental organizations. The perspective for all conservation work outlined by the World Conservation Strategy was a broad one reflecting the relations between environment and development.

294. The representative of UNESCO called for effective functioning of the Ecosystem Conservation Group to help implement the World Conservation Strategy, stressed the importance of extending the international network of biosphere reserves, and proposed that such reserves be established with UNEP support in all the Vavilov centres of dispersion of domesticated plant species.

(h) Genetic resources

295. The priorities, objectives and strategies of the proposed programme received general support, and there was agreement that conservation of indigenous genetic resources, including those of micro-organisms in their natural diversity, was crucial. National experience in research on conservation of plant and animal genetic material and micro-organisms was described, international agreements on accessibility to conserved germplasms were noted as useful, and support was expressed for the relevant activities of UNEP in collaboration with UNESCO (MAB), FAO, the Consultative Group on International Agricultural Research (CGIAR), the International Board for Plant Genetic Resources (IBPGR) and other organizations. The MAB programme on documentation on genetic impoverishment was particularly welcomed. It was observed that UNEP had a modest role to play and other concerned international organizations should increasingly undertake the implementation of the programme. The importance of accentuating the co-operation of international organizations with Governments was also stressed. It was pointed out that, while environmental education and legislation were essential for promoting conservation of genetic resources, methods also needed to be identified for increasing ecosystem productivity, without damaging their integrity, to improve the quality of human life. One delegation remarked that the reformulated objectives and strategies should be related to the implementation of the World Conservation Strategy.

296. One delegation stressed the importance of the use of genetic resources for agricultural and livestock production, and advocated giving priority to research into innovative uses of genetic resources for environmental improvement. The need for training local expertise for servicing genetic resources conservation and application schemes was also highlighted.

297. Another delegation called attention to the interrelation between genetic resources and wildlife conservation, as outlined in the World Conservation Strategy, and said that such linkages, as well as those with living marine resources, should be elaborated upon in the programme document. It was pointed out that, while the proposed programme emphasized species with known economic value, what was necessary was to prevent loss of wild gene pools as such, as needs and applications varied over time: that aspect should be reflected in the work programme in the longer term.

298. The representative of FAO, referring to terrestrial ecosystems as a whole, described the Organization's extensive involvement in activities relating to conservation and natural resources along with improvement of methods of agricultural

production, and in building up national institutional capabilities in particular to control erosion and promote soil and water conservation. He welcomed UNEP's catalytic role in helping draw more attention to the fact that often the root causes of persistent soil erosion and degradation and depletion of forests, grasslands and genetic resources were social, cultural, financial, institutional and political, and not technical. In that connexion, he recalled FAO's responsibilities in the preparation of the soil charter, as assigned to it by its governing bodies. The work of FAO's committees of Government experts on forestry, fisheries and agriculture and nutrition was closely related to UNEP's programme, since they reviewed environmental problems relating to development, and they could be better utilized by UNEP. FAO had several other regional field programmes, meetings and follow-up seminars on subjects such as watershed management in mountainous areas, wildlife management and rational use of chemicals in agriculture, and would continue to collaborate with UNEP within FAO's programme framework for Natural Resources for Food and Agriculture.

299. The representative of UNESCO announced the proposed launching under MAB of three major interregional projects in respect of arid lands, tropical forests and coastal ecosystems for which UNEP support would be desirable, and stressed the need for supporting integrated pilot research training and demonstration projects in various ecosystems, including tropical forests.

300. At the conclusion of its debate on terrestrial ecosystems, the Committee recommended for adoption by the Governing Council draft decisions on tropical forests, the Regional Centre for Information and Scientific Documentation on Tropical Ecology, a world soils policy and the World Conservation Strategy (see annex I, decisions 8/9 A and B, 8/10 and 8/11 respectively).

#### Tropical forests

301. The draft decision was sponsored by the delegations of Australia, Belgium, Botswana, Burundi, Congo, Gabon, Germany, Federal Republic of, Kenya, Netherlands, Nigeria, United Republic of Cameroon, United States of America and Zaire, and was orally revised on behalf of the sponsors.

302. The secretariat indicated that the financial implication of this decision would be \$75,000 in 1980 to be funded from the programme reserve.

303. The delegation of Brazil indicated that it would make reservations in plenary regarding the recommendations of the Expert Meeting on Tropical Forests.

304. The representative of Uruguay said that he had refrained from submitting an amendment to the draft decision solely in response to a request from the delegations of Brazil and Venezuela. For information, he wished to place on record that the World Environmental Areas Programme, promoted by the Director of The Ecologist, together with a group of international experts and institutions, deserved to be more widely known. It was an innovative mechanism for raising funds to save tropical forests in countries which so desired, and in his view merited the full support of UNEP and countries as yet another NGO with a fundamentally important mission.

#### Regional Centre for Information and Scientific Documentation on Tropical Ecology

305. The draft decision was sponsored by the delegations of Belgium, Burundi, Canada, Congo, France, Germany, Federal Republic of, Gabon, Guinea, Kenya, Senegal, United Republic of Cameroon, United States of America and Zaire.

306. The secretariat indicated that the implementation of the decision would be within available resources, as it had already been anticipated in the proposed work plan.

#### World soils policy

307. The draft decision was sponsored by Bulgaria, Colombia, Guinea, Iraq, Kenya, Nigeria, Spain, Sweden, Turkey, Union of Soviet Socialist Republics, United Republic of Cameroon and Uruguay, and was orally revised on behalf of the sponsors.

308. The secretariat indicated that the meeting referred to in the decision would cost in the region of \$20,000, which could be absorbed within the programme for that area.

#### World Conservation Strategy

309. The draft decision was sponsored by the delegations of Australia, Denmark, France, Germany, Federal Republic of, Greece, Indonesia, Italy, Kenya, Kuwait, Malaysia, the Netherlands, New Zealand, Nigeria, Norway, Saudi Arabia, Sweden, Switzerland, Union of Soviet Socialist Republics, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay and Yugoslavia, and was amended by the delegation of France.

310. Introducing the draft decision, the delegation of the United Kingdom of Great Britain and Northern Ireland stressed that it did not call for any new programmes or significant expenditure by UNEP. The World Conservation Strategy was a logical development of the principles agreed to at Stockholm in 1972, which UNEP was already implementing. It was mainly for Governments and national organizations to initiate further programmes, and to find the resources necessary for the implementation of the World Conservation Strategy. Members of the Governing Council should press their Governments to take further action.

311. The secretariat indicated that the financial implications of the decision had already partly been taken into account in the forward planning of UNEP. Any additional expenditure arising from the decision would have to come from available resources.

### 4. Environment and development

#### (a) Integrated approach to environment and development, including eco-development and use of natural resources

312. Many delegations expressed support for UNEP's efforts to highlight the importance of a sound environment to sustainable development and the need for incorporating environmental considerations and rational use of natural resources in development planning. One delegation said that UNEP should identify those areas where its efforts would be most appropriate, so as to permit the most concrete contribution to the new international development strategy. A number commended the regional seminars on alternative patterns of development and lifestyles which had discussed many important issues and made the regions aware of the global concerns while avoiding attempts at global modelling. Many delegations felt that the integrated approach to environment and development was the most important aspect of UNEP's activities, and that the budgetary allocation for it should be increased rather than reduced as proposed by the Executive Director, although one supported the reduced allocation. A number of delegations commended the Kenya Government/UNEP/UNDP project on environment and development, both as

meriting support in its implementation phase and as offering a source of expertise for similar activities. It was suggested that other countries might conduct similar projects on incorporating environmental considerations into national development plans. One delegation noted the important role of the environment in all aspects of economic development, and stressed that implementation of control measures alone was inefficient compared to complete integration. Another, emphasizing the consequent need for an interdisciplinary approach, said that the integrated approach should permeate Level Three activities in various sectors and UNEP should exercise its catalytic role by disseminating related information and promoting relevant education.

313. Two delegations emphasized that UNEP's role in encouraging aid agencies and Governments in industrialized countries to support resource conservation and promote environmental considerations in developing countries was an extremely important function. Another said that resource-use planning, particularly of land, was essential if irreparable consequences and exhaustion of potentially renewable resources were to be avoided, while another said that such planning should be based on long experience, rather than conducted on an experimental basis. One delegation said that many practical problems arose in implementing an environmentally sound use of resources because of the lack of suitable alternatives.

314. There was some disagreement on the proposed revisions of goals 10 and 11, with a number of delegations recommending the proposed versions, and a comparable number advocating maintenance of existing goals. Two delegations expressed a preference for the approved version of goal 10, since the proposed revision would introduce an element of vagueness, but one suggested that it might be appropriate to include also the reference to alternative patterns and lifestyles. One delegation supported the proposed revision of goal 11 on the grounds that it accentuated the integration of environmental concerns into development planning processes, and said that more emphasis should be placed in future on environmental economics. Another proposed replacement of "in the proper" by "on". A number of delegations advocated amalgamation of the environment and development elements of the programme with environmental management.

(b) Environmentally sound and appropriate technology

315. A number of delegations stressed the need for UNEP to be more aggressive in stimulating research into and promoting appropriate technologies, since indiscriminate use of inappropriate technologies was a major cause of environmental destruction. One delegation urged greater co-operation with specialized technical assistance agencies, with particular reference to work being done on the use of water hyacinth, biogas production and consumption and waste utilization and recycling. However, another delegation stated that because of its limited resources, UNEP should maintain only marginal involvement, and should confine its efforts to co-operation with such agencies. Another delegation said that UNEP's activities should not be restricted in that way, but should seek to incorporate appropriate technologies in the integrated approach to environment and development.

316. One delegation expressed the view that in the ECE region compilation of a compendium of low- and non-waste technologies would be more realistic than promotion of the development of methodologies for comparison and evaluation of various technologies. Another expressed concern at UNEP's expenditure of resources on pollution abatement in heavily industrialized countries and regions, rather than on the development of environmentally sound technology.

317. The representative of ECE stated that the adoption by the High-level Meeting within the framework of ECE on the Protection of the Environment, of the Declaration on Low- and Non-waste Technology provided an impetus to the acceleration and extension of the programme activities already being carried out in that field by ECE. Those activities were part of a global effort by UNEP for the development of environmentally sound and appropriate technologies. A special working party on such technologies had been established with ECE. He also mentioned the work within ECE on the establishment of a compendium of such technologies, which would be made available through UNEP to the appropriate authorities in other regions.

(c) Industry and environment

318. A number of delegations emphasized industry and environment as a very important element of UNEP's activities in environment and development, and commended the work of the Industry and Environment Office. One delegation called for further study of the conceptual approach to industry and the environment. Another said that the introduction of the phrase "certain practices" in the proposed revision to goal 13 introduced an element of vagueness, while another advocated caution and flexibility in the implementation of the goal.

319. The useful role played by UNEP in encouraging co-operation between industrialized and developing countries was noted. Several delegations mentioned that industrial development strategies, and the new international development strategy, should take account of environmental and sustainability considerations, and should include measures to control the socially damaging aspects of industrial development, such as mass migration of rural labour to urban areas, with resulting urban sprawl and unemployment. One delegation urged that industry in all countries be encouraged to comply with recommended standards for environmental protection. With regard to solid waste management, study of the use of organic wastes in agriculture, and of the utilization of phosphogypsum from phosphate processing industries, was recommended.

320. One delegation advocated further projects to assess the potential environmental damage resulting from industry, and requested that more attention be given to minimizing environmental degradation by incorporating environmentally sound technology at the design stage of industrialization projects. It was suggested that UNEP should promote compatibility of the various information sources and improved dissemination of information already available. One delegation commended the sector-by-sector approach, but another said it could be enhanced by focusing on selected environmental problems. The prime importance of flexibility in tailoring methodologies to project characteristics was emphasized. UNEP was congratulated on its work on the automobile and aluminium industries, and one delegation requested that further work should concentrate on the smaller-scale agro-based industries prevalent in developing countries. Another delegation suggested the inclusion of the cement industry in the programme. Another delegation commended the chemical industry workshop conducted in 1979, as a result of which guidelines were being produced for the handling of chemicals, including protection measures for workers as well as for the environment, but, together with others, expressed concern at the lack of speed with which guidelines on the environmental aspects of specific industries were translated into policy, and recommended that if consensus was difficult to obtain, UNEP should develop the guidelines on the basis of information from Governments alone. It was also pointed out, however, that UNEP would need to provide financial assistance to the



preparation of impact statements to permit assessment of the influence of industrial and tourist developments on the natural environment - water and soil resources, fauna and flora, and agriculture. One delegation requested UNEP to conduct training in assessment of the environmental impact of industry, and on the re-use of industrial residues.

321. Many delegations expressed support for the strategies and objectives, and for the thematic joint programming concerning the working environment and it was emphasized that the present interdisciplinary approach must continue if they were to be achieved. One delegation expressed concern for the consistency of format of the proposed objectives and strategy for the working environment with those for other programme areas, and emphasized that UNEP should select for action those elements which were most relevant to its mandate. One delegation pointed out that measures to promote a healthy working environment should be properly evaluated, by means of cost-benefit analysis and related techniques, to indicate when the benefits from installation of environmentally sound and healthy technologies would lead to reduced costs and increased productivity. Another recommended that more work be done on the health impact of heavy metals. Statutory health and safety regulations to promote physical and mental health, and adequate training of workers, were recommended.

322. The representative of the United Nations Industrial Development Organization (UNIDO) stated that efforts were currently concentrated on the implementation of projects with positive environmental impacts and on environmental training assistance, and that a joint UNIDO/UNEP Committee on Co-operation had been established to strengthen activities in that field. UNIDO was co-operating with UNEP in the field of chemical industries, bauxite and aluminium industries and the pulp and paper industry, and a technical environmental programme had been prepared and disseminated indicating the type of environmental activities which UNIDO was able to undertake at the request of Governments.

323. The representative of the International Chamber of Commerce (ICC) drew attention to the upgrading of the special committee on the environment to a full commission in order to enhance ICC's activities related to the environment. He also reported on the recent ICC study on cost-benefit analysis, and on an East/West conference on environment held in Moscow in February 1980.

324. At the conclusion of its debate on environment and development, the Committee recommended for adoption by the Governing Council a draft decision sponsored by the Group of 77, Austria, the Netherlands, Norway and Sweden (see annex I, decision 8/12).

325. The secretariat indicated that the decision could be implemented within available resources, and requested clarification on the meaning of the second operative paragraph. In reply, the representative of India explained, on behalf of the sponsors, that the paragraph was intended simply to draw the attention of the secretariat to decisions taken at previous sessions of the Governing Council on environment and development.

326. Several delegations objected to the fact that the draft decision had been modified by the secretariat without prior consultations with the sponsors, and had therefore had to be resubmitted.

## 5. Oceans

### (a) Marine pollution

327. The serious impact on developing countries of depletion of fisheries caused by marine pollution was noted and, given the importance of the programme area, the absence of a specific goal for it was queried.

328. It was felt that the programme needed to give great attention to the serious pollution risks associated with shipping of oil and other hazardous cargoes, especially in narrow waters. Possible means of averting those risks were, inter alia, improved crew training, traffic separation, increased use of pilots, monitoring of heavily exposed waters and improved technical equipment; UNEP should continue active support for the work of the competent international and intergovernmental bodies such as the Inter-Governmental Maritime Consultative Organization (IMCO) in that regard. Reference was made to a number of recent instances of marine pollution and to General Assembly resolution 34/184 on hazards to the marine environment from maritime transport, and it was suggested that UNEP follow up the implementation of the resolution, in co-operation with IMCO and other concerned organizations. One delegation drew attention to the 1978 Protocol to the 1973 International Convention for the Prevention of Pollution from Ships (see ST/LEG/SER.B/18/Add.2, p. 318) for which Governments, at the time of adoption, had set a target date for entry into force of June 1981. In order for the target date to be met, 15 States representing 50 per cent of the world's shipping tonnage would need to ratify the Protocol by June 1980. However, so far there was only one ratification of the Protocol. An appeal was made for accelerated action to bring the 1973 MARPOL Convention, as modified by the 1978 Protocol, into effect.

329. One delegation welcomed UNEP's support of the "health of the oceans" review of the Joint Group of Experts on the Scientific Aspects of Marine Pollution (GESAMP), which should be of value to Earthwatch. The hope was expressed that the GESAMP working group would be informed of the recommendations of the November 1979 Earthwatch working group, and that the review would result in clear, widely available statements of trends and hazards to guide policy-makers on measures to control ocean pollution. It was queried why there had been little progress in implementing the existing comprehensive plan for global ocean monitoring under the Global Investigation of Pollution in the Marine Environment (GIPME).

330. Support was expressed for UNEP's involvement in the monitoring of open ocean waters for chlorinated hydrocarbons and trace metals, and some delegations suggested its extension to coastal areas and regional seas adjoining developing countries. One delegation questioned the importance attached to regional seas as compared to global programmes while another queried the importance of open ocean monitoring to the programme. The representative of the Executive Director responded by observing that the evolving network of regional seas programmes would make significant contribution to the global programme. He also observed that techniques of global environmental monitoring of oceans did not appear entirely satisfactory at present. It was emphasized that UNEP should play its catalytic role to bring about active involvement of other concerned organizations such as GIPME, IMCO, GESAMP, the International Council for the Exploration of the Sea (ICES) and the Intergovernmental Oceanographic Commission's Association for the Caribbean and the Adjacent Regions (IOCARIBE).

331. It was submitted that the programme's priority action should be in respect of controlling coastal marine pollution, and that formulation of proposals for UNEP action in the control of marine pollution needed to be based on a comprehensive analysis of the continuing work of other international and non-governmental organizations.

332. One delegation proposed that, as a follow-up to the earlier effort supported by UNEP and UNESCO on the preparation of a register of river discharges into the oceans, UNEP should consider catalysing actual monitoring of ocean pollution as a result of discharges from major rivers. Reference was made to the United States five-year plan for ocean pollution monitoring, which, through international linkages with other such efforts, could make a substantial technical contribution toward a global monitoring of ocean pollution.

333. One delegation stressed the importance of convening subregional seminars on problems of marine pollution to promote awareness and exchange of information on the problems. It was emphasized that co-operation among countries bordering on seas subject to marine pollution was essential for effective action.

334. One delegation supported the intention of the Executive Director to negotiate observer status for UNEP in the commission for the Conservation of Antarctic Marine Living Resources, and urged the contracting parties in the Antarctic Treaty to invite UNEP as an observer.

335. The representative of the United Nations Conference on the Law of the Sea described its background and progress in the preparation of a convention dealing with all matters relating to the law of the sea as specified by relevant General Assembly resolutions and the Committee on the Peaceful Uses of the Sea-bed and Ocean Floor Beyond the Limit of National Jurisdiction. He said that part XII of the draft convention under preparation contained detailed provisions in respect of protection and preservation of the marine environment which were relevant to all international programmes in respect of marine pollution, while part IX dealt with enclosed and semi-enclosed seas. He pointed out the importance of dealing with jurisdictional issues and their relevance to any regional co-operation between coastal States of such seas, including the establishment or continuation of any regional seas programme. The new legal régime for the seas to be adopted by the Conference would have far-reaching effects in terms of adding to or modifying the policies of all existing institutions within the United Nations system.

336. The representative of UNESCO said that continued UNEP support for such global activities as the Integrated Global Ocean Station System (IGOSS), GIPME and open-ocean pollutant monitoring was needed. At the regional level, while IOC activities did not necessarily cover the same regions as the UNEP regional seas programme, the co-operation with UNESCO was all the more important since it related to subjects other than the marine environment in which UNESCO had major activities.

(b) Living marine resources

337. One delegation proposed that a regional workshop be convened on environmental aspects of dredging and landfilling in former marine habitats, with specific reference to developing countries. Another delegation remarked that although the budgetary allocation in the area was significant there was no clear identification

of the problems that UNEP should specifically tackle. Some delegations referred to transitional zones between land and sea (estuaries, swamps and mud-flats) as uniquely valuable "nurseries" for marine wildlife, and stressed the need for assistance to developing countries in land-use planning to protect those resources. One delegation welcomed the seminars conducted by UNEP on the risks of extinction of marine mammals, and expressed the hope that the plans outlined would shortly be approved and appropriate steps taken to implement them.

(c) Regional seas

338. UNEP's regional approach to diagnosis of environmental problems of seas and formulation of action plans for their solution was endorsed as effective, and the proposed programme received general support. As it encompassed substantive components from various other parts of the programme, several delegations suggested that it merited support, as appropriate, from other budget lines. The need to identify means of supporting the programme was also pointed out. The programme was fast-growing and wide in scope: especially on the basis of the evolution of the Mediterranean programme, it appeared that agency participation and the financing required would grow considerably over time. A number of delegations proposed the convening in 1981 of a group composed of governmental experts, on the basis of equitable geographical distribution among States members of the Governing Council, as well as of experts from intergovernmental and international organizations concerned, to consider the results of UNEP's five years of activities under the regional seas programme and the global oceans programme. The results of the group's deliberations should be reported to the Governing Council at its tenth session. It was suggested that UNEP should make use of the scientific expertise available in the Union of Soviet Socialist Republics, especially in relation to the Red Sea experiment carried out in 1979.

339. While the progress of the implementation of the Mediterranean action plan was noted with satisfaction, it was remarked that the centres of activity under the plan were located mainly in the northern part of the Mediterranean region, which was less dependent on UNEP than the southern part; hence broader geographical distribution of plan activities and representation from the north and the south in the appointment of members of the Co-ordination and Synthesis Group were urged. It was also noted that the co-ordinators of the Group had been appointed without prior consultation of the Governments concerned. The secretariat replied that due and proper consultations had taken place with all the parties to the Mediterranean Convention prior to the appointments.

340. Delegations noted with appreciation the progress made in several aspects of the regional seas programme, and made suggestions for improving the effectiveness of individual subprogrammes. In respect of the Caribbean, it was observed that progress needed to be accelerated, in that the report of the Government expert meeting held in February 1980 had not yet been made available. A ministerial-level meeting was necessary to ensure effective follow-up action. The Caribbean programme was complex, several issues of substance in it needed to be resolved and it required strong support from UNEP. It was remarked that UNEP should avoid regional imbalance in its programme development. Several delegations supported the programme on the ecosystems of the West and Central African Coast, and endorsed the Action Plan on the Gulf of Guinea. The progress of work in the South Pacific was noted with satisfaction.

341. One delegation queried the propriety of the proposed addition of "establishment of an operational co-ordination mechanism in each region" under

"urgent needs", on the grounds that UNEP should refrain from undertaking open-ended commitments. Another urged more action and co-ordinated involvement of concerned organizations such as GIPME and ICES in the implementation of the programme and greater use of work already done nationally and regionally. The Governments concerned were also urged to apply more active roles in the formulation and implementation of the respective subprogrammes, and in particular to make good their pledges of financial contributions so that the programme could rapidly become self-sufficient. One delegation felt that the prominence given to meetings should be reduced, and greater emphasis be placed on action. The comprehensive scope of the Convention on the Protection of the Marine Environment in the Baltic Sea Area, and its successful implementation before its formal entry into force on 3 May 1980 were described, and UNEP was urged to co-operate, through exchange of information etc., with those regional seas programmes in which it had had no programmatic involvement.

342. There were suggestions that UNEP should add other seas to its regional seas programme, in particular: the East African sea, the Indian Ocean, the South-west Atlantic and the Antarctic. One delegation proposed that the Governing Council, at its ninth session, should examine the contribution of the regional seas programme to activities under environment and development.

343. At the conclusion of its debate on Oceans, the Committee recommended for adoption by the Governing Council draft decision on the review of the regional seas programme, its co-ordination with other components of the environment programme, and its extension to the East African sea and the South-west Atlantic (see annex I, decisions 8/13 A, B and C respectively).

#### Review of the regional seas programme

344. The draft decision was sponsored by the delegations of the Byelorussian Soviet Socialist Republics, Bulgaria, Czechoslovakia, France, German Democratic Republic, Hungary, Italy, Mexico, Poland and Sweden.

345. The secretariat indicated that the implementation of the decision would entail expenditure of the order of \$20,000 to \$30,000, which could be absorbed with the "oceans" budget line.

#### Co-ordination of the regional seas programme with other components of the environment programme

346. The draft decision was sponsored by Algeria, Australia, Colombia, France, Gabon, Greece, Italy, Mexico, New Zealand, United Republic of Cameroon and Zaire.

347. The secretariat indicated that as drafted, the decision would entail no additional financial implications. Whenever appropriate, UNEP adopted a cross-sectoral approach. Projects were charged to budget lines other than regional seas when they were considered as an essential part of the programme of those budget lines and had been reflected in the work plan established for them.

#### Extension of the regional seas programme

348. The draft decision, sponsored by the delegations of Kenya and Nigeria, was orally revised by the sponsors. Amendments were incorporated in the draft at the request of the delegations of Uruguay, which subsequently became a co-sponsor, and the United Kingdom of Great Britain and Northern Ireland.

349. The secretariat stated that, in its opinion, rule 30 of the rules of procedure of the Governing Council required that the Committee be informed of the full costing of action called for by a proposed decision: where that was not practical because of the need to formulate a wide-ranging and open-ended programme, it was necessary to make it clear that the activities stipulated by the draft decision would be implemented within the limits of funds available.

## 6. Energy

350. Many delegations expressed the opinion that research into renewable sources of energy should receive greater priority under the programme, since it was an area in which UNEP could exercise its co-ordinating and catalytic role, particularly in co-operation with other specialized agencies, but that financial support for research and development should be provided by other agencies and not by UNEP. A number of delegations commended UNEP's work in the energy field, particularly the series of reports on energy sources and the reports on the environmental impacts of exploiting these resources, and endorsed the proposed objectives, strategies and work plan. The active participation of UNEP in the preparations for the United Nations Conference on New and Renewable Sources of Energy was fully supported, and the need for full integration of environmental aspects in the preparatory work at an early stage was pointed out. Assessment of environmental impacts should be incorporated at the earliest possible stage in all aspects of renewable energy exploitation, including extraction, transportation, storage and utilization. One delegation suggested that work done and proposed on the various renewable energy sources, such as biogas, solar, wind and thermal, should have been described in greater detail.

351. A number of delegations expressed the need for increased efforts by UNEP to promote the use of renewable energy sources in the light of the rapid increase in oil prices and world-wide inflation, aggravated in the developing countries by the depressed market prices for primary goods which meant that oil imports consumed an ever-increasing portion of foreign exchange earnings. One also mentioned that energy from renewable resources tended to generate lower levels of pollution, and it was suggested in that connexion that UNEP should devote increased attention to new energy sources for automobile propulsion.

352. One delegation, noting that the proposed revision to goal 12 eliminated any specific reference to exploitation of renewable energy sources, recommended a separate goal for energy.

## 7. Natural disasters

353. The proposed activities and work plan were supported. One delegation described the significant role played by human activities in increasing the incidence and severity of natural disasters, endorsed the recommendations of the meeting of experts on the subject convened in implementation of the Council decision 89 (V) of 25 May 1977 and in accordance with decision 6/2, section 11, paragraph 4, of 24 May 1978, and stressed the need for national and international strategies to prevent natural disasters. It was observed that risk of natural disasters was inherent in the physical environment of many countries, and international action was necessary to enhance awareness of the implications of uncontrolled human activities.

354. The representative of the Office of the United Nations Disaster Relief Co-ordinator (UNDRO) described the Office's role in respect of disaster preparedness, prevention, mitigation and relief, and welcomed the relevant Memorandum of Understanding concluded among concerned United Nations organizations and the close co-operation between UNEP and UNDRO within that framework. UNDRO appreciated the financial support given by UNEP to the publication of the state of the art monographs on various aspects of natural disasters, and hoped for its continuation. In connexion with the upgrading of warning systems in disaster-prone countries, he described the project TOPEX (Typhoon Operational Experiment) being initiated by WMO, ESCAP and UNDRO in the Typhoon Committee member countries, and stated that UNDRO would keep UNEP informed of developments in that respect.

## 8. Environmental management including environmental law

### (a) Environmental law

355. Several delegations noted the crucial function of environmental law in motivating environmentally responsible action and decision-making, and the importance of work on the register of environment-related international conventions and protocols was emphasized. Reference was made to General Assembly resolution 34/186 relating to shared natural resources shared by two or more States, UNEP's role in its implementation was noted, and the need for guidance on practical use of the draft principles noted by the resolution was stressed. One delegation felt that other parts of the programme should promote the development of shared natural resources through regional efforts. Another delegation said that if the principle of "Only One Earth" was accepted, all natural resources were shared, but confining the term to economic resources, it was obvious that the conduct of States must be in line with legal principles such as those established in the set of principles submitted to the General Assembly, not only for legal, but also for moral and practical reasons.

356. Appreciation was expressed of the efforts of the Federal Republic of Germany in the preparation of the Convention on Migratory Species concluded in fulfilment of recommendation 32 of the United Nations Conference on the Human Environment <sup>9/</sup> and the hope was expressed that it would become an effective international instrument for the protection and wise management of migratory species and their habitats. The importance of the meeting planned in Italy later in 1980 under the Convention on Wetlands was emphasized, and international co-operation was urged to support that convention in order to conserve and protect wetlands. Reference was also made to the importance of the International Convention on Civil Liability for Oil Pollution Damage and the International Convention on the Prevention of Pollution from Ships. One delegation felt that while formulation of international environmental legislative conventions and instruments was valuable, States would sign or ratify them only in the light of considerations of national sovereignty and regional co-operation. One delegation stated that work should start immediately on a convention on the ozone layer.

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<sup>9/</sup> See Report of the United Nations Conference on the Human Environment held at Stockholm from 5 to 16 June 1972 (United Nations publication, Sales No. E.73.11.A.14), p. 12.

357. One delegation remarked that in view of the work on environmental law in respect of conventions and instruments in several parts of the programme, an increase in the budgetary allocation for it should be considered. It was unrealistic to expect UNEP's work in this field to be guided by a programme of work developed by the United Nations system as a whole, as was proposed in the programme document; the guidance of the Governing Council and the General Assembly should be adequate. The work on the register on environment-related conventions and protocols duplicated other institutions' efforts, and would only be available in English and French, not in all official languages of the conventions and protocols. It was felt that the proposed deletion of the phrase "and codification of these into international treaties" from goal 20 for 1982 was not justified and was particularly unfortunate, especially in the light of recent developments concerning the ozone layer. One delegation expressed regret that the 15 principles on shared natural resources had not been adopted by the General Assembly. The hope was expressed that the principles would be introduced in regional conventions, and it was noted that that process had already started.

358. The progress of the Group of Experts on Environmental Law on offshore mining and drilling was noted, and it was felt that its work should be concluded as soon as possible.

359. One delegation remarked that much environmental legislation already existed, and the problem lay in the absence of effective implementation. What was important was to overcome the social and economic impediments to eliciting environmentally prudent behaviour. To make environmental legislation successful, concrete and viable alternatives had to be made available to people.

(b) Environmental management

360. Many delegations expressed support for UNEP's efforts to promote environmental management. Several commended the signature by nine multilateral development financing institutions of the declaration of principles for incorporating environmental considerations into development projects, programmes and policies, and one advocated a similar commitment by bilateral funding agencies. Support was expressed for the development of a framework for applying cost-benefit analysis techniques to environmental issues. Several delegations suggested a number of specific applications for those and related techniques, and one recommended expansion of the work plan to include studies by industrialized countries. A number of delegations expressed the willingness of their Governments to make their experience and the results of such studies available. The difficulties of quantification were recognized, but the scope for improving the existing methodology was pointed out, and the usefulness of cost-benefit analysis techniques in ordering information and identifying gaps to facilitate qualitative appraisal was acknowledged. One delegation said that such techniques could be applied successfully to macro-economic projects and policies. Support was expressed for UNEP's work in co-operation with other organizations, on the development of operational guidelines for the incorporation of environmental considerations in development activities. Several delegations requested increased dissemination of the results of UNEP's research and analysis work in environmental management, particularly concerning environmental impact assessment, and increased efforts to identify and develop appropriate methodologies which would assist decision-makers in resolving any apparent conflict between environmental considerations and development objectives. The representative of the International Computing Centre (ICC) referred to a paper on cost-benefit analysis prepared by ICC and to the revised ICC guidelines on environmental considerations.



361. One delegation proposed reformulation of the proposed objective to read: "To encourage and support an integrated approach to planning and management of all socio-economic activities including development in which the environmental resources base is seen as both management target and a key planning factor in achieving maximum sustainable social and economic objectives", and said that the proposed strategies could be simplified. A number of delegations recommended that environmental management be amalgamated with the programme subarea on environment and development.

362. At the conclusion of its debate on environmental management including environmental law, the Committee recommended for adoption by the Governing Council, as orally revised by the sponsors, a draft decision on environmental law sponsored by the delegations of Argentina, Australia, Austria, Bangladesh, Botswana, Canada, Colombia, Denmark, Guinea, Indonesia, Kenya, Malawi, Malaysia, Mexico, the Netherlands, New Zealand, Pakistan, Romania, Senegal, Spain, the Sudan, Sweden, Thailand, Uruguay and Zaire (see annex I, decision 8/15).

363. Introducing the draft decision, the representative of Canada emphasized that, in his delegation's view, only practical and pragmatic issues should be dealt with under the decision.

364. The secretariat indicated that the implementation of the decision could not be carried out under the existing "environmental law" budget line, and estimated that the proposed meeting would cost in the region of \$200,000, probably to be borne by the Fund programme reserve.

365. One delegation, supported by another, asked if the financial allocations would include support for participants in the meeting. The Chairman clarified that the proposed meeting would be intergovernmental in nature and the secretariat indicated that it was not normally the practice to provide financial support for delegations of Governments. The representative of Sweden, speaking also on behalf of Canada, said that it was important to have as broad a participation in the meeting as possible, and their Governments would therefore do their best to give support to the meeting.

366. The representative of the Federal Republic of Germany said that his Government would have preferred the decision to request the Executive Director to prepare a report for consideration by the Council at its tenth session. In selecting the subjects for the meeting, due account should be taken of the view that environmental law could not be developed further on the basis of general principles. His Government believed that efforts should, rather, concentrate on specific pollutants and specific environmental media. Moreover, the existing gaps in regulations for specific pollutants should be filled to the extent that they were presently identifiable.

367. The delegation of Uruguay, supported by that of India, proposed Montevideo as the venue for the ad hoc meeting referred to in the draft decision.

#### D. Supporting measures

368. Because of the limited time available for discussion of supporting measures, it was generally agreed that the subjects the debate on which is reported upon below might not have been given a full and balanced treatment in the discussions in the Committee.

## 1. Environmental education and training

369. Most delegations supported UNEP's efforts and initiatives in the field of environmental education and training, stressing that they represented an important aspect of UNEP's catalytic role. Most delegations also expressed support for the revised training objectives, which reflected the co-ordinating role of UNEP.

370. A number of delegations expressed concern at the apparent move to terminate the programme activity centre for environmental education and training, as reflected in the changes proposed in goal 16 for 1982, and assurance that the experiment would be properly evaluated was requested. In response, the Assistant Executive Director, Bureau of the Programme, said that the activity had been too ambitious, resulting in difficulties and high expenses in operating the centre. The secretariat would therefore pursue the objective of regionalized environmental education and training through other less costly means.

371. The co-operation between UNEP and UNESCO in the development of environmental education, the implementation of the Tbilisi recommendations 10/ and in the development of training programmes was supported. It was felt, however, that much more should be done in training for environmental management. In that regard it was felt that the World Conservation Strategy and the declaration of the multilateral funding agencies on environment and development should influence training programmes and curricula.

372. The need for the formulation of guidelines for incorporating environmental education into curricula was stressed, and UNEP was urged to co-operate with UNESCO in that respect, to initiate action on preparation of pedagogical material and training of teachers, and to pay greater attention to case studies.

373. One delegation warned against dispersal of UNEP's training initiatives. It was suggested that the programme should concentrate on a few major regional centres, and that research must accompany training activities, especially at the university level.

374. It was suggested that UNEP and UNESCO should continue to co-operate in the preparation of technical cadres, using multi-disciplinary approaches. One delegation warned against training professionals who were too narrowly specialized.

375. Several delegations requested UNEP's support for national education and training programmes and for continuing support for the work of institutions such as the International Centre for Training and Education in Environmental Sciences (CIFCA), the Urbino Centre and national universities. One delegation observed that information on training programmes was not always made available to Governments. One delegation stressed the enormous importance of training in environmental management particularly in view of the growing demand for environmental assessment and the adjustment of projects to its results.

376. The representative of UNESCO noted that general environmental education was a

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10/ See Intergovernmental Conference on Environmental Education: Final Report (Paris, UNESCO, 1978), declaration and recommendations, chap. III.

difficult and long-term task which he hoped UNEP would continue to support. He stressed the need for further assistance in the environmental education of engineers and economists, and he felt that training of specialists had to be selective and that there was a special need for training in the area of integrated resource management.

377. The representative of EEC referred to the work undertaken by EEC in the area of environmental education in schools, notably the network of pilot primary schools for environmental education, which could be of interest to UNEP, and underlined the possibilities of financial support for training courses in environmental protection and related areas under the Lomé Convention (see A/AC.176/7).

## 2. Technical assistance

378. There was general support for UNEP's role in technical assistance in particular the initiative in preparing the overview (UNEP Report No. 8), which contained useful and comprehensive information on UNEP's technical assistance activities. The new objectives and strategies for the technical assistance area were felt to constitute a reasonable approach to the provision of technical assistance.

379. Several delegations commended the work of the environmental co-ordination units in the regional commissions, and one expressed support for the regional advisory services, which were useful to countries seeking UNEP's help in assessing their environmental priorities and needs, and in planning activities at the policy and management levels.

380. The proposal for deletion of goal 18 was in general supported, in view of the statement of the Assistant Executive Director that the idea of the technical assistance clearing house had been tried for the last six years without achieving any tangible results. One delegation felt the deletion of the goal would be inappropriate.

## 3. Information

381. There was general support for the thrust of the information programme, which was felt to be of prime importance in reaching the public through dissemination of the mass of useful environmental information available from UNEP. One delegation however, suggested that the dissemination of that information could in certain instances be improved through the use of mass media and more use of national environmental information services. Two delegations advised that UNEP concentrate on general topics, leaving the publication of legal texts to specialized publishers such as the International Council on Environmental Law in Bonn, among other reasons in order to avoid duplication. Another suggested that wider dissemination of information and liaison between UNEP, member Governments and NGOs in their countries could be effectively ensured through the INFOTERRA national focal points, and UNEP should take appropriate action to that end.

382. One delegation, supported by another, urged the secretariat to seek to employ authors from less developed countries to write about problems affecting those countries, as they felt that a more balanced and useful end product would result. It was suggested that the possibility of utilizing publishing companies in less

developed countries be explored. One delegation suggested that, to ensure close co-operation with developing countries, the regional information officers should be made more active and UNEP publications should, where possible, be regionalized. One delegation expressed concern about the apparent high cost of producing Mazingira.

383. Another delegation proposed that, due to the shortage of translators in its country and in view of the importance of environmental information, UNEP should undertake to translate important documents into Chinese to the extent possible, and it expressed support for the proposal to put out a Chinese edition of UNITERRA and other publications.

384. In its debate on information, the Committee also considered relations with non-governmental organizations, under agenda item 10, in which connexion it had before it documents UNEP/GC.8/9 and Corr.1. Delegations were in agreement that relationships between UNEP and non-governmental organizations were in general good and should be fostered. One delegation said that UNEP must continue its strong continuing commitment to NGOs, which another delegation said were an indispensable instrument for the promotion of public awareness.

385. The role of UNEP and the International Institute for Environment and Development (IIED) in establishing Earthscan was welcomed. One delegation suggested that Earthscan be given wider publicity and another, describing it as a well-documented environmental information service with a wide public reach, particularly in developing countries, stated that his Government had granted financial support and expressed the hope that other Governments would follow suit.

386. The co-operation between UNEP and the Environment Liaison Centre also drew favourable comment from some speakers and one delegation offered financial support described the Centre as a unique NGO focal point for contact with the United Nations system, and suggested that the role of the Centre in the organization and co-ordination of World Environment Day could evolve into a regular presentation throughout the year.

387. The representative of IIED thanked delegations for their comments regarding non-governmental organizations and expressed the hope that UNEP would give early attention to the suggestion made by one delegation, that NGO's be involved to a considerable degree in the Council's tenth session, in 1982, which would mark the tenth anniversary of the United Nations Conference on the Human Environment

388. At the conclusion of its debate on supporting measures, the Committee recommended for adoption by the Governing Council, as orally revised by the sponsors a draft decision on environmental education and training sponsored by the Latin American Group and Spain (see annex I, decision 8/14).

389. The secretariat indicated that the cost of the present support to CIFCA was about \$450,000 in 1980; a continuation of the project could be expected to cost that amount per annum.

390. One delegation noted, as a clarification, that the phrase "take urgent measures" should be interpreted as referring to action decided upon by the Executive Director.

391. The delegation of Uruguay indicated his Government's desire that the ad hoc meeting of representatives of Latin America and the Caribbean countries and Spain referred to in the decision be held in Uruguay.

#### E. Budgetary allocations

392. During the discussion of annex I to the programme document, two delegations stated that the indicative figures given for Fund allocations did not reflect a proper implementation of Governing Council decision 7/3 in the preparations of the budget, where the application of the criteria for priorities and allocations was concerned, and urged that the Executive Director should take that decision fully into consideration when presenting proposals for Fund allocations to the Council at its ninth session. These delegations took note of the secretariat's willingness to implement the decision fully in the near future.

393. Another delegation suggested that each programme and section should indicate, together with the operational proposals, the related financial implications. That would enable delegations to propose in good time increases, cuts and changes in each programme in the light of the allocation to it, and if necessary to amend the distribution between major lines in relation to the priorities attached by the Council to the different programmes.

394. The Committee approved the allocations contained in the annex, and, through the President of the Council, communicated its recommendations in that respect to Sesional Committee 11. The recommended amounts appear in Governing Council decision 8/18, paragraph 10.

#### F. General action regarding programme activities

395. At the conclusion of its work, the Committee recommended for adoption by the Governing Council a draft decision submitted by the Chairman concerning proposed action by the Governing Council regarding the report of the Executive Director on the environment programme (see annex I, decision 8/6). Amendments to the section on world climate impact studies, sponsored by the delegations of France and the United States of America, had been approved by the Committee at its 12th meeting.

396. The secretariat indicated that the establishment of a Scientific Advisory Committee on the World Climate Impact Studies Programme, together with the necessary support to the Committee, would cost in the region of \$75,000 a year. Other aspects of the proposed decision could be funded from available resources.

#### Support for regional activities in the field of the environment

397. The Committee also recommended for adoption by the Governing Council draft decisions on support for regional activities in the field of the environment (see annex I, decision 16 A) sponsored by the delegations of Austria, Bulgaria, Byelorussian Soviet Socialist Republic, Czechoslovakia, German Democratic Republic, Germany, Federal Republic of, Hungary, Norway, Poland, Romania, Sweden, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics and Yugoslavia, and amended by the delegation of Kenya, and on programme implementation: Asia, (see annex I, decision 16 B) sponsored by the delegations of Bangladesh, China, India, Indonesia, Iran, Iraq, Japan, Kuwait, Malaysia, Pakistan, Saudi Arabia, Thailand, Turkey and United Arab Emirates.

398. The secretariat said that the latter draft decision could be implemented within available resources. Regarding the former, funds amounting to some \$300,000 were currently committed for activities in the ECE region, and the Fund had earmarked approximately the same amount for a continuation of existing activities with ECE beyond 1980. If other new activities were requested as a consequence of the decision, they would represent an additional cost.

399. Some delegations expressed strong concern at the change by the secretariat in the text of the draft decision, as submitted by delegations, before its distribution to the Committee. Such a practice was unheard of in the United Nations system. One delegation stated that instructions had been requested regarding how to proceed further on that serious matter.

400. The Assistant Executive Director, Bureau of the Programme, said he had understood the changes introduced to have been discussed with the sponsors. He apologized for the regrettable misunderstanding.

#### Action by the Governing Council

401. For the action by the Governing Council on the draft decisions recommended by Sessional Committee 1, see chapter IX below, paragraphs 499 to 504.

## CHAPTER V

### IMPLEMENTATION OF THE PLAN OF ACTION TO COMBAT DESERTIFICATION

402. In considering agenda item 7 at the 3th and 9th meetings of the session, the Council had before it documents UNEP/GC.8/6 and Corr.1 and 2, Add.1 and Corr.1, Add.2 and Corr.1 and Add.3 and Corr.1.

403. The Executive Director, reviewing the progress achieved on the implementation of the Plan of Action, 11/ including action taken to implement the relevant resolutions of the General Assembly and decisions of the Governing Council, described the work of the UNEP Desertification Unit, the United Nations Sudano-Sahelian Office, the Inter-Agency Working Group on Desertification and the Consultative Group for Desertification Control, as well as developments relating to the Special Account and the study on additional measures for financing the Plan of Action. The Council was also informed of action by other United Nations agencies, by the regional bodies and by Governments at the national level. He also reviewed the progress in the Sudano-Sahelian region, and concluded by emphasizing that the progress so far reported in the implementation of the Plan of Action was not commensurate with the magnitude of the problem: there were still obstacles hindering its full implementation, and he requested the Council's views on how to overcome those obstacles.

404. Almost all delegations expressed satisfaction at the progress achieved by UNEP in following up and co-ordinating implementation of the Plan of Action, and commended the Executive Director and the Desertification Unit on their performance. They also commended the standard of the documentation presented to the Council.

405. There was general endorsement of the Executive Director's policy assigning high priority to combating desertification. Some delegations stressed the urgency of desertification control in arid and semi-arid areas. Two delegations, however, pointed out that desertification was not restricted to such zones, and serious desertification problems existed in subhumid regions. Several delegations, while recognizing the need for urgent action against desertification, recalled that desertification had to be considered in the context of over-all social and economic conditions and that an integrated approach towards desertification control would have the most far-reaching impact.

406. Several delegations agreed that implementation of the Plan of Action to Combat Desertification was hindered by lack of financing. Many delegations stressed that bilateral and existing multilateral channels of financing should be used for financing the Plan of Action. Some delegations reported on their levels of funding of anti-desertification activities and declared their Governments' intention to increase allocations in this respect in 1981. One delegation

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11/ See A/CONF.74/36, chap. I, Plan of Action to Combat Desertification, adopted by the United Nations Conference on Desertification held at Nairobi from 29 August to 9 September 1977.

announced its Government's decision to contribute \$1.8 million towards financing of the project on restocking of the Arabic Green Belt submitted to the Consultative Group for Desertification Control in March 1980. One delegation, referring to its Government's readiness to provide a substantial contribution from development assistance funds to a special 'development window' of UNEP to finance activities related to environment in the third world, provided that other Governments were prepared to do the same, said that such means could in part find an appropriate use in measures against desertification.

407. Several delegations supported the appeal by the General Assembly to Governments to contribute to the special account to combat desertification. One delegation said its Government had already paid a contribution to the special account, and expected others to do so. Some delegations said they did not consider the special account the most appropriate mechanism, and declared that their Governments would not contribute to it. One delegation proposed that a pledging conference for the special account be held during the thirty-fifth session of the General Assembly.

408. Many delegations of countries affected by desertification reviewed activities and progress achieved in their countries in combating desertification, and indicated their wish to share their experience with others. In addition to the corrective anti-desertification measures described by several delegations, two delegations reported on collaboration with UNEP in conducting training courses in specific fields. One delegation reported progress in implementation of recommendation 4 of the United Nations Conference on Desertification on the combination of industrialization with development of agriculture. Some delegations reported initiation of monitoring activities, and one proposed that its national monitoring activity could in the future form part of the GEMS programme. Two delegations reported progress in preparation of national plans of action, while another said that environmental legislation was being prepared.

409. Many delegations referred, in highly favourable terms, to the work of the United Nations Sahelian Office (UNSO) in assisting the countries of the Sudano-Sahelian region in their desertification control activities. Several welcomed UNSO's integrated project approach and the progress made in implementing the Plan of Action to Combat Desertification in the region. One delegation observed that UNEP's and UNSO's stimulating and catalysing role was a major factor in the effective results achieved by the Consultative Group for Desertification Control, and they confirmed their financial commitment to an integrated anti-desertification project in the Sudano-Sahelian region. Another delegation stated that the joint UNEP/UNDP venture was a new and remarkable effort by the United Nations to deal with the problem of desertification, and constituted an effective continuation of the work of the Desertification Conference. Several comments were made on the helpful and concrete project information which had been made available to donors.

410. A delegation from a Sudano-Sahelian country, noting that UNSO's co-ordinating role was well-established and producing results, highlighted the initiative displayed in organizing and financing the joint meeting of the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS), UNSO and the Club du Sahel, resulting in a joint CILSS/UNSO desertification control strategy and programme for the countries of the Sahel which was subsequently approved by the CILSS Heads of State Conference.



411. All speakers were unanimous in supporting the addition of Djibouti to the list of Sudano-Sahelian countries and the inclusion of Guinea and Guinea-Bissau among the countries eligible to receive assistance through UNSO in implementing the Plan of Action to Combat Desertification. There was similar unanimity regarding the inclusion of the pilot project for the improvement and restoration of the Foutah-Djallon massif in Guinea in the UNEP desertification control programme. One delegation requested that the Foutah-Djallon project be submitted for consideration by the Governing Council at its ninth session. Another indicated its Government's readiness to extend assistance, through the provision of experts, for the implementation of the pilot project.

412. It was generally felt that implementation of the Plan of Action to Combat Desertification would benefit from more co-operation on the part of the United Nations system. One delegation expressed concern that none of the regional commissions so far had been able to organize an intergovernmental regional meeting or seminar on the implementation of the Plan. Another suggested that the joint WMO-Desertification Unit project on the impact of climate variability on desertification mentioned in paragraph 43 of document UNEP/GC.8/6 might be merged with the current activities of the AGRHYMET project of WMO in the Sahel region.

413. Several delegations expressed views they considered likely to assist in implementation of the Plan of Action to Combat Desertification. Two emphasized the importance of popular participation in anti-desertification activities at the field level. One delegation suggested concrete assistance in desertification monitoring, training, monitoring of human conditions and land-use planning. Another said that the Desertification Control Bulletin could usefully become a liaison bulletin and a channel of communication between all concerned with the problem. It could also contain a bibliography of scientific publications and technical information of value to the general public in affected regions. One delegation advocated support for a study to be conducted by UNEP and UNESCO on the relationship between man, his social values and his habitat on the basis of teachings of great religions. Another referred to the study on cost-benefit analysis of anti-desertification measures to be conducted jointly by two member States.

414. Delegations generally endorsed the views expressed in the ACC report to the Governing Council and took note of the major constraints which hindered implementation of the Plan of Action to Combat Desertification as underlined in the ACC report. Some delegations pointed out the importance of those constraints and said that it merited careful consideration by the Council.

415. Several delegations stressed the importance of interagency co-operation and co-ordination of anti-desertification activities in the context of the Inter-Agency Working Group on Desertification, which reported to ACC. A number of delegations noted the importance of the compendium of anti-desertification activities in the United Nations system which was under preparation by the Working Group. One delegation said that the compendium would improve co-ordination within the United Nations system and could lay the foundation of co-ordinated programming of anti-desertification activities at both multilateral and bilateral levels.

416. Many delegations commended the Executive Director on the preparations for the second session of the Consultative Group for Desertification Control, and expressed their Governments' satisfaction at the positive results of that session. Several delegations said that they attached great importance to the work of the

Consultative Group and that it provided excellent opportunity for UNEP to pursue the implementation of the Plan of Action. One delegation reiterated the call by the General Assembly, and urged donor Governments to participate actively in the work of the Consultative Group. Many delegations expressed their satisfaction that the Consultative Group had become a useful platform and could catalyse the mobilization of resources.

417. One delegation said that its Government, in view of the positive results of the Consultative Group's work on its second session, in which it had participated as observer, had decided to become a core member of the Group. The representative of the Commission of the European Communities said that, in the light of the substantive results of the last Group's meeting, CEC had decided to join the Consultative Group as a full member.

418. Some delegations expressed agreement with the outline of a study on additional resources for financing the Plan of Action to Combat Desertification to be prepared by a group of high-level specialists in international financing, which was forwarded, with the concurrence of the Secretary-General, to the Council in accordance with General Assembly resolution 34/184 of 18 December 1979. One delegation, while agreeing with the outline, said that the issues mentioned in the study fell within the jurisdiction of several United Nations bodies; for that reason, another member of the system might have been assigned to prepare the study.

419. One delegation was of the opinion that the study should not concentrate on new mechanisms which could not be implemented in the near future. Another said it was not convinced that the study should be allocated priority, while another considered it a repetitive exercise. One delegation stressed that the study should consider the financing of emergency programmes to combat the effects of drought.

420. In responding to the debate, the Executive Director stressed that UNEP's role in the implementation of the Plan of Action to Combat Desertification was one of co-ordination and that the actual execution was done by the Governments themselves. He welcomed the general support voiced for the work of the Consultative Group for Desertification Control and the positive evaluation of its second session. No more than one meeting of the Group would be held each year. He had no problems with some of the suggestions made regarding the nature of the Group's work but drew attention to the main function assigned to the Group by the General Assembly, that of assistance in the mobilization of funds for the implementation of the Plan of Action. It was not the Group's responsibility to consider requests by countries for assistance from UNEP in preparation of their national anti-desertification plans.

421. He welcomed the development of two national anti-desertification plans now under active preparation. GEMS officials would initiate the necessary contact regarding the offer to include a national monitoring scheme in the GEMS programme, and he would consider the proposal to merge the project on climate variability with the AGRHYMET project in the Sahel. While he agreed that the effectiveness of funding was important in combating desertification, the problem centred on the unavailability of the resources themselves.

#### Action by the Governing Council

422. At the 12th meeting of the session, on 29 April 1980, the Governing Council adopted by consensus a draft decision suggested by the Bureau on Implementation of the Plan of Action to Combat Desertification (see annex I, decision 8/17).

## CHAPTER VI

### THE ENVIRONMENT FUND AND ADMINISTRATIVE AND BUDGETARY QUESTIONS

423. Agenda items 8 (a) to (d) were assigned to Sessional Committee 11 for consideration. For an account of the organization of the Committee's work, see paragraph 17 above.

424. In considering the items, the Committee had before it documents UNEP/GC.8/7 and Corr.1/Add.1 and Corr.1 and Add.2, UNEP/GC.8/8 and Corr.1, and UNEP/GC.8/L.2.

#### A. Implementation of the Fund programme and management of the Environment Fund

425. Introducing the items 8 (a) and (c), the Assistant Executive Director, Bureau of the Environment Fund and Administration, noted that, following the request of the Governing Council at its seventh session, document UNEP/GC.8/7 and Add.1 combined three reports previously presented separately. Two main points relating to the implementation of the Fund programme were the allocation for Fund programme activities of only \$36.15 million out of the approved appropriation of \$42.8 million, and the progress made in 1979 in narrowing the gaps between allocations, commitments and expenditures. In addition, in line with the Executive Director's cautious approach, the Fund Programme Reserve had not been used during 1979; UNEP had also undertaken the management of three trust funds, for the Kuwait Action Plan, the Mediterranean and the Convention on International Trade in Endangered Species of Wild Fauna and Flora. In that connexion, it should be noted that UNEP could only commit funds as and when contributions were paid, so that projects supported by the trust funds could, where there were delays in payment of contributions, only be approved for a few months at any one time. The administrative costs of the management of the trust funds would be charged to the fund concerned.

426. Regarding the management of the Fund, progress had been made in solving some difficulties, such as slippage and use of non-convertible currencies. However, the problem of the level and composition of the Environment Fund's Resources and the liquidity of the Environment Fund remained. In addition, the shortfall from the medium-term plan target (\$24.6 million), the low expected convertible currency balance at the end of 1981 (\$5.6 million) and late payment of contributions were causes of increasing concern.

427. Several delegations welcomed the increase in the number of countries contributing to the Environment Fund. However, two delegations expressed their great concern at the shortfall in contributions for the medium-term plan, pointing out that the target was, after all, a rather modest one.

428. One delegation pointed out that countries whose financial year began in April found it was difficult to make contributions in the first quarter of the year; they would, however, endeavour to make their own payments in the first quarter of their

financial year. Another delegation said its Government was in a similar position, but would in future make its payments in one lump sum, thereby enabling UNEP to have more funds earlier in the year.

429. While there was general appreciation of the cautious management of the Environment Fund in 1979, many delegations expressed concern at the difficulties encountered in implementing Fund programme activities as a result of the low level and late payment of contributions. While a few delegations recommended strengthening the appeal to Governments to pay more promptly (UNEP/GC.8/7, para. 20 (a) (iv)), others noted that late payment was a fact of life and the Fund should plan accordingly. One delegation, supported by several others, suggested that UNEP should tie the rate of implementation of Fund programme activities not to the rate of payment of contributions but rather to substantive considerations: the former approach could only lead to a very cautious programme, as seen in 1979.

430. Several delegations questioned, in view of the recognized problems regarding the level and rate of payment of contributions, the proposal for an additional appropriation of \$6.65 million in 1980/1981: some doubted that, even if the Committee approved the higher appropriation level, the Executive Director would be able to allocate the entire appropriation, and the result would be an even larger carry-over of the appropriation at the end of each year. Other delegations questioned whether the necessary payments for the appropriation would, in fact, be received, while a few suggested that the Committee wait until the next biennium before changing the approved appropriation, to see if a higher ceiling was appropriate.

431. Another delegation, however, supported by several others, stated that there was a reasonable basis for the secretariat's proposal, and endorsed the Executive Director's proposed additional appropriation. After noting the reservations of several delegations as to the desirability of a higher appropriation and the reservation of one delegation that the Executive Director should not enter into obligations over any reasonable expected level of income, and after receiving assurances from the secretariat that sufficient cash would be available for the effective management of the Fund in 1981, the Committee agreed to accept the addition of \$6.65 million to the appropriation for 1980/1981 approved by the Governing Council at its seventh session.

432. Many delegations voiced concern at the manifest imbalance between convertible and non-convertible currencies (UNEP/GC.8/7/Add.1, Table 1), noting that the non-convertible currencies, while constituting only 15 per cent of total contributions, formed well over 50 per cent of the Environment Fund's balance in 1979 and an estimated 66 per cent of the 1981 balance. One delegation noted that if all contributions were received in convertible currency, the Fund would face no problems of liquidity. Several delegations consequently advocated an appeal to those Governments which paid in non-convertible currencies to pay more of their contributions in convertible currency.

433. Many delegations felt that some of the attempts to spend the large accumulation of non-convertible currencies in the Environment Fund could lead to distortion of the programming of UNEP's activities. One delegation, backed by several others, drew attention to Governing Council decision 7/14 C, paragraph 3, and the view expressed in the Committee in that connexion to the effect that the Executive Director should make only reasonable efforts to spend non-convertible currencies;

in fact, the secretariat appeared to be bending over backwards to reduce the accumulation. Several delegations stressed that the same criteria and standards should be used for approval of all projects, regardless of the type of currency used: projects should not be approved solely in order to facilitate the expenditure of non-convertible currencies. They therefore requested the secretariat to indicate the criteria by which non-convertible currency projects were selected, and to provide a list of topics covered by those projects, their geographical distribution, and information on how the funds were used - e.g., for purchase of equipment, recruitment of experts and staff etc. The Committee also requested the secretariat to prepare annually a table analysing allocations, commitments and expenditures by convertible and non-convertible currencies. One delegation requested information on the percentage of convertible currencies used in non-convertible currency projects, both directly and for support costs.

434. Two delegations observed that the non-convertible currency problem was system-wide, and one asked whether any pooling mechanism had been explored, noting that some organizations might be in a better position than others to utilize such currencies.

435. One delegation stressed the difficulties experienced by less developed countries whose currencies were not convertible, in paying their contributions in convertible currency, e.g. their own low convertible currency stock, the decrease in the value of the dollar, the decrease in the terms of trade, and the increasing instability of convertible currencies. Another delegation noted, however, that many such countries faced similar problems but, recognizing the secretariat's requirements, nevertheless continued to pay in convertible currency.

436. One delegation, supported by numerous others, called for a stricter application of financial rule 203.4 of the Fund, on the ready usability of contributions, and therefore proposed that the draft decision before the Committee be amended to stipulate that the Executive Director should refuse any additional non-convertible currency contributions to the Environment Fund over a \$3 million ceiling if they would not be easily spendable.

437. It was also proposed that the text of decision 7/14 C, paragraph 3, be repeated in the draft decision before the Committee, while several delegations, though concurring with its spirit, felt that it should be strengthened, since it had in fact had no effect on the Governments at which it was directed: rather, the secretariat had improved its efforts to utilize non-convertible currencies. One delegation felt that the decision had had its desired effect, and repetition was therefore unnecessary. However, it would not oppose the consensus adoption of a paragraph repeating it.

438. A few delegations strongly opposed the suggestion of a \$3 million ceiling, since in their view the secretariat had experienced no problems in spending non-convertible currencies: considerable progress had been made in establishing a non-convertible currency programme, and the projects carried out under it, including those conducted through the Council for Mutual Economic Assistance (CMEA), primarily benefitted developing countries. Since the accumulation was expected in any event to decrease at the rate of \$3 million a year for 1980-1981, a ceiling seemed unnecessary. One delegation asked the secretariat to clarify whether it felt there was any difficulty in reducing the non-convertible currency accumulation, as no such difficulty had been referred to in the Executive Director's introductory

statement. Another delegation, supported by several others, pointed out that there was no problem in spending many types of non-convertible currency, which therefore did not accumulate. Two delegations felt that setting a ceiling on the non-convertible currency balance of the Environment Fund would create an undesirable precedent.

439. Several delegations suggested that a refusal to accept any voluntary contribution was perhaps inappropriate; it was better to have non-convertible currency than no currency at all. Responsibility for the implementation of decision 7/14 C rested with the Executive Director, who should therefore be requested to consult as necessary with countries paying in non-convertible currencies and at the same time to intensify his efforts to improve the utilization of such currencies. In view of the need to avoid distortion of the programme, he should also evaluate the impact of non-convertible currencies on the programme at all levels, and report in depth on the results to the Council at its ninth session.

440. Referring to document UNEP/GC.8/7, paragraph 22, many delegations requested the secretariat to elaborate on the criteria used for reducing Fund programme activities in 1979, and in particular to state whether the apportionment and priorities established by the Governing Council at its seventh session had been respected in implementing the reduction of the programme. In accepting the additional appropriation of \$6.65 million, the Committee was therefore of the opinion that its apportionment, to be made in Sessional Committee 1, should be linked to the priorities established in Council decision 7/3 of 3 May 1979, since it was important that those priorities be observed.

441. One delegation pointed out that the Executive Director's proposal for a forward commitment authority of \$16 million for the biennium 1980-1981 represented an increase of \$5 million over the level approved by the Council at its seventh session, and requested clarification of the need for it.

442. Another delegation pointed out that if a \$5 million cash carry-over were to be established, as suggested by the Executive Director, countries might feel justified in paying later in the year, as UNEP would appear to have sufficient resources, while countries paying early would be penalized by a loss of interest on their funds. Reference to a specific carry-over figure should therefore be deleted from the suggested draft decision before the Committee: it was sufficient to state that adequate liquidity should be maintained. The Committee agreed to that suggestion.

443. The Assistant Executive Director replied that, while the secretariat had no difficulty with such a reformulation, it would continue to be guided by the estimated need for a cash carry-over of \$5 million for the first quarter. The proposed increase in the forward commitment authority was needed in order to ensure the steady progression of the programme. On the question of criteria for the reduction of the programme, three main approaches had been taken: fewer new projects were accepted, extensions of existing projects were severely limited, and cuts were made on a proportional basis in order not to distort the approved programme.

444. In explaining the secretariat's position on the balance of convertible and non-convertible currencies, he again drew attention to the progress made in reducing the non-convertible currency accumulation since 1978. It was estimated that roughly \$6 million in non-convertible currency would be spent in 1980 and 1981.

While the accumulation was primarily in roubles, rather than in all types of non-convertible currencies, the Government of the Soviet Union had been most co-operative in aiding the establishment of a non-convertible currency programme, and had set certain conditions under which portions of its non-convertible currency contribution could be converted to convertible currency. The secretariat therefore felt that the composition of Fund resources, while not optimal, was shifting in a positive direction. Wherever possible, UNEP co-operated with other organizations of the United Nations system to find the most efficient methods of using non-convertible currencies.

445. There was no differentiation in criteria or standards applied to non-convertible as opposed to convertible currency projects. United Nations accounting procedures made it difficult to give an exact figure for the proportion of convertible currency used directly in non-convertible currency projects. The over-all estimate for the non-convertible currency programme was between 5 and 10 per cent, and there had been a noticeable decrease in the convertible currency percentage required in the more recent non-convertible currency projects.

446. In considering the part of agenda 8 (c) on evaluation, the Committee had before it document UNEP/GC.8/7, section III. In his introduction, the Assistant Executive Director noted the recent developments in the field of evaluation and in the use made of Report to Governments. In particular, he drew the Committee's attention to paragraphs 45-56, and noted that, following the request of the Governing Council, more intersessional reporting had been included in Report to Governments.

447. Many delegations expressed satisfaction at the work on evaluation, and especially at Report to Governments. The secretariat's suggestion that the newly introduced index of UNEP/FUND/PROJECTS documents should be published annually was particularly welcomed.

448. A few delegations suggested that improvements could be made in the presentation of financial information, to which they attached great importance, in Report to Governments. In particular, one delegation noted that an interpretative note on what were essentially accounting tables would be useful, and suggested that Report to Governments was the appropriate channel for informing Governments of major financial decisions such as the reduction of Fund programme activities in 1979 by \$6.65 million.

449. Several delegations emphasized that evaluation was an important part of programme implementation, particularly as a tool for weeding out obsolete or ineffective activities and as a basis for decisions on the most effective allocation of resources. Clarification was requested on how evaluation results were fed back into the programme, on the geographical distribution of consultants used and whether a list of evaluation consultants was available, on whether the UNEP evaluation methodology could be made available to Governments, especially for use in evaluating the environmental dimensions of national development projects, and on how evaluation fitted into the project approval system. One delegation said it would be desirable to indicate the need for greater involvement in evaluation work of consultants from the socialist countries. One delegation felt that UNEP efforts to co-ordinate evaluation of work on UNEP-supported and UNEP-related projects in the United Nations system, and actions involving joint evaluation of programmes, should be continued. Another expressed appreciation of the Executive Director's report, and welcomed the suggestion that similar reports continue to be presented annually.

450. The Chief of the Division of Fund Policies and Evaluations Unit explained the principal points covered in project evaluation exercises, which constituted the main form of evaluation in UNEP. In line with UNEP's programmatic approach, evaluation not only examined project results, but sought to ascertain that their achievement had brought progress at Level Two, examined whether the Environment Fund's catalytic and co-ordinating role had been fulfilled, and included the classical approach of performance evaluation. In response to the suggestion made in the Committee at the Governing Council's seventh session, it also covered clusters of projects in order to improve the assessment of the programme's impact in a given sector.

451. Evaluation was used primarily during project implementation and when reviewing project results. The Evaluation Unit played an advisory role, rather than having a direct responsibility, at the time of project preparation, appraisal and approval. Since under the terms of UNEP's mandate, most projects were global or regional projects rather than national, the evaluation methodology developed was not readily applicable to national projects. However, UNEP was developing guidelines for evaluating the environmental impact of development projects. Evaluation results were reported to the Deputy Executive Director, who, to ensure the necessary feedback, then disseminated them as appropriate and assigned to the officers concerned responsibility for any action decided upon as a result of the evaluation findings. The global and co-ordinating nature of UNEP projects required evaluation consultants who were thoroughly familiar with those aspects and had a wide range of experience. For evaluation of regional projects, regional expertise was used wherever possible. Evaluation consultants formed only a small part of the over-all outside expertise used by UNEP. The Assistant Executive Director confirmed that an over-all list of UNEP consultants was available.

452. In continuing its consideration on the management of the Environment Fund, the Committee had before it document UNEP/GC.8/7/Add.2, "Revised General Procedures Governing the Operations of the Fund of the United Nations Environment Programme". Introducing the document, the Assistant Executive Director noted that the proposed procedures, which amended those approved by the Governing Council at its second session, were intended for experimental application in 1982 and full application in 1984. Three expected advantages of the revised system were that it would strengthen UNEP's central co-ordinating role in the United Nations system, help stabilize UNEP's co-operation with other United Nations organizations, and simplify financial accounting through quarterly disbursements which would be treated as expenditures.

453. Several delegations welcomed the opportunity to examine the proposals so well in advance of their implementation, and agreed that some change was needed in the implementation of the programme. They also noted, however, that the document had been received too late for any discussion of its substance. Any further discussions should therefore be postponed until the Council's ninth session, in order to allow sufficient time for careful study of the proposed amendments.

454. One delegation asked if the "programme cluster" was to replace the two-digit budget line, and expressed concern that this would restrict the Governing Council, which currently approved funding levels for the four-digit budget line. Another delegation said it had no reservations in accepting the proposals, which could well serve the needs of the secretariat. While generally agreeing that the proposals were acceptable and deserved serious consideration, another delegation noted that



the System-wide Medium-term Environment Programme might involve an increase in the responsibilities of the Programme Bureau and a decrease in those of the Fund Bureau, with a correspondingly implied change in the responsibilities of the respective sessional committees. It was agreed that the issue should be further explored in plenary and at future Governing Council sessions.

B. Financial report and accounts (unaudited) for the biennium 1978-1979 ended 31 December 1979

455. In considering agenda item 8 (b), the Committee had before it document UNEP/GC.8/L.2. The Assistant Executive Director noted that the accounts for 1978 had been before the Committee in 1979; there had been no changes in the presentation of the report except for the sequence and numbering of the accounts, in line with current United Nations practice.

456. Many delegations requested clarification on schedule 2, status of pledges unpaid as at 31 December 1979, pointing out that to combine unpaid pledges for present and future years was misleading, as it gave the impression that certain Governments were behind in their payments. Several delegations requested a new presentation of the schedule. Two delegations questioned how the figures in schedule 3, summary of appropriations and allocations, were arrived at, especially for arid and semi-arid lands, including desertification, and asked what were the criteria used in the "non-allocation" of funds appropriated for that budget line.

457. The Assistant Executive Director noted that the presentation of schedule 2 followed United Nations practice. He agreed that the unpaid pledges shown in column 7 referred to both the past and future years, and was therefore rather confusing. He would take the matter up. Concerning the appropriation for arid lands, including desertification, the projects had not yet been prepared, as the Desertification Unit had just started operations.

C. Administrative and budgetary matters

458. In considering agenda item 8 (d), the Committee had before it document UNEP/GC.8/8 and Corr.1, containing sections on staffing policy, proportion of programme and programme support costs to the cost of Fund programme activities, and United Nations accommodation at Nairobi.

1. Staffing policy

459. Introducing the debate on the long-term staffing policy, the Assistant Executive Director highlighted several main points in the document - the Executive Director's policy on redeployment of posts, vacancy announcements, termination of contracts with six months notice, reclassification of posts, and increase in the number of costs - and he said that decisions on personnel policy were very much the prerogative of the Executive Director. The Chief, Division of Administration, then noted that UNEP had recently made special efforts to recruit younger people, women and, where appropriate, the spouses of staff members, in line with General Assembly resolution 33/143 of 20 December 1978.

460. While several delegations welcomed groups of principles set out in the Executive Director's report, the majority of speakers pointed out that many essential elements of a staffing policy and many quantitative data on the current personnel policy were lacking. Further information was requested on the geographical distribution of posts, on quotas within that distribution, and on occupancy of posts, i.e. sex, grade and nationality. In addition, specific questions were posed on many aspects of the policy: whether the Executive Director intended to reclassify posts by downgrading as well as upgrading; what degree and form of flexibility were exercised regarding posts under the Environment Fund; established posts, posts in the programme activity centres and internal projects posts; what precisely was the Executive Director's policy regarding the staffing of programme activity centres and internal projects; and which categories of posts fell under the regular budget and were therefore subject to the provisions of resolution 33/143. Another delegation suggested that the secretariat include, in its long-term plans, a policy regarding interorganization transfers.

461. The secretariat's replies to the above questions, which were made separately, are summarized together in paragraphs 468-473 below. Several delegations observed that there was an apparent contradiction between the text of paragraphs 6 and 15 (a) of the Executive Director's report and the secretariat's statements on the application of geographical distribution.

462. One delegation strongly endorsed the Executive Director's intention to achieve an appropriate ratio between regular budget and Environment Fund posts. Several delegations noted that they had not received UNEP vacancy notices, and called for improvements in that respect: one suggested that it would be more efficient if the UNEP Geneva Liaison Office was used to distribute the notices in Europe. Another delegation requested UNEP to prepare a list of prospective staff vacancies every six months, since the policy was to notify professional staff six months in advance of termination.

463. Two delegations, noting a low percentage of female professional staff in UNEP, recommended that UNEP should achieve the established target of 25 per cent established by the General Assembly. One said that its attainment should be made a formal part of the Executive Director's policy.

464. One delegation suggested that short-term appointments should be subject to geographical distribution. However, several others noted that in recruitment, especially for services of an expert or consultancy nature, the paramount consideration should, in keeping with Article 101 of the Charter, be the quality of the expertise recruited, rather than nationality, and stressed that the Executive Director should have flexibility in that respect. One delegation requested clarification on how geographical distribution was applied in UNEP, especially for Fund-supported posts, i.e. in terms of United Nations over-all quotas or merely within UNEP.

465. It was also observed that UNEP, since it had a unique place in the United Nations system, should have a similarly unique staff development and training programme including promotion and career development. Elaboration on the Executive Director's policy in that respect was requested.

466. One delegation, noting that UNEP's staff pyramid was rather imbalanced, with an estimated one staff member at the D-1 level and above to four in the Professional

category, asked whether there were plans to reduce the number of staff in the upper professional and higher levels, which might be a way of balancing the ratio of UNEP funds spent on Fund programme activities and staff costs, and would also be in line with the Executive Director's stated policy of maintaining a link between the growth of the secretariat and the level of programme activity.

467. One delegation, emphasizing that it was in the Programme's interest to ensure that it was served by highly competent staff, said that fixed-term appointments should be converted to permanent appointments only if there was demonstrated need for the posts' continuance and they met the criteria established under United Nations personnel policy.

468. The secretariat replied that only posts established by the General Assembly came under the regular budget, while posts established by the Governing Council, including those in the programme activity centres, as well as internal project posts, were supported by the Environment Fund. While the Executive Director's policy was to apply the principle of geographical distribution to both regular budget posts and established Fund posts within the secretariat (i.e. not for the programme activity centres and internal projects), he was only bound to do so, in view of the rules governing staffing of United Nations organizations supported by voluntary contributions, for regular budget posts. For Fund posts, therefore, there was no established quota, but the Executive Director sought to strike a balance regarding their geographical distribution. The regular budget posts in the UNEP secretariat were counted in the over-all United Nations quota for geographical distribution. UNEP had 151 encumbered professional posts: 70 established posts under the Environment Fund, 25 posts under the programme activity centres, 22 posts under internal projects and 34 posts under the regular budget. For short-term staff and consultants whose assignments were necessarily of a very specific and temporary nature, geographical distribution was not a primary consideration: though the Executive Director did bear this in mind, expertise of the highest calibre was his primary consideration. A table showing the geographical distribution of consultants had been circulated as requested.

469. The secretariat regretted that several Governments had not received vacancy notices: in addition to the usual channels, UNEP was now using INFOTERRA focal points as a further means of improving distribution. While no summary of vacancies would be provided, the secretariat would continue to inform Governments on projected vacancies every six months.

470. There was no direct mathematical linkage of staff growth to the level of Fund programme activities. While no change in the level of UNEP's co-ordinating and catalytic functions was foreseen, a marked change in the level of project or other activities might result in a corresponding change in the relevant staffing level. An increase in staff to undertake an increased level of activities would take place only with the approval of the Governing Council. UNEP's catalytic and co-ordinating role required more senior than junior staff.

471. UNEP followed closely the career development programme of the United Nations, and was currently recruiting a Training Officer to expand its own career development and training programmes. Promotion was subject to the relevant United Nations Staff Rules and Regulations.

472. The Executive Director's policy regarding employment of women in the secretariat was that the General Assembly resolution would be applied to regular

budget and established Environment Fund posts. He therefore did not feel that the addition of a separate mention of women in his policy was necessary. His policy on classification of posts applied to both downgrading and upgrading, and followed the guidelines of the Office of Personnel Services at United Nations Headquarters. On the transfer of fixed-term to permanent appointments, the Executive Director would welcome any guidance from the Governing Council, bearing in mind that he had already taken the matter up with United Nations Headquarters.

473. Specific statistical information on personnel and staffing had not been requested by decision 7/14 F, and hence had not been presented to the Committee. However, it could be provided in the next issue of Report to Governments if the Council so decided. The secretariat welcomed the identification of specific elements on which Governments wanted clarification, and would endeavour to answer all questions as fully as possible.

## 2. Optimum proportion of programme and programme support costs to Fund programme activities

474. Introducing the discussion of the optimum proportion of programme and programme support costs to the costs of Fund programme activities, the Assistant Executive Director noted that the relevant section of the Executive Director's report should be read in the light of the facts that UNEP's relatively small size would necessarily show high administrative costs, that UNEP did not pay its co-operating agencies or supporting organizations overhead costs and that its location necessitated high communication and travel costs, all of which contributed to a high fixed cost factor.

475. One delegation welcomed the Executive Director's response to the request made of him in decision 7/14 F, and expressed the view that, considering the difficulty of evaluating the cost-effectiveness of a non-profit organization, UNEP had achieved an acceptable ratio between staff and programme activity costs. Another delegation, however, said that the indicated ratio of 1:3 for staff costs as against Fund programme activities was too high. Two delegations felt it would be useful to know the comparative overhead costs of other United Nations organizations. The secretariat provided comparative information on those costs, pointing out that the larger the agency the lower the ratio.

## 3. United Nations accommodation at Nairobi

476. Introducing the discussion on United Nations accommodation at Nairobi, the Assistant Executive Director reiterated that policy and financial decisions concerning its construction had been already made and would continue to be made by United Nations Headquarters and the General Assembly. The preliminary site works would be completed on schedule; tenders for main construction had been submitted and would be evaluated at United Nations Headquarters. Additional costs for Habitat now brought the total costs to an estimated \$32 million. Arrangements for use of common services were under way, and a joint mission of the Office of General Services and Administration Management Services of United Nations Headquarters was currently being undertaken in Nairobi to prepare a report on the common services requirements for submission to the General Assembly at its thirty-fifth session.

477. One delegation welcomed the preparation of that report, which it would examine closely in the General Assembly. Two delegations, however queried the desirability of the planned location; one repeated its statement in plenary and requested additional clarification on many points: the total appropriation for the construction, total expenditures incurred, the system of tender, agreements with the host Government on services to be provided and participation of other United Nations organizations in the use of the new facilities. The Committee heard with interest the information given by the secretariat in reply, as well as in introducing the debate, concerning the construction of United Nations accommodation at Nairobi and took note that all information had been transmitted to the Secretary-General.

478. One delegation asked how closely the agreement between UNEP and the host Government was being adhered to. The representative of the host Government emphasized that goodwill prevailed on its part and expressed the hope that all problems would be speedily resolved.

479. Three delegations requested information concerning the problems mentioned in the Executive Director's introductory statement regarding the satellite communication link to be established at UNEP headquarters, and one of them urged that a decision on the matter be taken by the host Government as soon as possible. The Deputy Executive Director outlined the events to date concerning the establishment of the satellite communication link, Symphony, and stressed that UNEP had been awaiting a response by the host Government since 5 March 1980 when all required information had been forwarded to it. The delegation of the host Government pointed out that the matter was still under negotiation between UNEP and the host Government and expressed the hope that an understanding would be arrived at in due course on the basis of the existing goodwill between the two parties. The Deputy Executive Director welcomed the repeated assurances of the host Government. The Committee took note of the clarifications provided.

480. The Committee then took note of the report of the Executive Director concerning United Nations accommodation at Nairobi.

#### D. Other business

481. At the request of the Executive Director, the Committee considered, in addition to its scheduled agenda, the statement made by the Executive Director in his introductory statement (UNEP/GC.8/2/Add.4, para. 27) that advice was required on the funding of various global and regional action plans. The Assistant Executive Director noted that the regional activities concerned could be financed either by the Governments concerned (i.e. through the establishment of trust funds, as in the case of the Mediterranean and Kuwait Action Plans) or through resources additional to Government contributions. Different avenues would have to be explored for financing the latter group, as well as the global action plans. Any suggestions regarding possible mechanisms for mobilizing sufficient resources would be welcome.

482. Several delegations said that they had already made statements on the subject in the plenary. However, a number of comments were made. One delegation said that its Government was prepared to make substantial additional contributions to support increased efforts by UNEP in developing countries provided that other countries

were prepared to do the same as well. Such contributions should in no way affect the target for voluntary contributions to the Environment Fund.

483. Several other delegations, however, emphasizing UNEP's catalytic and co-ordinating role, stressed that UNEP should not consider establishing any new funding bodies, but should concentrate on encouraging interested parties to co-operate and supplement their actions as necessary. They did not foresee any increase in the level of contributions to UNEP, and therefore recommended more efficient use of existing funds, in particular through elimination of obsolete and inefficient programmes and projects. They also suggested that UNEP should concentrate on identification of problems, development of appropriate solutions and action plans, and bringing interested parties together to finance the plans. One delegation suggested that it would be easier to provide advice on concrete proposals. Further discussion was referred to plenary.

E. Adoption of the Committee's report and recommendations  
for action by the Governing Council

484. The Committee adopted its entire report, subject to the incorporation of amendments proposed during the debate, and recommended for adoption by the Governing Council a draft decision on the questions discussed in the Committee (see annex I, decision 3/18).

Action by the Governing Council

485. For the action by the Council on the recommendations of Sessional Committee II, see chapter IX below, paragraphs 497-498.

## CHAPTER VII

### OTHER BUSINESS

#### A. Relations with non-governmental organizations

486. The only issue scheduled for discussion under agenda item 10, relations with non-governmental organizations, was assigned to Sessional Committee I for consideration in the context of its debate on the information component of the environmental programme. For an account of the Committee's discussion, see chapter IV above, paragraphs 381-387. The Committee's recommendations on the subject are included in decision 8/6, section V (see annex I below).

#### B. Amendment of rule 63 of the rules of procedure

487. At the 10th meeting of the session, the Governing Council agreed to consider under "Other business", at the proposal of the delegation of Iraq speaking on behalf of the Arab States members of the Governing Council, the question of amendment of rule 63 of the rules of procedure regarding languages and records.

488. At the same meeting, the Council adopted by consensus a draft decision, submitted by the delegations of Algeria, Iraq, Kuwait, Libyan Arab Jamahiriya, Saudi Arabia, Sudan and United Arab Emirates, on Arabic as an official and working language of the Council (UNEP/GC.8/L.10) - (see annex I, decision 8/19).

489. The representative of the United States of America said that, while his delegation had not opposed the consensus adoption of the decision, it would have preferred the deletion of the word "favourably" in paragraph I, on the grounds that the General Assembly would have to consider the question, and its financial implications, in the light of the United Nations budget as a whole, and his Government's final position on the issue would therefore be determined in the General Assembly.

490. The representative of the United Kingdom of Great Britain and Northern Ireland recalled that the United Kingdom had voted in favour of General Assembly resolution 3190 (XXVIII) of 18 December 1973. Her delegation's position on the decision just adopted was the same as that of the United States delegation.

## CHAPTER VIII

### PROVISIONAL AGENDA, DATE AND PLACE OF THE NINTH SESSION OF THE GOVERNING COUNCIL

#### A. Date and place of the ninth session

491. At the 12th meeting of the session, on 29 April 1980, the Governing Council adopted by consensus a draft decision suggested by the Bureau on the date and place of its ninth session, and at the suggestion of the President, agreed on the dates of the informal consultations with Governments between the eighth and ninth sessions (see annex I, "Other decisions").

#### B. Draft provisional agenda for the ninth session

492. At the same meeting, the Council approved the draft provisional agenda for its ninth session, as contained in a draft decision suggested by the Bureau (see annex I below, "Other decisions").



## CHAPTER IX

### ADOPTION OF THE REPORT

493. The Governing Council considered the draft report on the work of its eighth session at the 10th, 11th and 12th meetings of the session, on 28 and 29 April 1980.

494. The Rapporteur agreed to reflect in the report a statement circulated by the delegation of the Islamic Republic of Iran condemning the selection of the Baha'i International Community as the representative of the non-governmental organizations attending the session. Baha'ism was a fake sect now used by many Western Powers to subvert the interests of the third world; specifically, it acted as the fifth column in Islamic countries. The sect had nothing to do with the environment, and the delegation strongly opposed the delivery and circulation of its paper at the session.

495. The representative of the Environment Liaison Centre (ELC), speaking on behalf of the non-governmental organizations attending the session, said that the presentation of their statement in the general debate by the representative of the Baha'i International Community was the result of a secret ballot held at an appropriately advertised and well attended meeting of non-governmental organizations. The statement itself had been compiled through a process open to all such organizations attending the session. The Baha'i International Community, as a bona fide non-governmental organization in consultative status with the Economic and Social Council and with a number of specialized agencies, and a member of ELC, had done excellent work in environmental education and other environment-related activities directed towards the attainment of UNEP's goals for 1982.

496. Regarding paragraph 177 (d) of the report, the President noted that, following consultations among delegations, culminating in a discussion in the Bureau with the participation of the regional group chairmen, it had become apparent that most delegations accepted the recommendation of the Executive Director that he submit to the Council at its ninth session, as a preliminary trial of the programme budgeting exercise, a medium-term plan for 1980-1983.

497. At the 10th meeting of the session, on 28 April 1980, the Governing Council took note of the report of Sessional Committee II (see chap. VI above), as orally revised by the Chairman of the Committee on behalf of its Rapporteur, and adopted the draft decision recommended by the Committee (decision 8/18).

498. The representative of Poland said that in view of the distorted versions of his comments which had been circulating outside the meeting rooms, he wished to stress that neither in Committee II nor in plenary had his delegation questioned the validity of the General Assembly's decision to locate any United Nations organization in Nairobi, or made any comment which might be construed as meaning that it had reservations in that respect. His Government greatly appreciated the efforts of the host country to ensure the smooth functioning of the organizations in Nairobi, and welcomed the assurances of the Kenyan

delegation that those efforts would continue. Rather than reflecting on the host country's acknowledged hospitality, his comments and questions regarding progress in the construction of United Nations accommodation at Nairobi and the institution of common services related simply to the fulfilment of recommendations by the United Nations bodies concerned. Discussions regarding the full use of the facilities to be established were still going on, and it was important to ensure that the vision of the United Nations Centre at Nairobi became a reality as soon as possible.

499. At the 12th meeting of the session, on 29 April 1980, the Governing Council took note of the report of Sessional Committee I (see chap. IV above), as orally revised by the Committee Rapporteur and amended by delegations, and adopted the draft decisions recommended by the Committee (decisions 8/6 to 8/16).

500. The representative of Tunisia, said that in order to avoid the polemics entered into by the secretariat, her delegation had decided to raise the question referred to in paragraph 339 of the present report at the regional - i.e. Mediterranean - level. The States of that region had a forum, bringing together almost all of them, in which they could resolve the problem, in the satisfactory solution of which they naturally counted on the secretariat's collaboration.

501. The representative of Brazil, referring to the decision on tropical forests (decision 8/9 A), said that although his delegation had not opposed the adoption of a consensus text, its position on the whole question had been expressed during consultations and in Sessional Committee I. At the Expert Meeting on Tropical Forests, the Brazilian expert had reserved his position on the recommendations which the decision referred to. The Brazilian delegation now reiterated that reservation at the governmental level. Consequently, should a further meeting of experts be convened, Brazil would consider abstaining from participation in its work, in which case it would not be associated with any conclusions, of whatever nature, that might emerge.

502. The representative of the Congo said that his delegation would have preferred paragraph 5 of the decision to read "... such as pilot demonstration, in situ training and monitoring projects in integrated ecological research".

503. Regarding the decision on the Regional Centre for Information and Scientific Documentation on Tropical Ecology (decision 8/9 B), the representative of the United Republic of Cameroon said that, since his Government had already contacted UNIDO, WHO and WMO, which had agreed to provide information and documentation, the Executive Director should concentrate on consultations with UNESCO - the executing agency - UNDP and the countries of the region served by the Regional Centre.

504. The representative of Uruguay reiterated his delegation's proposal made in Sessional Committee I that the ad hoc meeting referred to in the decision on environmental law (decision 8/15) be held in Montevideo. The Executive Director replied that, if that was the wish of the Council, he would enter into negotiations with the Government of Uruguay regarding the financial implications to it of holding the meeting there, and would report the results to the Council at its ninth session.

505. The Governing Council adopted the present report at the 12th meeting of the session subject to the incorporation of amendments approved at the 10th, 11th and 12th meetings.

## CHAPTER X

### CLOSURE OF THE SESSION

506. During the statements made on behalf of the regional groups at the closing meeting, the representative of Iraq expressed regret that the delegations of Israel and the United States of America regarded everything relating to the Palestinian people as a political issue. The United States view that PLO was not the representative of the Palestinian people could not obscure the fact that it was so recognized by more than 120 States. Unless it modified its stand, the United States Government would continue to be isolated, together with the Zionist entity, in opposition to the will of the international community.

507. The representative of the United States of America deplored the injection of political issues even into the closing courtesies of the session. It should be abundantly clear by now that such issues were appropriately dealt with in other forums; their discussion in the Council could only detract from its work, and he hoped that the situation would not arise again.

508. The President then declared the session closed.

## ANNEX I

Decisions of the Governing Council at its eighth session

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8/1. Programme policy and implementation

The Governing Council,

Taking fully into account General Assembly resolutions 34/188 on international co-operation in the field of the environment, 34/184 on the Plan of Action to Combat Desertification, 34/185 on the restoration and improvement of the Foutah-Djallon massif, 34/187 on the implementation of the Plan of Action to Combat Desertification in the Sudano-Sahelian region, 34/186 on co-operation in the field of the environment concerning natural resources shared by two or more States and 34/183 on marine pollution, all of 18 December 1979, as well as resolutions 34/12 of 9 November 1979 on the effects of atomic radiation, 34/207 of 19 December 1979 on preparations for the special session of the General Assembly in 1980, 34/138 of 14 December 1979 on global negotiations relating to economic co-operation for development and 34/224 of 20 December 1979 on medium-term planning in the United Nations and other relevant resolutions and decisions of the General Assembly at its thirty-fourth session and of the Economic and Social Council at its second regular session in 1979,

Having considered: 1/

- (a) The introductory report of the Executive Director;
- (b) The introductory statement of the Executive Director;
- (c) The reports of the Executive Director on developments in the preparation of the system-wide medium-term environment programme, and on co-operation with the regional commissions of the United Nations;
- (d) The report of the Executive Director on the joint meeting of the bureaux of the Governing Council of the United Nations Environment Programme and the Commission on Human Settlements, together with the executive heads of the United Nations Environment Programme and the United Nations Centre for Human Settlements (Habitat);
- (e) The report of the Executive Director on the state of the environment 1980;
- (f) The report of the Administrative Committee on Co-ordination to the Governing Council at its eighth session;

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

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1/ UNEP/GC.8/2 and Add.1-3, UNEP/CC.8/2/Add.4, UNEP/GC.8/4, sect. II. A and C, and Corr.1, UNEP/GC/8/4, sect. II.B, UNEP/GC.8/3 and Corr.1 and UNEP/GC.8/4, sect. I and Corr.1, respectively.

I

Environmental considerations in the new international  
development strategy

1. Notes that the Preparatory Committee for the New International Development Strategy is at an advanced stage in the preparation of a draft for the strategy which is to be considered at the special session of the General Assembly in August 1980;

2. Notes with appreciation the efforts of the Executive Director to assist the Preparatory Committee in taking account of environmental considerations, including his statement to the second session of the Committee, and the transmission to the Committee of recommendations, including specific recommendations in regard to policy measures, based on a distillation of the results of the regional seminars on alternative lifestyles and patterns of development, prepared by an interregional meeting on the subject;

3. Expresses the hope that the draft of the strategy will include, in the preamble, goals and objectives and policy measures, explicit concrete provisions on environmental considerations;

4. Requests the Executive Director to continue his efforts to give operational content to the principles contained in the proposals regarding the strategy submitted to the Preparatory Committee, by promoting the elaboration of principles and practical action regarding the integrated approach to environment and development and by developing environmental management methodologies, inter alia, for application of the techniques of cost-benefit analysis to environmental protection measures and the preparation of operational guidelines in respect of certain development activities and for the integration of environmental considerations in development planning;

5. Calls on the Executive Director to present the views on environment in the new international development strategy expressed by the Governing Council at its present and previous sessions to the special session of the General Assembly in the most appropriate and effective way;

6. Notes that the special session of the General Assembly in 1980 is to launch a global round of negotiations on international economic co-operation for development, which will concentrate, inter alia, on major issues in the fields of raw materials, energy, trade, development, money and finance;

7. Expresses the hope that the global round will take environmental considerations fully into account;

8. Calls on the Executive Director to assist in preparations for the global round of negotiations, as appropriate;

## II

### Interrelationships between resources, environment, people and development

1. Expresses appreciation of the convening by the Executive Director of a high-level group of experts to advise him on how work on the interrelationships between resources, environment, people and development, pursuant to General Assembly resolution 3345 (XXIX) of 17 December 1974 and subsequent resolutions and decisions of the General Assembly and of the Economic and Social Council, should be carried out in the United Nations system, and of the role the United Nations Environment Programme should assume in this regard:
2. Agrees with the proposals of the expert group as conveyed to the Governing Council by the Executive Director, 2/ and with the recommendations of the Executive Director in regard to the role of the Programme;
3. Invites the Economic and Social Council and the General Assembly to give favourable consideration to the implementation of the proposals made by the group of experts;

## III

### Preparations for global conferences and their follow-up

1. Notes that preparations for the United Nations Conference on New and Renewable Sources of Energy are now in progress, and that the General Assembly has decided to convene a United Nations Conference on the Least Developed Countries in 1981;
2. Considers that the concerns of the United Nations Environment Programme are highly relevant to the subjects of these conferences and welcomes the intention of the Executive Director to contribute actively to the preparations for these conferences;
3. Requests the Executive Director to continue to contribute effectively, within the mandate of the United Nations Environment Programme, to the implementation of the recommendations and decisions of recent international conferences and meetings to which the Governing Council has attached importance, such as the United Nations Conference on Science and Technology, the World Conference on Agrarian Reform and Rural Development, the International Conference on Primary Health Care, and the High-Level Meeting within the framework of the Economic Commission for Europe on the Protection of the Environment, and also requests him to contribute effectively to the activities within the Second Decade on Disarmament;

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2/ See annex II.



## IV

### Co-ordination questions

1. Notes with appreciation the report of the Administrative Committee on Co-ordination to the Governing Council, with its frank expression of the difficulties encountered in the co-operative efforts of the United Nations system in regard to environmental and desertification matters, the commitment it expresses, inter alia, to close co-operation in the development of the system-wide medium-term environment programme and to further work on the interrelationships between resources, environment, people and development, and its support of the role of the United Nations Environment Programme in this regard;

2. Expresses satisfaction at the reporting by the Administrative Committee on the Implementation of the Plan of Action to Combat Desertification, and concurs with the Committee's analysis of the principal obstacles to the full implementation of the Plan as outlined in its report;

3. Commends the co-operation of members of the Administrative Committee in the development of the system-wide medium-term environment programme in consonance with relevant decisions of the Committee for Programme and Co-ordination and of the General Assembly, and looks forward to further progress on the development of guidelines for the contribution of the co-operating agencies to the system-wide programme on the basis of thematic joint programming exercises;

4. Expresses satisfaction at the successful work by the United Nations Environment Programme, the United Nations Development Programme and the World Bank on the preparation of a declaration of principles, signed by nine major multilateral development financing institutions and the United Nations Environment Programme, regarding the incorporation of environmental considerations into their policies, programmes and projects;

5. Expresses satisfaction at the co-operation established between the United Nations Environment Programme and regional commissions of the United Nations, and the progress regarding the setting up, pursuant to Governing Council decision 7/1 of 3 May 1979, of intergovernmental, regional, environmental committees, and particularly at the steps taken by the Economic and Social Commission for Asia and the Pacific to establish a committee on industry, technology, human settlements and the environment, reiterates the hope that other regional commissions will similarly endeavour to implement the Council's decision, and expresses the hope that attendance at meetings of such regional committees will include participation of government officials responsible for environmental matters;

6. Notes the Executive Director's report on the joint meeting of the bureaux of the Governing Council of the United Nations Environment Programme and the Commission on Human Settlements, together with the executive directors of the United Nations Environment Programme and the United Nations Centre for Human Settlements (Habitat) held in Nairobi on 7 December 1979; 3/

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3/ UNEP/GC.8/4, sect. II, paras. 24-31.

7. Requests the two executive directors to continue to proceed on the basis of mutual co-operation and collaboration;

8. Concurs with the recommendation of the joint meeting that the General Assembly approve that joint bureaux meetings be held on an annual basis, rather than a biannual basis as required by General Assembly resolution 32/162 of 19 December 1977;

V

The Governing Council of the United Nations Environment  
Programme in 1982 - session of a special character

1. Considers it desirable that its deliberations in 1982, 10 years after the United Nations Conference on the Human Environment (Stockholm, May-June 1972) should include a session of special character with broader participation by all States Members of the United Nations or members of the specialized agencies or of the International Atomic Energy Agency as full members;

2. Decides, in accordance with rule 5 of its rules of procedure, and subject to approval by the General Assembly of the Council's recommendation in paragraph 3 below, that a session of the Governing Council of special character in 1982 shall be held to commemorate the tenth anniversary of the United Nations Conference on the Human Environment;

3. Decides to recommend to the General Assembly that the above session should be open to participation by all States Members of the United Nations or members of the specialized agencies or of the International Atomic Energy Agency as full members;

4. Requests the Executive Director, upon approval by the General Assembly of the recommendation contained in paragraph 3 above, to proceed with the preparations for the tenth regular session of the Council and for the session of special character, in line with option 3 as proposed in his report on the tenth session of the Governing Council, 4/ taking due account of the opinions expressed by delegations to the Council at its eighth session, particularly regarding the establishment of goals for the second decade of the United Nations Environment Programme;

5. Further requests the Executive Director to solicit the views of Governments when preparing those goals, and to report the goals to the Governing Council at its tenth session;

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4/ UNEP/GC.8/2/Add.1.

## VI

### State of the environment reports

1. Endorses the new structure adopted by the Executive Director in the state of the environment report 1980;
2. Decides on the following topics for the state of the environment report to be submitted to the Governing Council at its ninth session in 1981:
  - (a) Environmental economics;
  - (b) Use and management of renewable resources: ground water;
  - (c) Toxic chemicals and human food chains;
3. Notes the progress in the preparation of the state of the environment report 1982 as presented in the Executive Director's introductory report; 5/

## VII

### Financing of plans of action

1. Stresses the importance of determining precise methods of financing the implementation of plans of action developed at the request of the Governing Council, the Economic and Social Council or the General Assembly;
2. Urges Governments parties to such plans to ensure adequate and timely financial support for the activities foreseen by those action plans;
3. Invites the Executive Director to study, with the assistance of government experts, the modalities for ensuring the financing of such plans of action, and to submit appropriate recommendations to the Council at its ninth session;

## VIII

### Contributions to the Environment Fund

1. Recalls its decisions at previous sessions urging Governments to contribute to the Fund so as to reach the approved target, as well as similar appeals by the Economic and Social Council at its second regular session in 1978 and 1979 and by the General Assembly at its thirty-third and thirty-fourth sessions;
2. Urges Governments to respond urgently to these appeals.

12th meeting  
29 April 1980

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5/ UNEP/GC.8/2, paras. 37-39.

8/2. The Governing Council of the United Nations Environment Programme in 1982 - session of a special character

The Governing Council,

Recommends to the General Assembly the adoption of the following draft resolution:

"The General Assembly,

"Recalling its resolution 2997 (XXVII) of 15 December 1972, in which, inter alia, it decided that the Governing Council of the United Nations Environment Programme would be composed of fifty-eight members,

"Noting that the Governing Council at its eighth session decided, subject to the approval of the General Assembly, to convene a session of special character open to all States Members of the United Nations or members of specialized agencies or of the International Atomic Energy Agency as full members of the Governing Council in 1982 to commemorate the tenth anniversary of the United Nations Conference on the Human Environment,

"1. Decides to enlarge the membership of the Governing Council at the above-mentioned session by conferring on all States Members of the United Nations or members of specialized agencies or of the International Atomic Energy Agency, for the duration of that session, the status of members of the Governing Council;

"2. Invites the Governing Council at the session of special character to make recommendations for consideration by the Council at its tenth regular session concerning future work in the field of the environment."

12th meeting  
29 April 1980

8/3. Relationship of the United Nations Environment Programme with the Republic of South Africa

The Governing Council,

Convinced that apartheid, by transgressing against the cardinal, natural and inalienable right to enjoy, unfettered by inhuman restrictions, a wholesome and peaceful life and environment, constitutes a threat to international peace and security,

Recalling the repeated condemnation of the policies of apartheid of the racist régime of South Africa by the General Assembly and the Security Council,

Noting that South Africa has been excluded from membership in specialized agencies of the United Nations system, intergovernmental bodies and non-governmental organizations,

Noting with concern that, despite resolution 5 of the United Nations Conference on Desertification held in Nairobi from 29 August to 9 September 1977, South Africa continues to violate the principles of the United Nations Environment Programme by indulging in practices which do not conform to acceptable environmental standards, especially in the unplanned settlements in the Bantustan areas, thereby increasing the vulnerability of such areas, which are often chosen because of their poor ecology and fragile topography,

Recalling further the environmental and human problems created and perpetuated by South Africa's flagrant and arrogant military incursion into territories of member States of the Organization of African Unity and States Members of the United Nations,

1. Reaffirms the stand taken by the General Assembly and Security Council, as well as the Organization of African Unity, in condemning the unacceptable practices of the apartheid régime of South Africa;

2. Calls upon the Executive Director to cease forthwith all forms of co-operation which exist between the United Nations Environment Programme and the Government of South Africa, and to report to the Governing Council at its ninth session on the implementation of the present decision.

11th meeting  
28 April 1980

8/4. Assistance to the Palestinian people

The Governing Council,

Noting with satisfaction the introductory report of the Executive Director to the Governing Council at its eighth session,

Recalling Economic and Social Council decision 1978/43 of 21 July 1978 and General Assembly resolution 34/133 of 14 December 1979 on assistance to the Palestinian people,

Requests the Executive Director:

(a) To ensure the implementation of General Assembly resolution 34/133 of 14 December 1979, on assistance to the Palestinian people, within the sphere of responsibility of the United Nations Environment Programme;

(b) To report on the implementation of the present decision to the Governing Council at its ninth session.

11th meeting  
28 April 1980

8/5. Co-ordination between the United Nations Environment Programme and the United Nations Centre for Human Settlements (Habitat)

The Governing Council,

Having considered the Executive Director's report on the joint meeting of the bureaux of the Commission on Human Settlements and of the Governing Council of the United Nations Environment Programme together with the two executive directors of the United Nations Environment Programme and the United Nations Centre for Human Settlements (Habitat) held in Nairobi on 7 December 1979, 6/

1. Concurs with the recommendation of the joint bureaux meeting with the executive directors that the General Assembly approve the holding of joint bureaux meetings on an annual basis rather than on a biannual basis as required by General Assembly resolution 32/162 of 19 December 1977;
2. Requests the Executive Director of the United Nations Environment Programme to communicate the text of paragraph 1 above to the Commission on Human Settlements at its third session;
3. Invites the Commission, should it also concur with the contents of paragraph 1 above, to recommend to the General Assembly, on its own behalf and on behalf of the Governing Council, that the joint bureaux meetings be held annually instead of biannually.

12th meeting  
29 April 1980

8/6. Programme matters

The Governing Council

I

1. Notes with approval the progress made in the implementation of the environment programme;
2. Notes with satisfaction the contributions made by organizations within the United Nations system towards improving the content of the programme document, and expresses the wish that they continue to do so in respect of future programme documentation;

II

1. Endorses the proposals of the Executive Director for the development of an action plan for environmental assessment;

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6/ UNEP/GC.8/4, sect. II, paras. 24-31.

2. Endorses also the steps agreed by the United Nations Environment Programme, the World Meteorological Organization and the International Council of Scientific Unions on the development of an action plan on carbon dioxide, and requests the Executive Director, in conjunction with the International Council of Scientific Unions and the World Meteorological Organization, to develop a specific schedule of activities leading to the plan of action and to consider the organization of a permanent co-ordinating body to provide scientific review and guidance for the continuous appraisal of the carbon dioxide problem;

3. Authorizes the Executive Director:

(a) To establish a scientific advisory committee to advise him on the development of the plan of action on the World Climate Impact Studies Programme developed by the expert group on the Programme, and to provide the necessary support to the committee;

(b) With the advice of the above committee, to initiate a limited number of projects within the Programme areas identified in this plan, within the resources that can be made available from the Environment Fund including any projects that countries may be willing to undertake;

4. Requests the Executive Director to report to the Governing Council at its ninth session on progress made in this respect and proposals for future action;

### III

1. Notes the report of the Executive Director on the work of the Working Group of Experts on Environmental Law; 7/

2. Notes with appreciation the progress achieved by the Group in its work;

3. Requests the Group to submit a final report on its work under the programme drawn up at the Group's second session, together with conclusions or guidelines, to the Governing Council at its ninth session;

4. Also notes the report of the Executive Director on international conventions and protocols in the field of the environment 8/ and authorizes him to transmit it, together with the third supplement, to the international register for conventions and protocols in the field of the environment, 9/ to the General Assembly at its thirty-fifth session, in accordance with resolution 3436 (XXX) of 9 December 1975;

### IV

1. Approves, having regard to the views of the Governing Council at its eighth session:

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7/ UNEP/GC.8/5/Add.1, annex IV.

8/ UNEP/GC.8/5/Add.2.

9/ UNEP/GC/INFORMATION/5/Supplement 3.

(a) The proposed new or revised objectives and strategies on the following parts of the programme:

- Genetic resources;
- Wildlife and protected areas;
- Environmental training;
- Technical assistance (also criteria);
- Environmental management;
- Working environment; 10/

(b) The proposed revision or deletion of goals for 1982 as set out in the programme document;

(c) The proposed activities and changes in workplans;

2. Notes the report of the Joint Inspection Unit of the United Nations on the Regional Training Programme in African Wildlife Management and the views of the Executive Director; 11/

V

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 on 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.

12th meeting  
29 April 1980

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10/ UNEP/GC.8/5, annex V.

11/ UNEP/GC.8/L.1.



8/7. Earthwatch: assessment of outer limits

A

Provisions for co-operation between States  
in weather modification 12/

The Governing Council,

Recognizing that the atmosphere is a natural resource of the earth,

Noting the possible benefits which weather modification may hold for mankind and the environment,

Desiring that weather modification should serve the interests of international understanding and co-operation,

Desiring further that the provisions set out below should be interpreted in such a way as to promote the improvement of weather modification technology and its beneficial use,

Recalling the declaration of the United Nations Conference on the Human Environment, approved at Stockholm on 16 June 1972, inter alia, Principles 1, 2, 20 and 21,

Recalling further the relevant decisions of the seventh and eighth World Meteorological Congresses (1975 and 1979) and those of the Governing Council of the United Nations Environment Programme,

Bearing in mind General Assembly resolution 31/72 of 10 December 1976 on the Convention on the Prohibition of Military or Any Other Hostile Use of Environmental Modification Techniques,

Recognizing that the application and further development of the following provisions has to be closely related to the existing state of scientific and technical knowledge in the field of weather modification,

1. Recommends that States should take into account the following provisions:

(a) Weather modification should be dedicated to the benefit of mankind and the environment;

(b) Exchange of information, notification, consultation and other forms of co-operation regarding weather modification should be carried out on the basis of good faith, in the spirit of good neighbourliness and in such a way as to avoid any unreasonable delay either in such forms of co-operation or in carrying out weather modification activities;

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12/ The term "weather modification", as used herein, means any action performed with the intention of producing artificial changes in the properties of the atmosphere for purposes such as increasing, decreasing or redistributing precipitation or cloud coverage, moderating severe storms and tropical cyclones, decreasing or suppressing hail or lightning or dissipating fog.

(c) States should gather and record technical and scientific information on weather modification activities. They should ensure that such information is made available to the World Meteorological Organization, which should continue to prepare and distribute appropriate reports on weather modification activities;

(d) States should to the extent possible give, either directly or through the World Meteorological Organization, adequate and timely notification to all concerned States of prospective weather modification activities under their jurisdiction or control which are likely to have an effect on areas within the national jurisdiction of such concerned States;

(e) States should ensure that an assessment is made of the environmental consequences of prospective weather modification activities under their jurisdiction or control which are likely to have an effect on areas outside their national jurisdiction, and either directly or through the World Meteorological Organization, make the results of such assessments available to all concerned States;

(f) Weather modification activities should be conducted in a manner designed to ensure that they do not cause damage to the environment or other States or of areas beyond the limits of national jurisdiction;

(g) A State under whose jurisdiction or control weather modification activities are planned or are taking place which are likely to have an effect on areas outside its national jurisdiction should, upon the request of a concerned State, either directly or through the World Meteorological Organization, enter into timely consultation concerning such activities;

(h) States should encourage and facilitate international co-operation in weather modification activities, including research, and, as may be appropriate, the conclusion of bilateral, regional or multilateral agreements;

2. Requests the Secretary-General of the World Meteorological Organization to communicate to the Executive Director of the United Nations Environment Programme on a periodic basis all the information that will be made available to him in accordance with the present decision;

3. Further requests the Executive Director to report to the Governing Council on the information thus received.

12th meeting  
29 April 1980

B

Chlorofluorocarbons

The Governing Council,

Recalling its decision 84 (V) C of 25 May 1977 on the ozone layer, noting with approval the work of the Co-ordinating Committee on the Ozone Layer, noting

also the increasing scientific concern at the harmful effects on the ozone layer of the release of chlorofluorocarbons into the atmosphere, welcoming the steps taken by the scientific community to increase understanding of the processes at work and to pool knowledge internationally, appreciating the steps already taken by several Governments and the European Economic Community to limit the production capacity of chlorofluorocarbons and their uses and recognizing that preventive measures are required on a global scale, and considering that in the present state of scientific knowledge precautionary measures should be taken to limit global production and use, in particular, of the chlorofluorocarbons F-11 and F-12 and that investigations should be pursued into all chlorofluorocarbon emissions;

1. Calls the attention of Governments to the report of the third session of the Co-ordinating Committee on the Ozone Layer; 13/

2. Recommends that Governments, especially those of countries where use of the chlorofluorocarbons F-11 and F-12 is high, should achieve significant reductions in use and encourage the development of ways to control releases into the atmosphere;

3. Urges Governments to continue to encourage further scientific research in this field and to support the development of substitute substances or techniques which are not harmful to the environment;

4. Recommends that production capacity for the chlorofluorocarbons F-11 and F-12 should not be increased;

5. Further recommends that the measures already taken be re-examined in the light of the scientific technical and economic data available;

6. Invites the Executive Director to consider ways of accelerating international co-operation on the subject and to report thereon to the Governing Council.

12th meeting  
29 April 1980

8/8. Export and disposal of hazardous chemical wastes

The Governing Council,

Strongly reaffirming the provision of decisions 53 (IV) of 13 April 1976, 85 (V) of 25 May 1977, and 6/4 of 24 May 1978,

Noting General Assembly resolution 34/173 of 17 December 1979 on the exchange of information on banned hazardous chemicals and unsafe pharmaceutical products, which calls upon the Secretary-General, in co-operation with concerned United Nations agencies, to prepare a report on the experiences of Member States and concerned United Nations agencies regarding hazardous chemical exports for submission to the General Assembly at its thirty-fifth session,

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13/ UNEP/CCOL III.5.

Noting further the recent expressions of concern over the export of hazardous chemical waste products in order to avoid stringent health and environmental controls on their transportation, processing, and disposal in the country of origin,

Recognizing that hazardous chemical wastes represent potential health and environmental hazards,

Aware that safe procedures for such handling and disposal are essential and should be utilized,

1. Urges Member States, in order to protect health and the environment, to ensure the institution of adequate protection measures for the handling and disposal of hazardous chemical wastes, to exchange information on such measures and the procedures used in their implementation, and to develop notification procedures and controls for international transfers of such wastes between countries involved;

2. Requests the Executive Director, in co-operation with competent organizations in the United Nations system and other international organizations, to develop, after consultation, guidelines for the safe and appropriate disposal of hazardous chemical wastes and pertinent measures concerning their trans-boundary transport, and to report on progress in this respect to the Governing Council at its ninth session.

12th meeting  
29 April 1980

8/9. Tropical forest and woodlands

A

Tropical forests

The Governing Council

1. Takes note of the recommendations of the Expert Meeting on Tropical Forests 14/ as a step in the implementation of Governing Council decision 7/6 A of 3 May 1979 through the process outlined in the paragraphs below;

2. Requests the Executive Director to transmit the above recommendations to all member Governments of the United Nations Environment Programme and other Governments affected and involved, to multilateral assistance agencies and to other international and regional organizations, including financial institutions and concerned non-governmental organizations, and to seek, within a six-month time frame:

(a) Their comments on the objectives and general framework and components of the integrated programme envisaged in these recommendations;

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14/ UNEP/GC.8/5/Add.1, annex II.

(b) A brief description of their ongoing and planned activities related to each of the programme components, along with funding allocations;

(c) An indication of what additional programmes they are prepared to implement in the light of the recommendations;

(d) An identification of gaps in the recommendations and of the resources required;

3. Notes the intention of the Executive Director to convene, following receipt of the responses from Governments and organizations, a second small expert group meeting to elaborate the programme further, in collaboration in particular with the Food and Agriculture Organization of the United Nations and the United Nations Educational, Scientific and Cultural Organization, on the basis of the comments and information received and of other relevant studies, with attention to its funding implications and the institutional arrangements required;

4. Notes the goals submitted to the Governing Council by the Executive Director and the need to give them further consideration in this process;

5. Authorizes the Executive Director in the meantime to continue funding specific ongoing activities in the environment programme, such as integrated ecological research pilot projects and monitoring;

6. Requests the Executive Director to consider the preparation, in consultation with such other relevant agencies as the Food and Agriculture Organization of the United Nations and the United Nations Educational, Scientific and Cultural Organization, of recommendations on other types of forests, when this can be done within resources available;

7. Further requests the Executive Director to report back to the Governing Council at its ninth session.

12th meeting  
29 April 1980

B

Regional Centre for Information and Scientific Documentation  
on Tropical Ecology

The Governing Council,

Recalling its decision 6/5 B of 24 May 1978 concerning the establishment of the Regional Centre for Information and Scientific Documentation on Tropical Ecology at Yaounde, in conformity with the request of States members attending the United Nations Educational, Scientific and Cultural Organization/United Nations Environment Programme regional meeting at Kinshasa (1975) and recommendation 11.19 of the Meeting of Experts on Tropical Forests at Nairobi (1980),

Noting with satisfaction the efforts made by the Government of the United Republic of Cameroon and the measures already taken by the United Nations Environment Programme, the United Nations Development Programme and the United Nations Educational, Scientific and Cultural Organization,

Emphasizing the importance of questions of documentation concerning tropical forests and the proposal by the countries of Africa interested in the Regional Centre at Yaounde,

Requests the Executive Director to speed up the consultations he has entered into with the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the World Meteorological Organization, the United Nations Industrial Development Organization, the United Nations Development Programme and the International Union for the Conservation of Nature and Natural Resources and all the countries concerned, with a view to supporting this activity to catalyse international action on behalf of the Regional Centre at Yaounde.

12th meeting  
29 April 1980

8/10. World soils policy

The Governing Council,

Recalling that the Plan of Action to Combat Desertification gives high prominence to recommendations on soil protection and national land-use policies,

Further recalling that, in its decision 6/5 C of 24 May 1978, the Governing Council decided that the United Nations Environment Programme, in close co-operation with other United Nations agencies, shall advise the countries affected by soil erosion and degradation in the planning and adoption of soils policies forming part of economic and social development plans,

Recalling also that, in its decision 7/6 B of 3 May 1979, it requested the convening of a high-level group of experts for the purpose of identifying and defining the elements of a soils policy,

Taking into account the results of the meeting of the high-level group of experts held at Rome in March 1980,

1. Requests the Executive Director to work actively, in collaboration with the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization and other relevant international organizations, to ensure the speedy preparation and adoption of a world soils policy, which should be prepared in light of the provisions of the new international development strategy and should be complementary to the Plan of Action to Combat Desertification, and to develop a world plan of action for implementing the policy, based on a review and analysis of international, regional and national activities in this area, which formulates the goals and terms for international co-operation;

2. Requests the Executive Director and invites the executive heads of the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization and other relevant organizations within and outside the United Nations system to encourage and support research and studies to define the legal, scientific, technical, cultural and institutional elements of a soils policy at the national level,

3. Decides that the United Nations Environment Programme should co-operate fully with the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization and other concerned organizations in the preparation of a "Soil Charter" incorporating the principles suggested by the high-level group of experts which met at Rome in March 1980 and the elements of the soils policy and its respective plan of action;

4. Authorizes the Executive Director to convene in 1981 a follow-up meeting of the high-level group of experts to consider developments in the preparations of the soils policy, and the plan of action for implementing the soils policy;

5. Calls on all relevant organs of the United Nations system to co-operate fully with the Executive Director in the preparation of the world soils policy and its respective plan of action;

6. Further requests the Executive Director to report to the Governing Council at its ninth session on progress in implementing this decision.

12th meeting  
29 April 1980

#### 8/11. World Conservation Strategy

##### The Governing Council,

Noting the wisdom, in the interests of mankind, of development patterns aimed at maintaining essential ecological processes and life support systems, preserving genetic diversity and ensuring the sustainable utilization of species and ecosystems,

Recognizing the primary responsibility of Governments for development policies and plans to meet those aims,

1. Congratulates the International Union for Conservation of Nature and Natural Resources, the United Nations Environment Programme, the World Wildlife Fund and all concerned with the formulation, publication and launching of the World Conservation Strategy;

2. Welcomes the co-operation of organizations of the United Nations system, especially the Food and Agriculture Organization of the United Nations and the United Nations Educational, Cultural and Scientific Organization, in the preparation and implementation of the Strategy;

3. Calls upon organizations within the United Nations system to take those recommendations of the Strategy which are appropriate to their functions into account when preparing their plans;

4. Requests the Executive Director:

(a) To draw the attention of all Governments to the Strategy and to urge them to endorse it and take account of it in developing their policies and programmes;

(b) To consider the implications of the Strategy for the United Nations Environment Programme and to develop, for consideration in the programme to be presented to the Governing Council at its ninth session, proposals for action on a selective basis to encourage the sustainable use of living natural resources;

(c) To consider appropriate arrangements for obtaining from and disseminating to Governments brief reports and information about activities of Governments and other organizations which contribute to the implementation of the Strategy, and to report thereon to the Governing Council at its tenth session.

12th meeting  
29 April 1980

8/12. Environment and development

The Governing Council,

Recognizing the importance of the work undertaken by the United Nations Environment Programme in evolving the conceptual framework and the methodologies for an integrated approach to environment and development and the need for a continuing and sustained effort in this field, which is crucial for the attainment of development objectives,

1. Requests the Executive Director to continue to stimulate further conceptual elaboration and practical action in the area of integrated approach to environment and development;

2. Urges the Executive Director to explore concrete possibilities for establishing effective links between the knowledge and experience of the United Nations Environment Programme in this area and development planning, with special emphasis on ways and means of developing closer mutual co-operation among developing countries;

3. Calls on the Executive Director to prepare a programme for the participation of the United Nations Environment Programme in the efforts of the international community to devise ways and means for the implementation of the new international development strategy, and to take the main goals and policy measures of that strategy fully into account in the formulation and implementation of future perspective documents and system-wide medium-term environment programmes;

4. Further requests the Executive Director to report to the Governing Council at its tenth session on the activities and plans of the Programme in this respect.

12th meeting  
29 April 1980



8/13. Oceans: regional seas

A

Review of the regional seas programme

The Governing Council,

Bearing in mind that considerable experience has been accumulated in the last five years in the subject area of regional seas which may contribute to the understanding of the global problems of marine pollution,

Recognizing the significance of the work in the field of the marine environment which is being carried out by several international and intergovernmental organizations, and the need for closer co-ordination of these activities,

Requests the Executive Director to:

(a) Consider convening in 1981, in co-operation with relevant international and intergovernmental organizations a government expert group to review the activities, the achievements and the planned development of the regional seas programme, and of other comparable programmes sponsored by other bodies;

(b) Report on the results of the expert group meeting to the Governing Council at its tenth session.

12th meeting  
29 April 1980

B

Co-ordination of the regional seas programme with other components  
of the environment programme

The Governing Council,

Considering the need for world-wide co-operation to control pollution of the seas in order to safeguard marine and coastal resources,

Bearing in mind that environmentally sound management of coastal zones, including the control of pollution from land-based sources, is the basic prerequisite for protection and management of the marine and coastal environment,

Acknowledging the wide geographical coverage and the interdisciplinary character of the eight regional seas programmes sponsored by the United Nations Environment Programme, which effectively contribute to world-wide protection of the marine environment,

Considering the need to examine the administrative and budgetary arrangements by which the regional seas programmes are implemented and co-ordinated with other components of the environment programme,

Requests the Executive Director:

(a) To accelerate the effective implementation of the regional seas programmes;

(b) Whenever appropriate, to make funds available from all relevant budgetary lines for those activities undertaken in the framework of the regional seas programmes which relate specifically to the work plan approved under such lines;

(c) To examine the relationship between the regional seas programmes and environmental programmes of a regional character, and to report to the Governing Council at its ninth session on ways in which the regional seas programmes may be strengthened and co-ordinated more effectively with other components of the environment programme.

12th meeting  
29 April 1980

C

Extension of the regional seas programme to the East African sea  
and the South-west Atlantic

The Governing Council,

Considering the threat to the marine environment in the East African region and the South-west Atlantic,

Bearing in mind the resolution adopted in November 1979 at Seychelles by the East African Port Management Association calling upon international organizations to support Governments in the East African region in developing a programme for the protection of the marine environment in the East African region,

Welcoming the establishment of the regional seas programme by the United Nations Environment Programme,

1. Requests the Executive Director to include the East African and South-west Atlantic regions within the regional seas programme with a view to initiating and carrying out, in collaboration with the Governments concerned and the competent organizations of the United Nations system, a

programme for proper management and conservation of the resources in these areas;

2. Further requests the Executive Director to report to the Governing Council at its ninth session on progress made in the implementation of this decision.

12th meeting  
29 April 1980

8/14. Environmental education and training

The Governing Council,

Conscious of the importance of education and training in environmental management,

Recognizing the existence of institutions of high academic value in Latin America and the Caribbean region, which are dedicated in part or exclusively to environmental issues,

Bearing in mind Governing Council decisions 7/10 A and B of 3 May 1979, on environmental education and training, the recommendations of the Fifth Inter-Secretarial Consultative Meeting on the Environment in Latin America (environmental education and training), the recommendations of the meeting of Latin American States members of the Governing Council and Spain, held at Madrid in April 1979, and the draft agreement concerning the revision of the Convention establishing the International Centre for Environmental Education and Training agreed upon in Panama on 5 March 1980,

1. Requests the Executive Director:

(a) To take steps to continue financial support until the end of 1982 to the International Centre for Environmental Education and Training, and on the basis of an agreement to be concluded between the Latin American and Caribbean States and Spain on co-operation in the working of the Centre,

(b) To take urgent measures on:

(i) The establishment of a network of high-level training institutions in environmental issues in Latin America and the Caribbean region based on an inventory of the existing institutions;

(ii) The establishment of an efficient mechanism for co-ordination of the above network of institutions;

(c) To convene an ad hoc meeting of representatives of the Latin American and Caribbean States and Spain, to be attended by representatives of the United Nations Environment Programme:

(i) To draw up the agreement referred to in subparagraph (a) above;

(ii) To consider and take a decision on the measures mentioned in subparagraph (b), the modalities of which shall be embodied in that agreement;

2. Decides that the agreement will become operational as soon as it is signed by five States from Latin America and the Caribbean and by Spain, and will also be open to other States of the region.

29th meeting  
29 April 1980

#### 8/15. Environmental law

##### The Governing Council,

Determined to promote harmonious relations and co-operation in the field of international environmental law in the spirit of the Declaration on the Human Environment adopted by the United Nations Conference on the Human Environment,

Taking into account its decision 7/11 of 3 May 1979, and recognizing the efforts of and results so far achieved by the Working Group of Experts on Environmental Law in strengthening such relations and co-operation,

1. Requests the Executive Director to convene, prior to the tenth session of the Governing Council, an ad hoc meeting of senior government officials expert in environmental law, taking into account the principles of rule 62 of the rules of procedure of the Council, to assist in ensuring that the section on environmental law of the system-wide medium-term environment programme to be submitted for consideration by the Governing Council at its tenth session:

(a) Identifies subject areas where increased global and regional co-ordination and co-operation may encourage and further enhance progress in the field of environmental law, in particular with regard to the interests of developing countries;

(b) Sets out a programme, including global, regional and national efforts, towards this end;

2. Also requests the Executive Director, in order to ensure that developments within the United Nations system and the related work of other international forums and organizations, as well as regional and bilateral agreements, are taken fully into account in preparing for the ad hoc meeting of senior government officials, in accordance with the time-table annexed hereto:

(a) To consult with Governments and appropriate regional governmental and non-governmental bodies with a view to reflecting particular recommendations on regional concerns, interests and priorities in the field of environmental law;

(b) To prepare the necessary documentation, noting, inter alia, material published by leading authors in the field of environmental law;

(c) To transmit such documentation, including the in-depth review of environmental law referred to in his introductory report, 15/ to the Working Group of Experts on Environmental Law for examination prior to its consideration by the ad hoc meeting of senior government officials;

3. Invites States with a special interest in participating in the ad hoc meeting of senior government officials to so inform the Executive Director not later than the end of September 1980;

4. Decides to determine the size of the meeting at its ninth session;

5. Further requests the Executive Director to report to the Governing Council at its ninth session on progress in the implementation of the present decision.

12th meeting  
29 April 1980

#### Annex

##### Proposed sequence of events regarding the senior level meeting

1. April 1980 - Decision to convene the meeting (Governing Council, eighth session)
2. April-September 1980 - Consultations among Executive Director and interested Governments concerning (a) participation in and (b) timing and venue of the meeting
3. September 1980 - Preparation of first draft of in-depth review by UNEP secretariat
4. September-November 1980 - Consultations among UNEP secretariat and other international agencies on in-depth review and preparation of second draft

15/ UNEP/GC.6/2.

5. November-December 1980 - Consultations with selected Governments on in-depth review and preparation of final draft, initiation of consultations between Secretariat and regional groups to ascertain particular regional concerns, interests and priorities
6. December 1980 - Circulation to Governments and international agencies of final draft of in-depth review and commentary on regional consultative process
7. May 1981 - Governing Council at its ninth session to receive comments on in-depth review, set out general objectives and strategy for future work in environmental law, and note state of regional input leading towards the meeting
8. June 1981 - Executive Director transmits documentation, including in-depth review, comments thereon, regional input, relevant material from the ninth session of the Governing Council and pertinent collated published material or specific references to same, to members of working group of experts
9. June 1981 - Working group of experts meets as preparatory committee for the meeting to consider documentation, synthesize material relating to (a) global, and (b) regional environmental legal issues, prepare draft agenda for the meeting and guidelines for eventual recommendations of the meeting
10. September 1981 - Meeting convenes, report submitted to Executive Director for the system-wide medium-term environmental programme
11. April-May 1982 - Governing Council at its tenth session considers the system-wide medium-term environment programme on environmental law.

#### 8/16. Regional activities

##### A

Support for regional activities in the field of  
the environment

#### The Governing Council,

Noting the significance of the support given by the United Nations Environment Programme to the environmental activities of the regional commissions,

Noting with satisfaction the result of the High-level Meeting within the framework of the Economic Commission for Europe on the Protection of the Environment,

Convinced that the implementation of the decisions of the High-level Meeting with the framework of an expanded environmental co-operation in the Economic Commission for Europe will give experience of relevance to other regions,

1. Requests the Executive Director to co-operate closely with the various regions, within available resources in the implementation of specific projects of interest to each region;

2. Also requests the Executive Director to co-operate closely with the Executive Secretary of the Economic Commission for Europe in the implementation of the decisions of the High-level Meeting within the framework of that Commission on the Protection of the Environment;

3. Further requests the Executive Director to consider favourably requests by the Executive Secretary of the Commission for support to specific projects, during the initial phase of the implementation of the decisions of the High-level Meeting, subject to review by the Governing Council at subsequent session.

12th meeting  
29 April 1980

B

Programme implementation: Asia

The Governing Council,

Appreciating greatly the attainment by the Executive Director of a notable increase in the support to regional activities in the field of the environment in Asia as compared with previous years, pursuant to Governing Council decisions 6/10 of 24 May 1978 and 7/12 of 3 May 1979, entitled "Regional programmes and programming: Asia", and "Regional programming initiatives (Asia)", respectively,

Considering the need for accelerating the implementation of Asian regional programmes,

Taking into account the increasing concern and positive interest of the Governments in the Asia-Pacific and West Asia regions in environmental matters which, inter alia, led to the establishment of the Sub-regional Environment Programme of the Association of South-East Asian Nations and of the South Pacific Regional Environment Programme, as well as the formulation and development of the South Asia Co-operative Environment Programme,

Realizing that it is the responsibility of the Governments concerned to implement these programmes,

1. Welcomes the maximum utilization of regional expertise, wherever possible, in the further development and implementation of these programmes,

2. Requests the Executive Director to assist the Governments concerned in the implementation of these programmes by applying such resources as may be required and are feasible in collaboration with the appropriate agencies and organizations of the United Nations system;

3. Invites the Governing Council of the United Nations Development Programme

and the governing bodies of multilateral donor organizations to consider extending support to the implementation of these programmes.

12th meeting  
29 April 1980

8/17. Implementation of the Plan of Action to Combat Desertification

The Governing Council,

Recalling General Assembly resolutions 32/170 and 32/172 of 19 December 1977, 33/88 and 33/89 of 15 December 1978 and 34/187 of 18 December 1979, and Economic and Social Council resolution 1978/37 of 21 July 1978,

Recalling further its decision 6/11 of 24 May 1978 and 7/13 of May 1979,

Stressing the seriousness of desertification and its adverse effects on the people of the countries affected by it, particularly in the Sudano-Sahelian region, and the need to intensify desertification control measures,

Having examined the report of the Executive Director on the implementation of the Plan of Action to Combat Desertification, 16/

1. Notes the actions taken by Governments, the United Nations Environment Programme and members of the United Nations system for the Implementation of the Plan of Action to Combat Desertification;
2. Notes the report of the Executive Director on the implementation of the Plan of Action to Combat Desertification in the countries of the Sudano-Sahelian region, and the measures taken by the Governments, the United Nations Environment Programme and other competent organs of the United Nations, particularly those taken by the United Nations Sudano-Sahelian Office on behalf of the United Nations Environment Programme;
3. Further notes that priority is being given to efforts to combat desertification in the 15 countries of the Sudano-Sahelian region, as well as in the least developed among the developing countries outside that region;
4. Notes with satisfaction the efforts made by the Executive Director and urges him to reinforce further the collaborative relations between the United Nations Environment Programme and the Organization of African Unity;
5. Calls on Governments and the relevant bodies and organizations of the United Nations system, as appropriate, in view of the principal obstacles to the

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16/ UNEP/GC.8/6 and Corr.1 and 2 and Add.1 and Corr.1, Add.2 and Corr.1 and Add.3 and Corr.1.



full implementation of the Plan of Action to Combat Desertification as identified by the Administrative Committee on Co-ordination and by the Executive Director:

(a) To assign sufficiently high priority to prevention or combat of desertification, to include such measures in their national development plans, and to take full advantage of international assistance in this respect as and when required, using for this purpose bilateral and multilateral mechanisms as appropriate;

(b) To strengthen the efforts and co-operation of the United Nations system in the implementation of the Plan of Action to Combat Desertification so as to ensure the proper multidisciplinary approach to projects and to arrange for effective pooling of the efforts and resources of its various agencies and bodies with a view to ensuring the most efficient utilization of these resources;

(c) Together with other relevant intergovernmental and non-governmental organizations, to increase their efforts to close the gaps in knowledge and appropriate technology related to combating desertification, with particular emphasis on socio-cultural dimensions and the teaching of the existing and newly acquired knowledge to potential users, particularly at the level of extension agents and farmers/pastoralists;

6. Takes note with appreciation of the work of the Consultative Group for Desertification Control at its second session and of the declarations of support expressed by several participants during the session, and urges them to translate these declarations into specific commitments in the near future, requests the Executive Director to follow up the results of the work of the Group's second session with a view to ensuring proper implementation of the agreements reached and calls on the Consultative Group to intensify its efforts to assist the Executive Director in the mobilization of resources needed for the implementation of the Plan of Action to Combat Desertification;

7. Authorizes the Executive Director to continue for 1980-1981 to contribute to the United Nations Sudano-Sahelian Office, after consultations with the Administrator of the United Nations Development Programme, the share contributed by the United Nations Environment Programme of the administrative and operational costs of the joint venture on the basis of the work plan to be approved by the Executive Director, within the available resources of the Environment Fund, and to submit to the Governing Council, at its ninth session, the full account of these operational expenditures for 1978-1980 and their place within the total operational expenditures of the Office related to its additional anti-desertification mandate, with a view to providing the Governing Council with a basis for considering future financing of the operational costs of the joint venture;

8. Strongly appeals to international financial institutions, multilateral financial organizations and Governments of industrialized countries, and of developing countries in a position to do so, to give their financial support and contribute generously to the Special Account, with a view to enhancing the implementation of the Plan of Action to Combat Desertification;

9. Approves the over-all structure of the study on additional measures for financing the Plan of Action to Combat Desertification to be prepared by a group of high-level specialists in international financing, to be convened by the Executive Director, in response to General Assembly resolution 34/184 of 18 December 1979;

10. Decides to include the pilot project for the improvement and restoration of the Foutah-Djallon massif within the programme of action of the United Nations Environment Programme against desertification and notes the intention of the Executive Director thereon;

11. Further decides to add Djibouti to the list of countries of the Sudano-Sahelian region and to include Guinea and Guinea-Bissau among the countries eligible to receive assistance through the United Nations Sudano-Sahelian Office in implementing the Plan of Action to Combat Desertification;

12. Authorizes the Executive Director to update the report of the Governing Council before its submission to the thirty-fifth session of the General Assembly, on the basis of:

(a) Inclusion of the main elements of the report of the Administrative Committee on Co-ordination;

(b) Incorporation of the necessary changes in the report in the light of the discussions of the Governing Council;

(c) Inclusion of major actions in the inventory of activities of the United Nations system not included in the report;

(d) Inclusion of major developments in the implementation of the Plan of Action since the preparation of the report;

13. Further authorizes the Executive Director to submit the updated report and the decision of the Governing Council on this matter to the General Assembly at its thirty-fifth session on behalf of the Governing Council.

12th meeting  
29 April 1980

8/18. Implementation of the Fund programme, management of the Environment Fund, financial report and accounts (unaudited) for the biennium 1978-1979 and administrative and budgetary matters

The Governing Council,

Having considered the reports of the Executive Director on the management of the Environment Fund, and the implementation of the Fund programme 17/ and on administrative and budgetary matters, 18/ as well as the unaudited financial report and accounts of the Fund of the United Nations Environment Programme for the biennium 1978-1979 ended 31 December 1979; 19/

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17/ UNEP/GC.8/7 and Corr.1 and Add.1 and Corr.1.

18/ UNEP/GC.8/8 and Corr.1.

19/ UNEP/GC.8/L.2.

Taking note of the progress achieved in the project evaluation programme, and of the Executive Director's report on the programme, 20/

1. Expresses its satisfaction to Governments that have contributed to the Environment Fund for the first time and to those that have increased their contributions above earlier levels;
2. Appeals to Governments that are not contributing to contribute to the Fund, and to those contributing amounts below their means to increase their contributions;
3. Further appeals to Governments that have not revised their pledges since 1973 to reconsider the level of their pledges, so as to maintain, at least, their value in real terms;
4. Expresses its concern at the problems of late payments, and calls upon Governments to make more substantial payments in the first quarter of the year;
5. Further appeals to Governments that make contributions in non-convertible currency to take the necessary steps to resolve the problem of utilization of such currencies by converting as much as possible of their contribution to convertible currencies in line with rule 203.4 of the Financial Rules of the Fund of the United Nations Environment Programme;
6. Invites the Executive Director to make additional efforts with a view to the effective utilization of non-convertible currencies;
7. Requests the Executive Director to undertake consultations with Governments which pay their contributions in non-convertible currency, with a view to the full application of the provisions of rule 203.4 of the Financial Rules of the Fund, without, however, jeopardizing the volume of the Fund's resources;
8. Further requests the Executive Director to evaluate the impact of the existing level of non-convertible currencies in the Fund, including its effect on project selection and implementation, and report on his findings to the Governing Council at its ninth session;
9. Decides to increase the level of the appropriation for Fund programme activities in 1980-1981 from that of \$61.20 million approved at its seventh session to \$67.85 million;
10. Decides, taking into account its decision 7/3 of 3 May 1979, to apportion the revised appropriation for Fund programme activities as follows:

<u>Fund programme activities</u>	<u>1980</u> <u>(\$000)</u>	<u>1981</u> <u>(\$000)</u>	<u>Total</u> <u>1980-1981</u> <u>(\$000)</u>
01 Human settlements and human health	4,500	3,700	8,200
03 Support	6,600	6,100	12,700
04 Environment and development	2,150	2,250	4,400

20/ UNEP/GC.8/7, sect. III.

<u>Fund programme activities</u>	<u>1980</u> (\$000)	<u>1981</u> (\$000)	<u>Total</u> <u>1980-1981</u> (\$000)
05 Oceans	3,650	3,850	7,500
07 Energy	900	600	1,500
10 Environmental management (including environmental law)	750	750	1,500
11 Terrestrial ecosystems	6,250	5,550	11,800
12 Natural disasters	250	250	500
13 Earthwatch (including IRPTC)	6,300	5,800	12,100
16 Environmental data	600	500	1,100
17 Arid lands (including desertification)	3,300	3,250	6,550
Total Fund programme activities	35,250	32,600	67,850

11. Endorses the Executive Director's intention to maintain the appropriate liquidity of the Fund at the end of any financial year;

12. Reconfirms a Fund programme reserve of \$1 million for each of the two years 1980 and 1981;

13. Approves forward commitments of \$16 million for the biennium 1982-1983;

14. Reconfirms the Executive Director's authority to adjust the apportionment by 20 per cent in each budget line, within the over-all appropriation for the biennium 1980-1981;

15. Approves the level of the financial reserve for 1980 at \$3.7 million and for 1981 at \$3.5 million;

16. Expresses its support for the continuation of the evaluation programme;

17. Requests the Executive Director to continue to report further progress to the Council at each session, while also providing Governments with detailed information on the results of in-depth and desk project evaluations through the UNEP/FUND/PROJECTS - series of documents;

18. Takes note of the unaudited financial report and accounts of the Fund of the United Nations Environment Programme for the biennium 1978-1979 ended 31 December 1979;

19. Takes note of the proposals of the Executive Director regarding the long-term staffing policy for the secretariat of the United Nations Environment Programme, his comments on the optimum proportion of programme and programme support costs to Fund programme activities and his report on the progress in respect of United Nations accommodation at Nairobi.

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8/19. Arabic as an official and working language of  
the Governing Council of the United Nations  
Environment Programme

The Governing Council,

Recalling its decision 19 (II) of 11 March 1974 in which it adopted its rules of procedure,

Also recalling General Assembly resolution 3190 (XXVIII) of 18 December 1973 in which the Assembly decided to include Arabic among the official and working languages of the General Assembly and its main Committees,

Recognizing that the use of the Arabic language in Governing Council documentation and deliberations will enhance the contribution of the Arabic-speaking States to the work of the United Nations Environment Programme and promote public awareness of environmental issues in general,

1. Recommends to the General Assembly that it consider favourably, at its thirty-fifth session, on the basis of a request by the Arab States to the Secretary-General, the financial implications to the regular budget of the introduction of Arabic as an official and working language of the Governing Council of the United Nations Environment Programme;

2. Decides further to review at its ninth session paragraph 1 of rule 63 of the rules of procedure of the Governing Council in the light of the decision of the General Assembly on the above recommendation.

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OTHER DECISIONS

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

At the 12th plenary meeting of the session, on 29 April 1980, the Governing Council decided that, in accordance with rules 1, 2 and 4 of its rules of procedure, its ninth session would be held at Nairobi from 13 to 26 May 1981, to be preceded by informal consultations during the morning of 13 May 1981. At the same meeting, the Council approved the following provisional agenda for the ninth session:

1. Opening of the session

2. Organization of the session
  - (a) Election of officers
  - (b) Agenda and organization of the work of the session
3. Credentials of representatives
4. Executive Director's report and state of the environment
5. Co-ordination questions.
6. Programme matters
7. Co-ordination and follow-up on the implementation of the Plan of Action to Combat Desertification
8. The Environment Fund
  - (a) Implementation of the Fund Programme in 1980
  - (b) Management of the Fund of UNEP
  - (c) Financial report and accounts for the biennium 1978-1979 ended 31 December 1979
  - (d) Project and programme evaluation
9. Administrative and budgetary matters
10. Provisional agenda, date and place of the tenth session of the Governing Council
11. Provisional agenda, date and place of the Governing Council session of special character in commemoration of the tenth anniversary of the United Nations Conference on the Human Environment
12. Other business
13. Report of the Governing Council to the General Assembly
14. Closure of the session

#### Intersessional informal consultations with Governments

At the 12th plenary meeting of the session, on 29 April 1980, the Governing Council, recalling its decisions 23 (III) of 2 May 1975 and 104 (V) of 24 May 1977, decided that the information consultations with Governments between the eighth and ninth sessions of the Governing Council would be held at Nairobi from 8 to 11 December 1980 to exchange views on the content and presentation of programme and policy questions and to consider any other items on which the Executive Director may wish to report.

## ANNEX II

### Proposals of the High-level Expert Group on Interrelations

(Excerpts from the report of the Executive Director  
on the subject contained in document  
UNEP/GC.8/2/Add.3)

1. The Executive Director considers that the study of interrelationships and the generation of proposals for action, such as would produce beneficial results in the over-all systematic context at the national, regional and global levels, is emerging as a major issue not only in the work of UNEP but indeed also in the United Nations system, capable ultimately of influencing the over-all priorities of the system in the economic and social fields. Under the terms of General Assembly resolution 3345 (XXIX) of 17 December 1974 and Economic and Social Council resolution 1979/49, the next report to the Economic and Social Council on the work on interrelationships should be accompanied by the views of the Governing Council; hence it will be a document for consideration by the Governing Council at its ninth session. In view of the importance of the subject, the Executive Director convened a high-level group of experts, which met in January 1980, to advise him on the role UNEP should assume in its own activities and in contributing to system-wide efforts.

2. The group of experts defined four main tasks in its work:

(a) Contribution to the development of a flexible conceptual framework for the study;

(b) Identification of issues which should be subjects for analysis;

(c) Definition of elements in a suitable process for efficient system-wide efforts on the interrelationships;

(d) Presentation of proposals for action by UNEP on the interrelationships.

#### I. STUDIES ON INTERRELATIONSHIPS

3. The group of experts shared the conviction expressed in the report of the Secretary-General to the Economic and Social Council 1/ that it is increasingly evident that development efforts tend to produce basic systemic effects resulting from strong interactions between population, resources, environment and development.

4. The group fully supported the conclusion in the report that a conceptual framework has to be developed in stages. Flexibility is a sine qua non. The framework has to be open to change; it has to be enlarged or refined as the study

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1/ E/1979/75.

proceeds. The group recognized the importance of the considerations to be taken into account in the study which were listed in the report. Thus it felt that the conceptual framework should be amenable to specific, quantitative and empirical analysis, be applicable at disaggregate - specifically regional and national - levels, be sensitive to the implications of risk and uncertainty, and take account of the long-term consequences of changes; the empirical investigations should also be made at the level of households, local communities and geographic regions, such as a river basin or island. The framework should aim at identifying critical interrelationships between population, resources and environment in regard to principal development issues, with the goal of presenting recommendations and guidelines for action by Governments and by the United Nations system. The group stressed that attempts at global modelling should be avoided. Instead of formulating a single aggregate mathematical model, different models should be used for different tasks such as selecting variables and analysing interrelationships. The conceptual framework should be based on a "system approach", elucidating interrelationships between variables in the socio-economic and natural systems. The group emphasized the need for inclusion of parameters concerning management and technology.

5. The group concluded that the efforts which have been initiated to develop a conceptual framework should be intensified, and a suitable study commenced. The study should highlight techniques for optimizing the whole interactive system, as against particular sectors, and defining points of leverage where co-ordinated inter-sectoral action could induce positive accumulative development process. It should be submitted for consideration by the group of experts, suitably expanded by the inclusion of experts in relevant fields such as ecology and technology. A conceptual framework should then be prepared by the group, using the dynamic interaction method. Such a framework would also assist in identifying principal development issues for study, issues in regard to which critical interdependencies and important points of leverage could be expected to be found.

6. The group was of the firm opinion that studies of interrelationships geared to principal development issues should start concurrently, and not await the development of a conceptual framework. Facts should be gathered from various global, regional and national sources, an enlarged data base being of great importance. Earthwatch should contribute suitable data, and its assessment function would benefit from an enlarged data base. Critical interdependencies and points of leverage could be identified through dynamic interaction on a high level between decision-makers and natural and social scientists. The group considered three issues - food systems, soil management and energy systems - as being of the highest importance in the field of development. They were interlinked, and the studies should in a more advanced stage focus on interrelationships between them. Other principal development issues where study of the interrelationships should be fruitful are: forestry, water management, health, industrialization, management of marine resources and communications systems.

## II. UNITED NATIONS SYSTEM-WIDE WORK ON THE INTERRELATIONSHIPS

7. The group of experts recalled that General Assembly and Economic and Social Council decisions envisaged work on interrelationships as a system-wide effort. The Secretary-General was requested by General Assembly resolution 3345 (XXIX) to take measures to provide facilities for co-ordinated research on the



interrelationships. The group strongly supported the conclusion reached during the interagency consultations on the interrelationships between population, resources, environment and development (Geneva, November 1979) that steps should be taken by the Secretary-General, inter alia, through the establishment of a voluntary fund which should be drawn upon when necessary for the commissioning of specific activities to be undertaken by United Nations bodies or at regional and national levels, particularly in developing countries.

8. The work on the interrelationships should, in the view of the group, not be directly entrusted to any sectoral unit dealing with one of the areas involved. The only acceptable exception would have been UNEP, as environment is not a sector, and UNEP moreover is entrusted with the responsibility for system-wide co-ordination in the field of environment. The work should, however, according to the group, be performed under the direction of the Director-General for Development and International Economic Co-operation, given his over-all mandate in the economic and social field, and should be closely linked to system-wide interagency programming and to the planning of integrated development. The capacity to perform the work should thus be provided in the office of the Director-General. Pending its provision there, UNEP should assist by providing the relevant capacity.

9. Ad hoc interagency consultations on the interrelationships have been held on a number of occasions. The group considered that an arrangement for co-ordination should be established in support of the interagency co-operation required by the work on the interrelationships.

10. General Assembly resolution 3345 (XXIX) also foresaw co-ordinated multidisciplinary research at the regional level, the reason being a strongly perceived need to disaggregate the global models. This argument is still valid. The group considered the ongoing trend towards a certain regionalization in the field of development to be a further reason for assigning responsibility for co-ordinating the regional studies to the regional commissions, a step which would also promote an integrated approach to development in the regions.

11. One of the subjects dealt with at the Stockholm Symposium was "Development of human resources". It was stressed at the Symposium that while the demographic variable is an important dimension, the issue of making people increasingly effective participants in, and beneficiaries of, the development process is central to effective policies resulting from studies of the interrelationships. The studies thus need to be wider in scope, stressing people both as human resources and as the ultimate purpose of development. The group considered that this perspective rendered it necessary to change the name of this process in the work of the United Nations to read "Study on the interrelationships between people, resources, environment and development".

12. The group stressed that perspectives and policies emerging from work on interrelationships should be taken into account in the process of the implementation of the new international development strategy, and also in the context of its review and appraisal.

### III. PROPOSALS FOR ACTION BY UNEP ON THE INTERRELATIONSHIPS

13. Taking account of the conclusions of the group of experts set out above, with which he is in agreement, the Executive Director recommends that:

(a) UNEP should continue its active participation in the efforts to be made to advance and synthesize knowledge on the interrelationships between people, resources, environment and development. In this connexion UNEP should be prepared to play a catalytic role in channelling these efforts into a well-functioning process, with the active participation of the organizations of the United Nations system, as well as of regional and national multidisciplinary and other institutions;

(b) UNEP should continue to contribute concretely to studies on the interrelationships. During the present phase, priority should be given to the development, in stages, of a conceptual framework for the studies, and to initiating studies of principal development issues. The Executive Director intends, in this connexion, to convene a second meeting of the group of experts, expanded to include high level experts in technology and ecology at the end of 1980;

(c) Advanced knowledge on interrelationships should be disseminated to Governments and organizations of the United Nations system in the near future through the programme perspective document, and the relevant conclusions should assist in framing the objectives for the System-wide Medium-term Environment Programme. The perspective document should become a powerful vehicle for presenting the conceptual implications of advanced knowledge on the interrelationships, as well as the results of assessments through Earthwatch, thereby providing both a conceptual and a factual basis for management actions by Governments to protect and improve the environment;

(d) UNEP should aim at making use of new knowledge on the interrelationships to adapt and dynamize the tools and approaches developed for integrating the environmental dimension into development planning and implementation.

ANNEX III

Documents before the Governing Council  
at its eighth session

<u>Symbol</u>	<u>Title</u>
UNEP/GC.8/1	Provisional agenda
UNEP/GC.8/1/Add.1 and Corr.1	Annotated provisional agenda and organization of the work of the session
UNEP/GC.8/2	Introductory report of the Executive Director
UNEP/GC.8/2/Add.1	The tenth session of the Governing Council
UNEP/GC.8/2/Add.2	Resolutions and decisions of the thirty-fourth session of the General Assembly and of the second regular session of the Economic and Social Council in 1979 of relevance to the activities of UNEP
UNEP/GC.8/2/Add.3	Work on the interrelationships between resources, environment, population and development
UNEP/GC.8/2/Add.4	Introductory statement by the Executive Director
UNEP/GC.8/3/ and Corr.1	The state of the environment: selected topics - 1980
UNEP/GC.8/4 and Corr.1	Co-ordination questions
UNEP/GC.8/5 and Corr.1 and Add.1	The environment programme
UNEP/GC.8/5/Add.2	International conventions and protocols in the field of the environment
UNEP/GC.8/6/ and Corr.1 and 2 and Add.1 and Corr.1 and Add.2 and Corr.1 and Add.3 and Corr.1	Implementation of the Plan of Action to Combat Desertification
UNEP/GC.8/7 and Corr.1 and Add.1 and Corr.1 and Add.2	The Environment Fund
UNEP/GC.8/8 and Corr.1	Administrative and budgetary matters

<u>Symbol</u>	<u>Title</u>
UNEP/GC.8/9 and Corr.1	Relationships with non-governmental organizations
UNEP/GC/INFORMATION/1/ Rev.2/Supplement 1	Compendium of approved objectives, strategies, concentration areas and goals for 1982 for the environment programme
UNEP/GC/INFORMATION/5/ Supplement 3	Register of international conventions and protocols in the field of the environment
UNEP/GC/INFORMATION/6/ Add.3	Memorandum of understanding concerning co-operation between UNESCO and UNEP
UNEP/GC/INFORMATION/6/ Add.4	Memorandum of understanding regarding co-operation on guidelines for incorporating environmental considerations in human settlements planning between UNCHS and UNEP
UNEP/GC/INFORMATION/6/ Add.5	Memorandum of understanding between the Executive heads of the United Nations Environment Programme, the International Labour Organisation and the World Health Organization concerning co-operation in the International Programme on Chemical Safety
UNEP/GC.8/INF.1	Meeting with multilateral development financing agencies to adopt a draft declaration of principles on the incorporation of environmental considerations in development policies, programmes and projects
UNEP/GC.8/INF.2	Sample programme perspective document: Oceans
UNEP/GC.8/INF.3 and Corr.1	Draft sample system-wide medium-term environment programme
UNEP/GC.8/INF.4	State of preparedness of documents for the eighth session of the Governing Council as at 20 February 1980
UNEP/GC.8/INF.5	List of participants
UNEP/GC.8/L.1	Report of the United Nations Joint Inspection Unit on regional training programmes in African wildlife management at Mweka and Garoua
UNEP/GC.8/L.2	Fund of the United Nations Environment Programme financial report and accounts (unaudited) for the biennium 1978-1979 ended 31 December 1979